



## Revised Project Document

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# Support to the Timorese Electoral Cycle

February 2008



## **Support to Timorese Electoral Cycle**

### **Revised Project Brief**

Timor-Leste held national presidential and legislative elections in 2007 and will hold local elections in 2008. The 2007 elections were the first national post-independence elections organized by the Timorese and as such represent an important step in the consolidation of democracy in the country. The elections were administered by the Technical Secretariat for Electoral Administration (STAE) and supervised by the National Electoral Commission (CNE). The three national electoral processes, Presidential (2 rounds) and Parliamentarian, were considered in general by the stakeholders to have been free, fair and in line with international standards and national laws. The national electoral bodies were assisted by technical assistance made available by this project and the United Nations Integrated Mission in Timor-Leste (UNMIT).

Based on the lessons learned throughout this demanding process and in view of the need to strengthen the human and institutional capacity of the national electoral management bodies, political parties and the media, this project has been revised for its second phase to provide longer-term support following the 2007 national elections and using an "Electoral Cycle Approach". The second phase of the project will work with the electoral institutions (CNE and STAE) and the political parties to build capacities, and will work on issues of legal reform and civic education to ensure open and participative electoral processes. In so doing, the project aims to establish a framework for international assistance for the Timorese electoral cycle, coordinate international donor support, target funds and services more effectively and avoid duplication of resources. Where the focus of the first phase of the project was on hard or material assistance, the focus of the second phase is on soft or human capacity and institution building assistance.

The project will serve as the umbrella for all UN electoral assistance, whether it is being channeled through UNDP or provided through UNMIT's mandate.

Government of Timor-Leste

and

UNITED NATIONS DEVELOPMENT PROGRAMME

Project number: 00053311	Approved / Revised Budget
Project title: Support to the Timorese Electoral Cycle	Total budget: Previous: \$4,979,527 Revised: \$7,618,687 Increase: \$2,639,160
Management arrangement: DEX	Allocated resources: <u>\$5,374,527</u>
Revision reason: To provide longer term support to electoral process	o EC : <u>EUR 500,000</u>
Operational start date: December 2007	Remaining funds: \$739,000
	Unfunded budget: \$1,900,160

**Justification:**

Based on the lessons learned throughout the 2007 electoral process and in view of the need to strengthen the human and institutional capacity of the national electoral management bodies and the political parties, this project has been revised for its second phase to provide longer-term support following the 2007 national elections and using an "Electoral Cycle Approach". The second phase of the project will work with the electoral institutions (CNE and STAE) and political parties to build capacities, and will work on issues of legal reform and civic education to ensure open and participative electoral processes. In so doing, the project aims to establish a framework for international assistance for the Timorese electoral cycle, coordinate international donor support, target funds and services more effectively and avoid duplication of resources. Where the focus of the first phase of the project was on hard or material assistance, the focus of the second phase is on soft or human capacity and institution building assistance. The project was revised in consultation with our partners and donors in East Timor. The detailed justification and changes are provided in the attached document.

On behalf of Government	Signature _____	Date _____	Mr. José-Ramos Horta Prime Minister
On behalf of UNDP	Signature _____	Date _____	Mr. Finn Reske-Nielsen Resident Representative

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## SECTION I – BACKGROUND AND PROJECT DESCRIPTION

### SUMMARY OF PROJECT CHANGES

The 2007 elections in Timor-Leste featured technical support from the United Nations through UNDP and the Integrated Mission in Timor-Leste (UNMIT). That support focused on the following areas: advisory services, provision of electoral materials and equipment, and support for the core staff functions of the electoral management bodies (STAE and CNE); civic and voter education; the media; political parties; and international and domestic observers. It was focused largely on election day and preparing for this operationally and substantively, rather than taking a longer-term approach that incorporates election day within a longer timeframe of assistance.

Based on the lessons learned from the most recent elections and the previous post-election period of 2002, when there was a sharp decline in international assistance in the area of electoral systems and processes, and recognizing the need to strengthen the human and institutional capacity of the electoral management bodies and political parties over time, *the current project of electoral assistance is hereby revised to provide longer-term support over the next several years*. The project represents the UN's effort to assist the electoral management bodies of Timor-Leste to create the conditions to conduct the future electoral processes in an autonomous way; support electoral reform and civic education and assist political parties to better represent the interests of the different constituencies in the population. This will be the one UN project of support and integrate both UNDP and UNMIT inputs.

The areas of support in this revised project document are as follows:

- **Support to electoral institutions** (STAE and CNE capacity development and professionalization at national and sub-national levels to carry out their mandates)
- **Support to electoral processes** (legal reform and revision of procedures; civic education, particularly to raise awareness of the mandate and activities of the electoral institutions)
- **Support to political parties** (continued in-kind support to parties through district Resource Centers; capacity development in areas of institutional organization, inter-election functions and civic education; round table discussions, workshops and thematic presentations at district and possibly sub-district level)
- **Coordination** (donor assistance coordinated in a manner that maximizes information sharing and joint activities, and minimizes duplication and gaps)

The overall objective of UN/UNDP support is to help strengthen and widen the principles of democracy and good governance, enhance participation and thus contribute to political stabilization in Timor-Leste. The project will use the electoral cycle approach in its implementation. This means that longer-term capacity development and institution building will be the focus of technical assistance, rather than operational and materiel support for the election day. Where international advisors are used by the project, their terms of reference will be discussed and agreed to with national counterparts.

## INTRODUCTION

This document responds to the stated needs of national counterparts in Timor-Leste, including the electoral management bodies (EMB) ó the National Electoral Commission (CNE) and the Technical Secretariat for Electoral Administration (STAE) ó and political parties to improve capacities throughout the electoral cycle. The document has been developed by UNDP in cooperation with national counterparts and development partners; its focus includes both electoral institutions and electoral processes such as legal reform and civic education.

This document is a revision and replacement of the original project document *Support to the Timorese Electoral Cycle* signed by the Prime Minister and UNDP on 23 February 2007.

As stated in the original project document, UNDP recognizes that elections are a fundamental building block in the democratic development of every state, and represent a critical channel to enhance citizens' participation in political life and achieve the interlinked objectives of poverty alleviation and human development, in line with the objectives of the Millennium Development Goals. This revised project will be implemented with key national partners and will serve as the umbrella project of support provided by the United Nations in Timor-Leste. That is, the outcomes, outputs and activities of this project will be advanced by an integrated team of advisors and staff from the UN Integrated Mission in Timor-Leste (UNMIT) and UNDP.

Based on the electoral cycle approach, which treats the electoral process as a continuum of an ongoing activities rather than a series of distinct election events, inter-election periods are as crucial as the build up to elections per se. During the 2007 national elections UNMIT and UNDP provided support to the national institutions and political parties to complement the state budget of approximately US\$3.5 million. The national contribution covered the running costs of STAE (US\$159,000) and the CNE (US\$175,000), the production of voter cards (US\$1.5m) and the organization of polling for the Presidential (US\$721,000) and Parliamentary elections (US\$981,000).

During the 2007 elections, the international community provided strong support to the process but it was the STAE and CNE that took charge of organizing and supervising the elections. While this clearly helped enhance their institutional and human resources skills, it is generally recognized that true capacity development cannot take place in the run-up to an election, where the imperative is on operational details. Thus, longer-term support in developing the capacities of the EMBs is still needed. The development partners have been supportive of post-elections assistance and the present document takes into consideration the views of the donors contributing to the project. This is specially the case of the European Commission (EC), which has favored such strategy when discussing the initial support to the first phase of the project.

Political parties also benefited from assistance from the international community. It is also generally agreed that the gains made during the 2007 electoral period need to be consolidated and built upon to help ensure that these institutions can play their critical roles in a democratic system throughout the electoral cycle.

Over the past several years, UNDP has shifted its approach in the area of electoral assistance from a short-term focus on the election event to one of working throughout the electoral cycle, from post-electoral to pre-electoral to electoral. This approach is particularly relevant in post-conflict situations, where sustained support is needed to institutions over time to ensure that they possess and are able to maintain the requisite capacity and professionalism to deliver technically well-administered electoral processes that are also perceived as being inclusive and credible by the voters and key political stakeholders.

## PART I. SITUATION ANALYSIS

In 2007, Timor-Leste organized the first national ballot after the Restoration of Independence in May 2002. In April/May the country underwent two rounds of Presidential elections and on 30 June the Parliamentary elections were held. The national elections were generally perceived as a crucial first step to overcome the serious civil and political crisis faced by Timor-Leste in mid-2006. It is hoped that this electoral cycle will help resolve institutional uncertainty in the country's political system.

Despite being approved late and with some lacunae, the legal electoral framework was drafted in accordance with international standards of free and fair elections. The three key pieces of electoral legislation (Law 5/2006, establishing the electoral institutions; Law 6/2006, regarding the Parliamentary Elections; Law 7/2006, regarding the Presidential Election) were published in the *Jornal da República* (Official Gazette) on 28 December 2006.

The legal basis for the management of the electoral process is set out in Law 5/2006, which states that the organisation of the elections is the responsibility of STAE, which is part of the Ministério de Administração Estatal, whereas supervision of the process is the responsibility of the independent supervisory body, CNE. There is a lack of clarity in the law on the division of labour between the two electoral management bodies, which has led to some difficulties in the relationship between them, as well as disputes and delays. The Presidential Election Law provides for the President to be elected by a majority of the valid votes. As set out in Article 11.2 of Law 7/2006, in case no candidate obtains an absolute majority in the first round, a run-off would be held between the top two candidates on 9 May, which was indeed the case. The Parliamentary Law establishes that each registered voter can vote for a list put forward by a party (or coalition of parties) for the 65 seats in Parliament. These seats are allocated on the basis of a proportional representation system in accordance with the *Hondt* highest average method. The Parliamentary elections were held on 30 June 2007.

Following the voter registration in preparation for the local (Suco) Elections, STAE conducted a nationwide update of the voter registration between 29 January and 21 March 2007 (extended from 16 March). STAE subsequently carried out a Supplementary Registration from 21 to 25 May, and a period of Exhibition and Challenge from 29 May to 4 June, their objective being to update the existing Voter Register with as many new potential voters as possible. The total number of registered voters was 522,933 in the first round and 524,073 in the second round. For the Parliamentary elections 5,125 additional people registered, bringing the final number of voters to 529,198. Despite this exercise, which collected data on voters related to their location, it was considered more reasonable for the parliamentary and presidential laws to use one single constituency corresponding to the entire national territory, headquartered in Dili.

As mentioned, the first round of the Presidential Election, on 9 April 2007, was the first general election since 2002 and the first organized by the Timorese authorities. The holder of office, President Kay Rala Xanana Gusmão did not seek re-election. Thus he was not amongst the eight candidates, supported by political parties, who ran for the office. The candidates included the Speaker of the National Parliament and President of the majority party FRETILIN (Revolutionary Front for an Independent Timor-Leste), Francisco ãLú-Oloã Guterres; the Prime Minister and Nobel Peace Prize Laureate José Ramos Horta, who was backed by President Gusmão; former student leader, Fernando Lasama, of the Democratic Party, the first President of the Democratic Republic of Timor-Leste in 1975 and leader of ASDT; Francisco Xavier do Amaral; and four other candidates. This first round of presidential elections was dominated by discussions mostly related to the subsequent and more decisive parliamentary elections. Some tensions regarding the use of symbols and names occurred during the political campaign. In total, 427,712 people voted which represented 81.79% of the total registered voters. The results were: Francisco ãLú-Oloã

Guterres, 27.89%, José Ramos Horta, 21.81% and Fernando Lasama, 19.18%. There being no candidate with an absolute majority, the two with the most votes ó Francisco Guterres õLuøOloö and Jose Ramos Horta ó progressed to the second round 30 days after the first round, on 9 May.

The 9 May presidential runoff was the decisive occasion for the Timorese people to elect their President, in replacement of Kay Rala Xanana Gusmão. In general, the runoff election was considered well administered and peaceful, with respect for the fundamental freedoms of expression, assembly and association. The voter turnout of this second round was 81% and the winner was Ramos Horta, who gained 69.18% of the valid votes cast. Mr. Ramos Horta took office on 20 May 2007.

In the Parliamentary elections, held on 30 June, voters elected representatives to the National Parliament. They chose from a list of 14 party or coalitions of parties competing for a parliament of 65 seats, down from 88 in the previous parliament. There was one single constituency, corresponding to the entire national territory, headquartered in Dili. Members of Parliament (MPs) are seated in order from party lists submitted before the election. Each party or coalition nominated 65 candidates and no less than 25 alternate candidates. Each list had to include at least one woman per every group of four candidates. The parliament will sit for five years.

From the total 529,198 voters, 426,237 cast their votes in the parliamentary election, representing a participation of around 81%, which is high and in line with the previous two rounds of the presidential elections. Seven parties and coalitions received 3% or more of the vote, gaining a seat in proportion to their national vote allocated on the basis of proportional representation, in accordance with the Hondt highest average method (Art 13, Law 6/2007). Taking into consideration the total votes, the results were:

• UNDERTIM	3.2%	2 MPs
• CNRT	24.1%	18 MPs
• PD	11.3%	8 MPs
• ASDT-PSDD	15.9%	11 MPs
• AD	3.2%	2 MPs
• FRETILIN	29.0%	21 MPs
• PUN	4.5%	3 MPs

Of these 65 MPs, 18 are women. The other parties did not reach the 3% threshold needed to elect members of parliament.

The national electoral management bodies and other national institutions have received support throughout this process from the United Nations Mission in Timor-Leste (UNMIT), UNDP and bilateral and multilateral partners.

With respect to UNMIT per se, unlike the previous elections in 2001 and 2002, when the UN (in the form of UNTAET), managed the electoral process, for the 2007 electoral process the UN (in the form of UNMIT), was only responsible for providing advice and support to the Timorese authorities. UNMIT provided support in logistics and security, and through the Electoral Assistance Section, provided advice in electoral management and support to STAE HQ and District Offices, with UN technical advisors in Dili and nearly 200 UN Volunteers (UNVs) deployed throughout the country as District Electoral Advisors. UNMIT also provided advice and support to the CNE at its Dili HQ and there were 39 UNVs deployed as District Monitoring Advisors to assist the CNE's staff around the country. Based on lessons learned from other countries and following the electoral cycle approach, the UN mission decided against discontinuing electoral support by instead maintaining a presence of 10 electoral advisers under its Democratic Governance Support Unit.

Besides the technical assistance described above, Security Council Resolution 1704 (2006) of 25 August 2006, which established UNMIT, identified a second way of assisting the Timorese electoral institutions, through a Certification Team responsible for certifying all phases of the electoral process on basis of benchmarks to ensure that they were conducted in a satisfactory manner. The UN certification team was established as an independent and impartial body. The team conducted eight visits to Timor-Leste to certify whether the electoral process was completed satisfactorily in accordance with the Constitution, laws and accepted electoral practices. For that purpose, the team identified the following benchmarks: (a) legal framework; (b) electoral authorities; (c) voter registration; (d) political party and candidate registrations; (e) campaign period; (f) polling day activities; (g) ballot tabulation; and (h) adjudication of challenges.

The three-person certification team reported in writing at the end of each visit to the Secretary-General and to the Timor-Leste electoral authorities. Those eight reports assessed how the overall electoral process was proceeding. Nevertheless, the recommendations were not legally binding.

In its eighth and final report, the Certification team found that the parliamentary election process has not proceeded satisfactorily. The team further clarified that its definition of a process proceeding satisfactorily is one which can (on the basis of its current state, and without any substantial adjustments to the basic framework and plans on which it is based) be expected to be brought to a successful conclusion which meets all the specified benchmarks. Annex 1 shows some recommendations in each functional area and some key principles for future electoral support.

Furthermore, the Security Council Resolution 1704 (2006), article 4f, states that UNMIT will have the mandate to promote a compact between Timor-Leste and the international community for coordinating Government, United Nations and other multilateral and bilateral contributors to priority programmes. The objective of the compact is to ensure a shared commitment and coordinated efforts of the Timorese leadership and institutions and the international community around a common recovery framework. Elections are amongst the priorities and outcomes identified by the Compact, which demonstrates the relevance of this area to recovery, national reconciliation and political stability of Timor-Leste. As stated in the draft Compact Workshop Report, held on 24-28 May 2007:

Credible and sustainable electoral systems and processes are fundamental elements of democratic governance and any assistance to elections should take an integrated and long term approach to the laws, processes, institutions and actors involved. These will be an important step in the consolidation of democracy in Timor-Leste. The experience of preparing for and supporting the 2007 national elections of Timor-Leste has indicated that there are some areas of weakness in the national electoral institutions and in the overall operational electoral plan. In order to guarantee success in administering free and fair elections in the future, it is important to ensure support continues to be provided to build capacity and sustainability with national authorities and institutions.

The draft Compact Workshop Report indicates the shared concerns raised by the participants that support to the post-electoral period should continue. Several important areas were raised during the workshop as warranting continued support in the post-electoral period, including the legislative framework; electoral institution reform, including a more autonomous STAE and a clear and stronger role for a fully independent CNE; and regular processes and mechanisms established for public consultations between government, political parties and civil society. In terms of capacity building, participants agreed that increased capacity building for electoral staff both centrally and locally should take place, and more regular and long-term training programmes should be made available for civil society and political parties. In the area of civic and voter education, participants discussed the potential benefits of involving civil society and increased training targeting women and female leaders. Participants felt that more

resources should be allocated to this sector, including increased training for media and civil society organizations.

The **original outcomes** of the project were as follows:

1. Improved institutional capacity of STAE and CNE to ensure elections are carried out in a free, fair, well-administered and credible manner;
2. Increased capacity of civil society and political parties in the democratic process;
3. High level voter turn out especially women and young people.

Given the shift to the inter-election period, these outcomes are being updated through this project document revision to focus on the longer-term capacities and processes. The **proposed revised outcomes** of the project are as follows:

1. Enhanced capacity of the STAE and CNE to fulfill their administrative and supervisory mandates
2. Laws and processes that enhance participation and free, fair and credible elections
3. Improved political party institutional capacity, tolerance and communication

The outputs and activities are explained in more detail in the Resources and Results Framework.

For the first phase of this project, UNDP identified the following areas where assistance complemented the direct support to the electoral institutions provided by the state budget and UNMIT:

- Assistance to electoral institutions ó provision of technical advisors (a graphic designer, a media advisor and a voter education advisor); funding for Timorese staff at HQ and in districts; procurement of electoral sensitive materials; procurement of essential communications equipment; refurbishment of offices, with particular emphasis on the provision of adequate security;
- Support to voter education ó assistance in the design and production of a comprehensive range of voter education campaigns, in posters, radio, TV and the print media; funding Timorese voter education officers in the 13 districts;
- Increasing media exposure ó developing public awareness of the electoral process; increasing the capacity of the media; supporting the electoral authorities in developing a media code of conduct;
- Candidate and Political Party Resource Centres ó to support candidates, parties and party coalitions competing in the 2007 elections, Resource Centres were established in Dili and in three additional districts. These centres were designed to increase opportunities for candidates and parties to participate effectively in the political process, providing technical and material support and training for candidates and parties;
- Coordination of Electoral Observers ó to provide support to and coordination of both international and national observers.

During implementation, the project cooperated with the International Republican Institute (IRI) on the training for political parties and political parties' agents component and the National Democratic Institute (NDI) on training of national observers. Other partners were also involved bilaterally: IFES in the support to the CNE through six advisers (electoral management, claims and budget, plus the Chief of Party) and Portugal supporting STAE through a logistics and operational adviser.

The strategy for the second phase of the project is detailed in the next section.

## **PART II. STRATEGY**

### ***Areas of Focus***

The current project is now being revised to take into account the provision of long-term capacity development and institutional strengthening support to the Timorese electoral management bodies (CNE and STAE) and political parties. Coordination is an overarching objective of the project and comprises the fifth component. It is a fundamental part of the project strategy that the national elections not be seen as the end of the assistance provided by the United Nations, but that they represent a change in the orientation of such support to a longer-term approach.

Both STAE and CNE are now permanent electoral institutions that continue to implement their mandates in the post-electoral period. In the period leading up to the next elections support is expected to be provided to staff training and capacity development, professional exchanges and study tours, and decentralization of STAE's structure and institutional strengthening. The project will also continue work with political parties to help build their internal capacities and platforms, as well as conduct outreach activities with civil society organizations in the area of civic education and work with the media and community radios through the UNDP Media project. Incorporating the considerable work already being done through UNMIT, there will also be a major component focusing on electoral law reform. Coordination will continue to be a key goal of the project. This includes financial coordination involving the channeling of donor funds for electoral support, as well as supporting the national authorities in the coordination of the activities of a broader range of international and national actors through donor coordination meetings.

In short, the proposed areas of focus are as follows:

- Electoral Institutions
  - STAE
  - CNE
- Electoral Processes
  - Electoral law reform
  - Civic education
- Political Parties
- Coordination

### ***Approach to Implementation***

Unlike for the 2007 elections, when UNMIT provided technical assistance through its advisors and UNDP provided technical and operational assistance through the first phase of this project, the approach for the second phase will be to integrate all UN assistance into the current project. That is, the current project document has been broadened to include the contribution of the UNMIT mandate and advisors, particularly in such areas as electoral law reform and civic education. The project document will serve as the substantive framework for all of the UN's electoral assistance, with all actors contributing to the results as articulated regardless of where they sit organizationally. This will present a united front to national stakeholders as well as development partners, and it will enhance the effectiveness of the assistance, as the advisors work in common cause and coordination. The 10 UNMIT electoral advisors have been identified or are soon expected to be filled. These individuals will assist STAE and CNE in the areas of electoral management, legislation, public information, training, logistics and IT. In an integrated mission set up, the work of these advisors will be considered in-kind contribution to this project.

Following the strategy defined in the original document, the revised project will continue to be a modular, umbrella project, meaning that it will be as inclusive as possible of the areas of assistance and the partners who could provide support under its framework, and can expand or contract as needed in a way that is multi-faceted and comprehensive, yet flexible enough to respond to changing needs, events or institutional arrangements.

UNDP will maintain its partnership approach with national and international assistance providers, to enhance the effectiveness of the results. A natural partner to the UNDP electoral project will be the UNDP project "Supporting Civil Society Organisations in Promoting Citizen Participation" with which several joint activities were done in civic and voter education and will certainly continue in the next phase of this project. It is also expected that the project will develop links with the media project, which will focus on support to the development of media laws, as well as links with the long-standing UNDP project "Strengthening Parliamentary Democracy in Timor-Leste" particularly in the area of political party support.

The United Nations Development Fund for Women (UNIFEM) will contribute to enhance and support women's participation in politics and in decision making through its 5-year "Integrated Programme for Women in Politics and in Decision Making". The programme will support women to be effective leaders across the time span of their mandates as legislators. The programme also builds on and expands the concept of transformative leadership, politics and communities where vigilant and responsible leaders function in a governance paradigm which enables them to be effective, consultative, gender responsive, transparent and accountable. This is a fundamental concept for women's participation in politics and decision making to ensure women's participation will result in real change and benefit for all through sustainable development.

Beyond the UN System, UNDP will reinforce the ties with other bilateral and multilateral actors that have been involved in the national elections and working in coordination with UNDP. In fact, it is expected that organizations such as IFES-Democracy at Large; the National Democratic Institute for International Affairs (NDI), the International Republican Institute (IRI), the Australian Electoral Commission (AEC), and the *Secretariado Técnico dos Assuntos para o Processo Eleitoral* (STAPE) will remain engaged in providing assistance to the various electoral institutions and processes. The second phase of the project will make every attempt to plan joint activities with other electoral assistance providers where possible. Where this is not possible, the project will strive to ensure that information is shared and duplications are avoided.

The collaboration among the development partners in supporting the national institutions needs to be done simultaneously with advocacy for an increased commitment by the national authorities in this process, as demonstrated through a more realistic state budget allocated both to the operational costs and to capacity development activities. The draft budget for STAE 2007/2008 shows already that this has been considered, as its total is now US\$ 820,000, compared to US\$ 159,000<sup>1</sup> in 2006/2007. However, this budget does not include the projected costs of the Suco elections, which will have to be covered by contingency funds if they do occur in 2008 as planned.

### **PART III. PROJECT COMPONENTS**

The programme will have three inter-related components, which are described in greater detail below. These components have been categorized as electoral institutions, electoral processes and political parties. **A cross-cutting theme through the four components is improving national capacity** in line with the Three Pillar model of skills and knowledge, attitudes and behaviors, and systems and processes to

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<sup>1</sup> This amount does not take into consideration the US\$1.5 million for the electoral cards.

guarantee that sustainable capacity is built in the national counterpart institutions. Although such institutions have been exposed to international capacity and to a demanding process of organizing three national elections in a period of only three months, the opportunities to strategically enhance national capacities were limited. The strain that an electoral period always imposes impedes a longer-term approach to capacity development.

Nevertheless, it is important to recognize and take into consideration that i) STAE has been operational since 2003, solely responsible for the organization of the Suco elections and in charge of the administration of the 2007 national elections with international support; ii) some of the CNE members were also part of the previous Commission responsible for supervising the Suco elections; and iii) most of the current political parties had contested the 2001 Constituent Assembly elections.

## **Component 1: Electoral Institutions**

### **Technical Secretariat for Electoral Administration (STAE)**

The elections are administered by the Technical Secretariat for Election Administration (STAE), which falls under the Ministry of State Administration, as set out in Law 5/2006. It has one Director, a Public Relations Office and four divisions: IT, Voter Education, Administration and Finance, and Legal; with a total of 22 permanent staff. During the 2007 national elections, 85 staff worked in STAE headquarters, 500 people worked as brigades during the polling period and 4,044 were recruited as polling staff. During the electoral period, UNDP also paid for 13 district voter education officers. The principal responsibilities of STAE are:

- to manage the Voter Registration update
- to manage the Voter Education exercise
- to develop the procedures, rules and regulations governing elections (with CNE approval) and to disseminate them
- to accredit International and National Observers, representatives of candidates and of political parties and of the media
- to design and produce ballot papers
- to identify and suitable polling stations in each *suco*, sub-district and district
- to hire and train polling officials
- to deploy election materials
- to facilitate voting on Polling Day
- to receive and summarise results after counting has been completed at polling stations.

During the 2007 national elections some institutional weaknesses became apparent within STAE, such as limited budgeting and planning capacity, which resulted in constant requests to UNDP for unforeseen materials and activities; lack of clear criteria for appointing polling staff; late requests to UNDP for materials often made in unclear terms; or failure to follow correct procedures in the accreditation of candidate agents, leading to many cards being produced at the very last moment (up until the eve of the elections), and making delivery of the cards to the districts difficult.

Based on the lessons learned from the 2007 elections, STAE has identified some priorities that need to be addressed in the second phase of the current project.

#### Strategic Planning and Implementation

The STAE has drafted a Strategic Plan, with the assistance of the AEC, which covers the period of 2007 to 2012. While this plan lays out the broad parameters of activities for each year, it does not go into details of implementation. STAE has been mainly concentrated in the past years with delivering elections. Strategic planning, however, is about looking ahead and thinking proactively, deciding what kind of institution STAE wants to be and then setting a course on how to achieve its institutional vision. Depending upon whether institutional reform of the electoral management bodies takes place or not, there may be a need to revisit the strategic plan of STAE and update it. The processes of revising and implementing the plan will be supported by the AEC in collaboration with the UNDP and UNMIT advisers to STAE.

The aim of this support component is to provide STAE with updated management skills (including the ability to monitor the implementation of the plan) that will support its efforts to deliver sustainable, professional and credible elections. This area of support will focus on:

- providing an integrated and structured framework for the (re)definition of the STAE mission, vision, guiding principles, strategic goals and objectives;
- optimizing the STAE structure and internal organizational systems;
- providing guidance to election officials for their day-to-day decisions; and
- providing a means to assess progress in meeting identified goals and objectives.

Once STAE has finalized its multi-year strategic plan, the next major task is to implement it. Activities envisaged for the longer-term will focus on continuing to support STAE in the actual and gradual implementation of its multi-year strategic plan, based on the internal and external organisational assessments and on other strategic elements.

One of the major reforms envisaged, and which is included under this component, is the establishment of permanent STAE offices in the districts (or municipalities, once these are created). STAE considers these decentralized structures instrumental for an efficient organization of the future national and local elections. Certainly, having a pool of trained professionals at the sub-national level will improve efficiency and institutional development of STAE, particularly because the votersø database will be locally based and the update of the votersø list will be done on a permanent basis during a defined period every year. These local offices will have one coordinator, one administrative assistant and one logistic/IT officer. The establishment of the local offices will impact on the headquarters structure as it will demand, most likely, a new unit for regional coordination, and an increase in the budget required for human resources and materials. These considerations were not considered in the draft state budget 2007/2008 however.

#### Capacity Development

Capacity development of the STAE is an integral part of its strategic plan. The project therefore intends to develop with STAE a comprehensive learning curriculum aimed at enhancing the professional and technical skills, confidence, and network of STAE officials at all levels, national and district. Proposed initiatives include:

##### a. Training Programmes

As part of the STAE strategic plan, there are a number of areas outlined for UN/UNDP support, including training in management, IT and other electoral components, and additional training courses in electoral administration. Therefore, in parallel to the BRIDGE courses which will be facilitated by the Australian Electoral Commission, the project will facilitate a series of general management programmes and courses for the permanent staff of STAE. These initiatives include:

- ***Electoral Budget Development and Monitoring:*** Including accounting and financial management. It was clear from the 2007 national elections and the first phase of this project that more capacity is needed on the part of the STAE to develop proper and comprehensive budgets.
- ***Electoral Legislation:*** Electoral law reform is an issue of current discussion in Timor-Leste (see component 2 on electoral processes for more). STAE staff needs to be aware of and understand the national electoral legislation, provide input on proposed changes to laws and processes, and be able to draft procedures and codes of conduct for future elections.
- ***Information Technology:*** Courses will range from the general operation of computers, the use of internet, email programmes, word, excel, website development (to enhance STAE's website), moving to more operational aspects including voter registration database management, programmes for the compilation of electoral results, etc.

- **Human Resources Management:** Including recruitment methods, interviewing techniques, developing job descriptions, development of personnel policies and procedures, conflict management skills, other professional training courses on an as-needed basis.
- **Archiving and Indexing:** Including methods to establish and maintain a library, archiving, indexing and retrieving publications and files, producing lists, etc.
- **Media and Public Relations:** This would include how to define and implement a media relations strategy for an electoral management body (EMB); identify the relevant media and their coverage; be proactive and transparent in releasing information to the media; ensure that the information given to the media is clear and easily understandable; develop a timetable for providing information so that the media have a steady, accurate flow of information; designate a spokesperson for the media and one point of administrative contact within STAE for the media and train him/her in providing relevant information to the media; set up a Media Centre within STAE to deal with media issues such as media conferences and releases, media tours of electoral activities, a media room, and monitoring media coverage of STAE's activities, etc. These activities would need to be closely coordinated with the other media aspects of the project.
- **Logistics and Procurement:** These are two critical areas that need to be strengthened to guarantee that future elections are organized in an autonomous way. Based on the lessons from the 2007 national elections, making STAE's financial and procurement methods, regulations and planning more effective is a key strategic priority to reduce and improve operational efficiency. Capacity development efforts will focus on the improvement of STAE's procurement strategy and regulations, on enhancing methods for the identification of commodity needs, on developing bid specifications and vendor lists, improving tendering, bid awarding procedures and the preparation of contracts.
- **Training of Trainers:** This would focus on developing a pool of trainers from among the permanent staff of the STAE so that the future trainings in headquarters and in the districts may be undertaken by the members of this pool. If the number of BRIDGE-accredited trainers is expanded within STAE, these individuals would comprise a ready-made cadre of primary trainers.

These activities will be implemented in collaboration with bilateral cooperation that may be offered in the same area and with other partners that might have comparative advantages in supporting STAE. It may be helpful to tap into the intellectual resources available at the National University (particularly in the legal area) and the Public Administration National Institute (INAP). This could take the form of informal collaboration such as deploying visiting professors who participate in generic trainings of STAE staff or in-depth trainings of staff in specific technical areas. However, the project does not envision a formal cooperation arrangement between STAE and the National University that would provide accreditation of STAE staff. This activity has been included by STAE in its 2008 budget request.

#### Professional Exchanges and Study Tours

A great deal can be learned simply by discussing issues in election administration with other election administrators from countries facing similar challenges. Such an exchange of views has proven extremely effective in many other fields. Participating in professional exchange visits will provide significant learning opportunities to STAE personnel.

With the support of the project and other bilateral donors, STAE staff will continue to visit other countries in order to be exposed to different experiences of organizing elections and different institutional arrangements. This will be complemented by the participation in international workshops where the Timor-Leste experience might also be valuable to other countries. Portugal has already confirmed support for STAE staff to integrate observation missions to Portugal or the EU and training in Portugal. South-South cooperation will also be sought during the implementation of this activity.

Beyond study tours per se, the project will attempt to promote longer-term exchanges (several months) of expertise with southern-based electoral management bodies that have faced similar issues of institutional development and reform that STAE is grappling with. Possible targets for developing exchange initiatives are Mozambique, Brazil and Indonesia. This second phase of the project will explore potential linkages in this area with the ACE Electoral Knowledge Network project.<sup>2</sup> One component of this project is a Capacity Development Facility in Southern Africa that provides specific technical support to EMBs, including placement of staff in peer organizations and training programmes for staff of EMBs. If a peer exchange is explored with Mozambique or another country covered by the Capacity Development Facility, the ACE Electoral Knowledge Network project would be a good facilitating mechanism.

In terms of study tours, as a principle and where relevant, the composition of each delegation should include senior, permanent election officials of STAE, with a balance between policy/decision makers and technical implementers, so that concepts and solutions identified during the exchange visits can find their application both in terms of policy decisions and technical implementation.

Background material on the countries to be visited will be provided in advance to the STAE delegations; a detailed pre-departure briefing session will also be arranged for participants to discuss the major features of the election system in the host countries, the goals and objectives of the visit, etc. Cooperation from relevant UNDP Country Offices will be sought. Immediately after each visit, a debriefing will be organized at which participants will discuss with other STAE staff the lessons learned from their visits and the ways in which the acquired knowledge can be effectively applied to electoral process in Timor-Leste. At the completion of each visit, the STAE and UN will prepare a report describing the tour and assessing its impact, so that experiences and lessons learned could be retained for the future.

The above-referenced activities will be facilitated by UNMIT electoral advisors (electoral management, legal, logistic, IT) as well as UNDP project teams established through the second phase of the project. Advisors will be teamed with clearly identified counterparts in STAE and their terms of reference will be shared and discussed with STAE.

### **National Electoral Commission (CNE)**

The independent supervisory National Election Commission (CNE) was created in January 2007. The CNE is responsible for the supervision of the electoral process. The CNE is an independent body whose status is guaranteed by law. It has 15 members who are chosen by the President, Parliament, Government and the judicial sector, as well as by civil society. These members may serve a maximum of two six-year terms of office. The principal responsibilities of CNE are:

- to supervise all phases of the electoral process
- to ensure the enforcement of the constitutional and legal provisions relating to elections
- to ensure the freedom of electoral information
- to ensure equality of opportunity and treatment of all candidates
- to approve the Codes of Conduct for candidates, observers, party agents, and media
- to clarify the electoral process through the media
- to ensure equal treatment for citizens throughout the electoral process
- to ensure equality of opportunity and freedom of the candidates' information
- to examine and certify the party coalitions for electoral purposes

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<sup>2</sup> More information on ACE can be found at: <http://www.aceproject.org/>. ACE is a joint endeavor of UNDP, UNEAD, UNDESA, International IDEA, IFES, EISA, Elections Canada, IFE-Mexico and the European Commission. It is funded by in-kind contributions from the partners and financial assistance from the European Commission and the UN Democracy Fund (UNDEF).

- to notify the Public Prosecutor of any electoral offence
- to prepare the provisional national results and submit them to the Court of Appeal

During the 2007 electoral process, the late creation and lack of enforcement powers of the CNE impacted on its effectiveness, and have created a demand for developing CNE's institutional capacity in the inter-election period. Without the immediate operational and political pressure of delivering an election, and with a six-year mandate, the CNE now has an excellent window of opportunity to focus its attention and efforts in developing the institution.

Due to the fact that some of the institutional priorities are common to both the CNE and STAE, the project envisages activities that may be common to both institutions. Some of these activities could conceivably be done jointly. However, it is expected that the majority of activities will be implemented separately and taking into consideration the specific mandates and objectives of the two electoral management bodies. In addition there will be some components specific to CNE.

#### Strategic Planning and Implementation

In September 2007, the CNE undertook an internal post-election review with the support of IFES. This was intended to identify and take stock of lessons learned during the national elections, and to serve as the starting point for subsequent institutional and capacity development activities planned for the CNE on a longer-term basis.

The next step will be for the CNE to define its multi-year strategic plan based on an analysis of the lessons learned. The CNE will have to establish its structure with concrete departments and units. An essential aspect is the setting up of the permanent secretariat staffed with knowledgeable people, recruited in a transparent and competitive manner. These departments and secretariat should be given a clear mission and vision, as well as guiding principles, strategic goals and objectives. The Commissioners should also be assigned specific portfolios, so that they can master their respective area. Once this strategic plan is defined with proper implementation workplans, objectives and responsible individuals identified, the project will support the CNE to implement the plan.

#### Capacity Development

The Commissioners appointed prior to the 2007 elections had to become operational immediately in order to respond to the demands of the national elections. Although they managed well throughout the electoral period, there is a need and opportunity now to enhance their practical knowledge. Capacity development including, but not limited to, training opportunities will be a crucial aspect of the second phase of this project.

##### a. The BRIDGE Course on Election Administration for the Commissioners

The BRIDGE course will be implemented by the AEC in cooperation with the STAE in 2007 as well as over a longer period from 2008 through 2009. The September 2007 AEC scoping mission referred to above also examined the needs of the CNE in order to develop the most appropriate curriculum for its members. The initial findings of the scoping mission were that some of the modules can be provided to CNE and STAE simultaneously, particularly in the 2007 timeframe, whereas others might be undertaken separately, probably in the 2008 timeframe. The BRIDGE course is very flexible and can be run in any country and adapted to the specific needs of the respective electoral institution(s). The second phase of this project will seek linkages with the AEC initiative to implement specific modules of BRIDGE with the CNE. Indicative modules that appear to be useful at this point are: legal framework, access to electoral processes, electoral observation, structure of electoral management bodies, and electoral contestants. The precise nature of the curriculum, however, would need to evolve from discussions between the AEC and CNE, with the input of this project.

## b. Support to the Secretariat and Generic Management Programmes

A key priority of the CNE is to establish a Secretariat and staff it with competent people. A professionally staffed and capacitated Secretariat will go a long way towards enhancing the reputation and outreach of the CNE as well as its sustainability. The project will assist the CNE in identifying and selecting the most appropriated people for the identified positions. In order to build the capacities of these staff, additional and complementary training will be made available in the following areas:

- **Electoral Legislation:** The CNE is a key stakeholder in any electoral law reform. As such, the Commissioners need to be knowledgeable of the electoral laws and the national legal system as a whole, as well as prepared to offer comments or proposals with respect to electoral law and institutional reform that may emanate from the government or parliament. Training in this area is crucial for an efficient performance of CNE's mandate.
- **Information Technology:** As in the case of STAE, there will be courses in the area of general operation of computers, use of internet, email, word, excel, website development, etc.
- **Budget Development and Monitoring;** As a key part of the strategic plan, the CNE will need to ensure that its own budget is in good working order and that it has the capacity to monitor it on a continuous basis. In addition, as a supervisory body, the CNE needs to understand the basics of electoral budgeting ó both for the running costs of permanent electoral institutions and for the punctuated costs of elections per se. This activity will focus on training in the area of budget development and monitoring.
- **Archiving and Indexing:** As for STAE, this will include methods to establish and maintain a library, archiving, indexing and retrieving publications and files, producing lists, etc. Should there be the interest on the part of the CNE, the project could envisage supporting the CNE in establishing a resource center and maintaining its website. This would help ensure institutional memory and transparent access to information.
- **Media and Public Relations:** It was noted by a number of stakeholders that the CNE could benefit from more capacity development in the area of interacting with other electoral stakeholders in the inter-election period. Among the most important stakeholders mentioned were the media. Activities here will focus on training the appropriate CNE staff on maintaining a good and continuous information flow with the media about the CNE mandate and activities. Use will be made of the media centre established on CNE premises through the first phase of the process, to provide more outreach to the media and general public.

## c. Additional On-Demand Training for the Commissioners

Additional on-demand training will be provided to the Commissioners in accordance with the respective portfolios so that they are able to master their own areas of intervention. This type of training will depend very much on the content of the strategic plan, which must be developed as swiftly as possible. It is also anticipated that the CNE will again have focal points at the district level and that these individuals will need training. The contracts for the district focal points had been paid on an exceptional basis by UNDP through the first phase of the project, but they are now completed and the CNE has included them in its budget request to government.

### Professional Exchanges and Study Tours

This project component aims to provide opportunities for the CNE Commissioners and staff of the Secretariat to conduct on-site professional exchange visits to electoral management bodies (EMBs) in other countries and regions, and learn about the organization and planning of elections from a different perspective.

A number of criteria will be taken into consideration when selecting host countries and planning the professional exchange visits. Priority will be given to:

- countries with the same or similar election systems;
- countries with a well-established, credible and reputable EMB, with an existing international EMB exchange programme;
- countries that have a distinction between an EMB that administers the election and an independent body that supervises it (such as Cape Verde, Guinea-Bissau or Senegal, as well as more developed examples such as Portugal, Spain or France).

Whenever possible, professional exchange visits will cover EMBs in countries where legislative consultations, presidential elections or referenda are scheduled, so that the CNE participants could be offered an invaluable opportunity not only to understand how the election system and process works, but also directly experience the political environment prevailing just before an election and follow in situ elections as they take place. Again South ó South cooperation will be favored and synergies with the ACE project will be explored.

As part of the professional exchange visits to other countries, the CNE delegation would visit the various departments of the relevant EMBs; be introduced how the various systems and operation work; exchange ideas with a wide range of individuals and institutions; directly follow the polling and counting process on election day; participate in briefings by EMB members and staff; meet with election monitoring organizations, etc. Background material on the countries to be visited will be provided in advance to the delegations; a detailed pre-departure briefing session will also be arranged for participants to discuss the major features of the election system in the host countries, the goals and objectives of the visit, etc.

Cooperation from relevant UNDP Country Offices will also be sought. Immediately after each visit, a debriefing will be organized at which participants will discuss with other CNE staff the lessons learned from their visits and the ways in which the acquired knowledge can be effectively applied to electoral process in Timor-Leste. At the completion of each visit, the CNE and UNDP will prepare a report describing the tour and assessing its impact, so that experiences and lessons learned could be retained for the future.

The above-referenced activities will be facilitated by UNMIT electoral advisors (electoral management, legal, logistic, IT) as well as UNDP project teams established through the second phase of the project. Advisors will be teamed with clearly identified counterparts in the CNE and their terms of reference will be shared and discussed with the CNE. Advisers will work in close collaboration with their CNE counterparts to allow for a sustainable transfer of knowledge.

## **Component 2: Electoral Processes**

The second phase of the project will also address two critical electoral processes ó legal reform and civic education/outreach. Since these components are linked to but also transcend the two electoral management bodies, the processes are sectioned out within this second component.

### **Legal Reform**

The election laws (Law 5/2006, establishing the electoral institutions; Law 6/2006, regarding the Parliamentary Elections; Law 7/2006, regarding the Presidential Election) were adopted late (in December 2006), which led to a number of gaps and shortcomings, some of which were filled by Regulations and Codes of Conduct but at a late stage of the process. The Voting and Counting Regulation came into force only four days before the elections, creating a lack of certainty over the procedures for all

involved. Furthermore the counting procedures changed after the Presidential elections resulting in a new amendment that had to be done a few weeks before the parliamentary elections.

One of the principal omissions in the laws is CNE's lack of enforcement powers. Responsible for supervising the elections, the CNE has no power to sanction violations of the laws or regulations, and little power to order matters to be remedied, or to obtain information from the Technical Secretariat for Election Administration (STAE) and other bodies.

One lesson from the 2007 national elections is that legal advisory services tend to be sporadic and provided by a variety of sources. This produced a patchwork of laws that are not always internally consistent or harmonized with each other. All stakeholders agree on the need to avoid this situation. It will therefore be a priority for the national authorities, STAE and CNE, to ensure consistency amongst all the legal instruments: laws on national elections, suco elections, political parties and additional procedures and regulations. It will also be a priority for the UN to ensure that its assistance is provided in an integrated manner that coordinates with other providers in the same area.

In October 2007, the Minister of State Administration and Territorial Management announced the creation of the Commission for the Revision of the Electoral Laws. The main objective of this Commission is to undertake a general revision of the electoral laws and make suggestions to make them uniform and harmonized. This Commission is composed of representatives of the Ministry of State Administration, STAE, Public Defenders and the Ministry of Foreign Affairs. Five members of the current project's staff (three from UNMIT's Electoral Advisory Team and two from UNDP) have been designated as advisers to the Commission.

At the same time, the Minister created a Consultative Group to support the work of the Commission with the participation of representatives of the CNE, non-governmental organizations, international organizations, political parties, court of appeals, civil society, legal advisor to the Public Service Directorate and the former members of the Electoral Commission from 2001 to 2002.

Activities under this component will focus on supporting the work of the Commission for the Revision of the Electoral Laws, which has been specifically requested by the Minister of State Administration and Territorial Management. The mandate for the Commission is for five months; therefore this component's activities will be an immediate priority of the project. Activities under this component will also focus on legal advisory services to the STAE and CNE to help ensure that they are familiar with and able to respond to proposals regarding electoral law reform, including reform of electoral institutions per se. Certainly, one possibility is for an overall omnibus electoral law to be drafted which consolidates the various separate electoral laws. The exact nature of the advice will need to respond to the shape the reform takes. The component will also provide support to any updating of procedures that may need to be effected following legal reform.

The project anticipates that the legal advisory services will be provided by UNMIT legal advisers and other advisors hired as part of the project teams. Every attempt will be made to share information and planning with others who are active in the sector, such as Portuguese bilateral cooperation. The project will be a flexible mechanism that will be able to support STAE and CNE in preparing a comprehensive set of legislation if additional inputs are needed.

### **Public Outreach and Civic Information/Education**

Under the first phase of the project, advice has been provided to STAE and CNE on strategies to increase voter awareness on voter registration, polling and counting, which included advice on the types of voter education messages that could be produced as well as on mechanisms for disseminating these materials.

Messages were also developed to inform the public on the role of STAE and CNE, distinguishing the respective mandates. With this assistance, STAE has designed and produced voter education materials such as posters, stickers, banners, a set of flipcharts, a leaflet, a voter education video and a song. Arrangements were also made with the national television and radio broadcasting agency (RTTL) and community radio stations to broadcast STAE information. In addition to using these national channels, the project worked with UNMIT to ensure that voter education materials were also distributed through their network of UNVs in the districts. To assist with these activities, 13 district voter education officers were recruited through the voter education component of the program to work with STAE.

The project has also worked with STAE on the establishment and implementation of their small grants program which provided small amounts of funding to NGOs to carry out voter education projects. This was done in coordination with the UNDP project -Support to CSOs in Promoting Citizen Participationø

In-between electoral events, the electoral management bodies still have the important responsibility of informing citizens about the importance of participating in an election as an expression of their democratic rights and in educating citizens on any electoral reform and its implications for the next elections or for the electoral institutions per se.

Public outreach campaigns and voter education programmes, implemented on a continuous basis throughout the periods between elections, are the most effective means to increase public awareness on the work of STAE and CNE and the different mandates they have, to disseminate information to the public about how elections are conducted, to educate voters about systemic, legal, and procedural changes in the electoral process, to promote voter participation and inclusion of marginalised groups, to inform the citizens on the results of the 2007 national elections and to explain what the constitutional roles are of the different sovereign bodies of the country.

For the implementation of this component, the project will deploy an UNMIT Public Information adviser, recruit project teams as necessary and collaborate with UNIFEM on the importance of women's participation, particularly with respect to the local elections. It will be implemented in direct partnership with the UNDP project -Support to CSOs in Promoting Citizen Participationø The CSO project, through its national partners, supported a needs assessment on Civic Education. Addressing the major findings of that exercise, this project component will assist the electoral management bodies in a number of activities, including:

- Providing impartial information;
- Raising election and state awareness at grassroots level and promoting collaboration with the media and civil society organizations through the provision of small grants and training, the organization of cultural events, conferences, educational seminars, public discussions and other events and face-to-face activities;
- Producing printed information materials (posters, leaflets, and stickers);
- Broadcasting messages nationwide by all the traditional means of mass communication (radio, television, billboards, newspapers, magazines) as well as non-traditional public outreach methods (such as face to face, theatre and cinema); and
- Using the Resource Centres (see below) as civic information centres in the districts to serve as focal points to hold voter informational and education events, distribute civic education materials, disseminate radio and TV messages, etc.

### **Component 3: Political Parties**

Fourteen political parties and coalitions ran for the 2007 Parliamentary elections. These parties nominated 910 party candidates (via a party list system) and 350 reserve candidates to compete for the 65 parliament seats. In each group of four candidates, one had to be a woman. Of the 14 political parties and coalitions that contested the election, some were long established while others had been in existence for a short period. Indeed, five of the 21 political parties active since 1999 in Timor-Leste, ASDT, FRETILIN, UDT, KOTA and PTT, were originally established in the 18 months before the Indonesian invasion of December 1975. Another, PST, was formed by Timorese based in Indonesia in the 1980s. The remaining parties were established after the 1999 popular consultation. Twelve political parties were represented in the first National Parliament (NP), which consists of one Legislative Assembly composed of 88 members. Since early 2005, several new parties, PMD, UNDERTIM, PDRT, PR and PN (now PUN), have emerged. The latest party to form was CNRT which is led by the former President Xanana Gusmão.

Following the 30 June elections, seven political parties and coalitions won enough votes to be represented in the National Parliament. Of the 65 MPs 18 are women, making a total of 27.7% female representation.

The first phase of this project supported the political parties through the establishment of resource centres and training of party agents. The *Political Party Resource Centers* in Dili, Baucau, Oecusse and Bobonaro, were opened approximately two and a half months before the Parliamentary election and were well-used by party campaign teams. The support provided, which consisted of access to office equipment, a \$10,000 in-kind grant for campaign materials, \$500 worth of mobile phone recharge cards, one mobile phone per party and an allotment of paper for printing and photocopying, was accessed by each of the political parties competing in the election. The three district Resource Centers provided parties with access to office equipment including three computers, a printer and photocopier, paper and other stationery. The district Resource Centers were much appreciated by political parties active in these under-resourced districts and representatives in Maliana and Oecusse noted that this was the first UN project to benefit the district-based parties directly.

Given that the time to design and print campaign materials for the Parliamentary election was quite short, the Dili Resource Center began working in March with political parties in the design of materials before it officially opened for the parties to allow for as much time as possible for the printing. The support provided in 2007 is based on a positive experience with the same UNDP program in 2001 for the Constituent Assembly elections. Though the deadlines were very tight, 83% of the 291,610 campaign items produced for the political parties and coalitions were distributed before the start of the campaign period.

In addition to the Resource Centers, the first phase of the project invested heavily in training of political parties and training of party agents (both in partnership with IRI, the International Republican Institute).

Despite these efforts, the institutional capacity of Timor-Leste's political parties is still very low, particularly for the smallest ones and those that did not have representation in the National Parliament. The assistance provided by the first phase of the current project aimed at providing basic material support in preparation for the national elections. A longer-term approach is now necessary for the political parties to be able to develop electoral plans, strategies and platforms in order to meet the development needs of the population and the systems to ensure representation. This was not the case for many of them.

After 24 years of rule from a foreign dictatorship controlled by a sole party, and of one party rule for the majority of time after 2002, political parties have inadequate financial resources and limited material and human resources. Most of them base their support and power on a small group of people or even on the founder of the party. Therefore, most political parties never gained experience in the formulation of platforms or policy initiatives based on clear political opinions and coherent principles, taking into consideration a serious analysis of the national, regional and international context and the development

needs of all the layers of the population. There is also lack of planning capacity to undertake an electoral campaign and the lack of an efficient and smooth communication strategy.

While many parties have developed basic developmental ideas and platforms, debates over the future direction of the country often play a secondary role to debates over the historical past and personality politics. While many of the parties subscribe to popular political notions such as social democracy, liberalism, socialism, and republican, their activities often fail to match their proclaimed ideals.

The challenges faced by the political parties in preparation for the 2007 national elections, make evident the urgent need to strengthen their institutional capacities and, through this, to improve their credibility amongst the population.

UNDP believes it is of strategic importance to support the consolidation of the political parties as key agents of change in the democratisation process, turning the political system more receptive to the development needs of the population, mainly at sub-national and local levels, where the proximity between parties and the population may have greater impact in the living conditions of the most vulnerable.

Another important characteristic is that the participation of women in the parties' management is very low. In general, they have limited access to the senior positions, hampering their full participation in the democratic life of the country. The electoral law demanded that for each group of four candidates, one had to be a woman, which produced notable results in terms of the number of women elected. The results of the 30 June elections show sent 18 women to the new National Parliament (27.7%). Women's organizations, with support from the Office of the President and the Office of the Advisor to the Prime Minister for the Promotion of Equality and UNIFEM, have called for the inclusion of special reservation seats for women in the electoral law, thus adding the need to also strengthen the women's wings of political parties to influence internal party processes.

Specifically, the project will work towards building the institutional capacity of political parties, foster a more tolerant political environment, and support better communication within and between political parties. This will be implemented through a four-part strategy consisting of the following elements:

- Training sessions and workshops to help build skills of political parties in terms of their organization and internal functioning;
- Round tables on different themes ó such as the role of women in the political and social life of Timor-Leste, the role of youth, the meaning of good governance and accountability ó to enhance dialogue and tolerance among parties;
- Video presentations via mobile teams that would help disseminate civic education messages to help raise awareness and share information; and
- Meetings of the district party organizations with the national and international Members of Parliament to promote dialogue and understanding (with the collaboration of the UNDP project -Strengthening Parliamentary Democracy in Timor-Leste).

A key part of this strategy rests on consolidating the established and well-regarded Resource Centers in Dili and in the districts, as well as expanding the Resource Centers to two and possibly three more locations in order to achieve better regional balance. The Resource Centers can have a dynamic role as political party meeting grounds, inter-party dialogue space, a means to undertake civic education initiatives, trainings and round table discussions.

## **Additional Component: Electoral Coordination and Management of Donor Support**

One of the most successful elements of the first stage of the project, as expressed by the project partners and stakeholders, was coordination. The project will continue to coordinate electoral activities and in so doing attempt to maximize the efficiency of the voluntary contributions of the development partners to the national electoral institutions and processes, as well as in prevent overlap and duplication of such contributions.

Coordination within the project will take the form of regular consultation among the project partners to plan and undertake project activities, as well as information-sharing mechanisms for the project partners, UN offices and the wider national and international community that is supporting the electoral cycle through other means or otherwise interested in the process. A donorsø matrix was developed in Annex 2 to be used as future reference for all the stakeholders.

The project will also continue to prepare and share with project partners periodic reports on activities of the project and progress towards results. In addition to the coordination of inputs, the project will strive to ensure constructive and consistent coordination of planning to achieve the results and conduct the activities of the project. Therefore, even where bilaterals or their organizations are not contributors to or partners in the project, every attempt will be made to share information and plan activities together to increase synergies avoid overlaps.

### **PART IV. MANAGEMENT ARRANGEMENTS**

This project represents one, integrated UN initiative of assistance to the electoral cycle in Timor-Leste. The current UNDP project document is hereby broadened for the second phase of activity to include the contribution of the UNMIT advisors as well as the inputs of UNDP project office and project teams. As such, the project serves as the overall substantive framework for the UN, with all actors contributing to the results as articulated regardless of where they sit organizationally. This will present a united front to national stakeholders as well as donors and facilitate coordination within the UN. It will also enhance the effectiveness of the assistance, as the advisors work in common cause and coordination.

In line with the ÷one UNø project approach, it is imperative that under the second phase of the project there be one project office or programme management unit (PMU) to implement the project. All of the advisors working towards the goals of the project should be physically co-located in this office.<sup>3</sup> This would also ideally include those advisors who are tangentially involved, including the CSO project advisors and the media project advisors. This will greatly enhance coordination, communication, common planning and team morale. However, there are administrative concerns such as computer systems and so forth that will need to be thoroughly assessed and addressed in order to make the consolidated office fully functional.

The project will be directly executed (DEX) by UNDP Timor-Leste in consultation with its partners. The project will be coordinated by a Project Manager, recruited by UNDP, who will oversee implementation. The Project Manager 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 Project Manager will be assisted by an administrative team. Short-term advisers will be fielded as needed as part of project teams (see Figure 1 for this structure).

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<sup>3</sup> The location of the current project office provides the necessary space for and already houses a number of the relevant advisors, although the UNMIT advisors would need to relocate from UNHQ to join them.

All project advisors – short term and long term, from UNDP or UNMIT – should ideally split their time between national institutions and UN offices. Rather than being embedded in the national institution or based solely in a UN office, a combination of the two approaches is required under the project whereby the advisors have a desk in the project office/PMU and a desk in their relevant institution. To enhance national capacities, promote trust and build relationships, a good deal of time should be spent by the advisors in the relevant institutions. However, to avoid substituting for national actors rather than advising them (something that has apparently happened in the past to the dismay of national counterparts), advisors should spend time in the project office/PMU. The balance of time spent in each institution will depend upon the advisor and the work plan. However, time spent in the project office will also promote the team concept, joint planning and communication. Advisors must know who, precisely, their national counterpart(s) are, and the counterpart(s) must know the advisors and their terms of reference.

Regardless of reporting lines, all advisors working to implement the UN project of assistance to the electoral cycle should be coordinated by the Project Manager. The advisors will be coordinated in terms of delivery of project activities and outputs by the Project Manager but will retain their reporting and supervisory lines, through their intermediate supervisors, to the Deputy SRSG who is currently in the reporting line of both UNDP and UNMIT advisors. Day-to-day coordination, supervision and performance assessment will need to be carefully done using the joint programming principles and practice as a guide. The UNMIT and UNDP advisors should regularly update their institutional management (e.g., Democratic Governance Unit and Governance Unit, respectively), which will still have a performance assessment role, while working day in and day out with the Project Manager.

The Project Manager will report to a Project Board which comprises the following members:

- Project Executive: UN Resident Coordinator or his delegated representative
- Senior Supplier: Representatives of the development partners contributing to the project
- Senior Beneficiary: Representatives of STAE and CNE (and other beneficiaries invited as relevant)<sup>4</sup>

The Project Board is the overall authority for the project and is responsible for its initiation, direction, review and eventual closure. The Project Board is the highest authority of the project.

The Project Board is the group responsible for making on a consensus basis management decisions for a project when guidance is required by the Project Manager. Project reviews by the Project board will be made at regular intervals or as necessary when raised by the Project Manager.

There is also a need in the project organisation for a means of assessing all aspects of the project's performance and products which are independent of the Project Manager. This is the Project Assurance, which will be the responsibility of the designated Programme Officer and the Head of the Governance Unit.

The Project Manager will create teams responsible for the implementation of the three components of the project: electoral institutions, electoral processes and political parties. The size and number of teams will depend on the needs felt by the Project Manager during implementation.

Notwithstanding that the focus of the second phase of the project will be more on technical assistance rather than procurement, there will still be a need for UNDP operations to be involved and play a strong supporting role in delivering the activities and outputs. Project assurance should be provided by the ARR-

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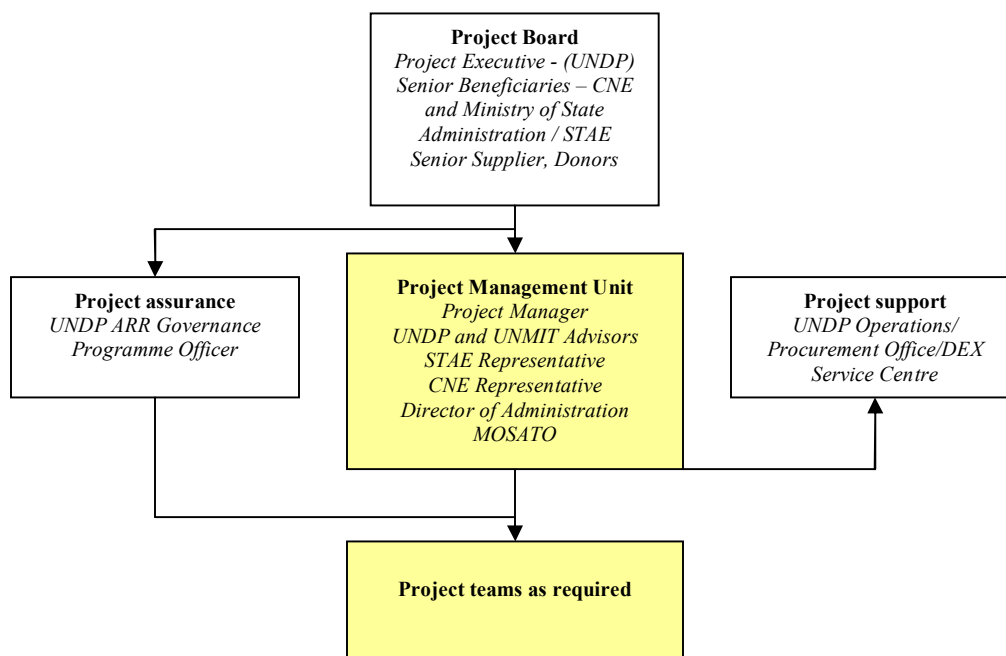
<sup>4</sup> Other beneficiaries such as political parties, civil society organizations or the media may be invited to attend Steering Committee meetings or the project may wish to convene planning meetings with them separately.

G and Programme Officer. Project teams will be recruited as needed for delivery of project activities. The proposed project management structure is captured in **Figure 1** below. The boxes in yellow represent component parts of the project office or PMU, and the boxes in white represent components of the UNDP Country Office or UNMIT. The project teams would offer temporary in and out advisory services to help deliver key results under the project and would be located within the project office/PMU. At the request of STAE, the project will hold regular Budget Committee meetings with both of the EMBs to discuss and agree on the use of project funds as they relate to support provided to them.

With respect to the PMU per se, the model used in DRC for its electoral assistance will be used as a guide. There, all of the advisors working with national institutions to deliver electoral assistance through the UN peacekeeping mission (MONU) or through UNDP (the APEC project) worked in an integrated structure, coordinated by the Chief Electoral Officer, known as the Electoral Process Team even though they retained separate reporting lines to the mission and to UNDP. There, as in Timor-Leste, the fact that the Deputy Special Representative of the Secretary-General is also the UN Resident Coordinator and UNDP Resident Representative facilitated this arrangement. The DRC integrated structure is captured in Annex 5.

Monitoring and evaluation will be undertaken in accordance with standard UNDP policy ([http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/full\\_draft.pdf](http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/full_draft.pdf)). UNDP will produce quarterly progress and financial reports according to standard UNDP procedures and format, and/or as required by the UNDP Country Office. The project office/PMU will report quarterly or when needed to the Project Board. In terms of external evaluation, the UNDP Country Office has the option of including the project within the scope of one of the country office's mandatory outcome evaluations.

**Figure 1: Project Management Arrangements**



## **PART V. LEGAL CONTEXT**

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Democratic Republic of Timor-Leste and United Nations Development Programme, signed on 20 May 2002. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in the Agreement. The following types of revisions may be made to this document with the signature of the UNDP Resident Representative only, provided s/he is assured that the other signatories of the document have no objections to the proposed changes:

- Revision in, or addition to, any of the annexes of the document;
- Revisions which do not involve significant changes in the outcomes, outputs, or activities of the project, but causes by the rearrangement of inputs already agreed to or by cost increases due to inflation, and
- Mandatory annual revision, which re-phrase the delivery of agreed inputs or increased costs due to inflation or take into account agency expenditure flexibility.

## SECTION II – PROJECT RESULTS AND RESOURCES FRAMEWORK

<b>Intended Outcomes:</b> Enhanced capacity of the STAE and CNE to fulfill their administrative and supervisory mandates; Laws and processes enhance participation and free, fair and credible elections; Improved political party institutional capacity, tolerance and communication.			
<b>Outcome Indicators:</b>			
<ul style="list-style-type: none"> <li>• 2008 Local Elections administered in fair, credible and autonomous manner by Timorese EMBs and feature strong participation by voters</li> <li>• Legal reform process is consultative and informed by international standards</li> <li>• Political parties develop/present political manifestos</li> </ul>			
<b>Applicable MYFF Service Line:</b> 2.3 Electoral Systems and Processes			
<b>Partnership Strategy:</b> The project represents a UN initiative in joint programming between UNDP and UNMIT. In close coordination with the national electoral management bodies, political parties, civil society and the media, the project will establish strategic partnerships with key Government agencies and interested donors to facilitate the detailed design and implementation of project activities. The project will also establish collaborative relationships with other UN agencies – most importantly, UNIFEM, the CSO project, the Parliament project, the Media project, UNV, contributing and non-contributing donors, and non-government organizations active in the sector. UNDP will promote financial partnerships with interested donors on a cost-sharing basis.			
<b>Project title: Support to Timorese Electoral Cycle</b>			
<b>Intended Outputs</b>	<b>Responsible Partner</b>	<b>Indicative Activities</b>	<b>Inputs</b>

### Component 1: Electoral Institutions

#### Technical Secretariat for Electoral Administration (STAE)

1. A strategic plan for 2007-2012 is adopted and implemented	STAE UN Project <sup>5</sup>	<ul style="list-style-type: none"> <li>- Redefining the organizational structure based on the lessons learned during national elections and the decision for opening district offices</li> <li>- Definition of management and operational plans on the basis of the STAE's Strategic Plan</li> <li>- Implementation of the management and operational plans</li> <li>- Measuring and monitoring progress</li> <li>- Support to the STAE to establish district offices</li> </ul>	UN Advisers <sup>6</sup> Workshops Materials
2. Capacity development of STAE is tailored to specific needs of STAE	STAE Bilateral donors INAP National University ACE Project UN Project	<ul style="list-style-type: none"> <li>- Designing and conducting of specific training activities in electoral budget development and monitoring; electoral legislation; information technology; human resource management; archiving and indexing; media and public relations; logistics and procurement; training of trainers</li> <li>- Evaluation of training activities</li> <li>- Professional exchanges and study tours</li> </ul>	UN Advisers Short-term consultancies Materials Exchanges and Study Tours Miscellaneous

<sup>5</sup> References to the "UN Project" in the Results and Resources Framework refer to this project of Support to the Timorese Electoral Cycle.

<sup>6</sup> References to "UN Advisors" refer to advisors from UNMIT and from UNDP.

		<ul style="list-style-type: none"> <li>- Possible attendance at global and regional events and similar institutions for professional electoral administrators to promote networking and exposure</li> </ul>	
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### National Electoral Commission (CNE)

3. A strategic plan for 2007-2012 is adopted and implemented	CNE IFES UN Project	<ul style="list-style-type: none"> <li>- Revision of CNE's vision, mission and guiding principles</li> <li>- Redefining the organizational structure based on lessons learned during national elections with a special focus on the creation and strengthening of the Secretariat</li> <li>- Definition of management and operational plans on the basis of the CNE's Strategic Plan</li> <li>- Implementation of the management and operational plans</li> <li>- Measuring and monitoring progress</li> </ul>	UN Adviser Workshops Materials
4. Capacity development of CNE ó through BRIDGE partnership	CNE AEC IFES UN Project	<ul style="list-style-type: none"> <li>- With AEC, identify BRIDGE Courses for CNE to be delivered in 2008 and 2009</li> <li>- Implementation of capacity development via BRIDGE with AEC in areas such as legal framework, access to electoral processes, electoral observation, structure of electoral management bodies, electoral contestants, etc.</li> </ul>	UN Advisors Short-term consultancies BRIDGE consultants Materials Translation Printing Sub-Contracts Miscellaneous
5. Capacity development of CNE ó tailored to specific needs of CNE	CNE UN Project	<ul style="list-style-type: none"> <li>- Support to the establishment of a Secretariat</li> <li>- Identification and implementation of other training for the Commissioners based on their respective portfolios</li> <li>- Selection and implementation of other professional development activities for the Secretariat (legislation, IT, budget development and monitoring, archiving and indexing, media and public relations)</li> </ul>	UN Advisors Short-term consultancies Materials Equipment Training Miscellaneous
6. Additional on-demand training for Commissioners and staff	CNE Other EMBs UNDP COs Bilateral donors ACE Project UN Project	<ul style="list-style-type: none"> <li>- Identify, plan and organize professional exchange visits in a select number of countries</li> <li>- Facilitate contacts with EMBs for both logistical and technical (election-related) aspects of the visits</li> <li>- Conduct visits and ensure maximum absorption of lessons learned during exchange visits and retention/application of experiences</li> </ul>	UN Advisors Exchanges/Study Tours Workshops Materials

		after the visits are conducted	
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### Component 2: Electoral Processes

7. Legal framework revised to provide more coherence in legal instruments and institutions governing national and local elections	CNE STAE Bilateral donors UN Project	<ul style="list-style-type: none"> <li>- Support the Commission for the Revision of the Electoral Laws in its work, and the Consultative Group if requested</li> <li>- Support the EMBs in providing input to the legal electoral reform to give consistency to all the electoral laws enacted in the country</li> <li>- Support the EMBs in providing commentary on the revised instruments to Parliament</li> <li>- Advise and support the training of EMBs staff on the new laws and regulations that need to change as a result</li> </ul>	UN Advisers Bilateral advisers Training Workshops Materials Miscellaneous
8. Public awareness on the work of STAE and CNE and their different mandates increased	CNE STAE CSOs UNIFEM UNDP CSO Project UN Project	<ul style="list-style-type: none"> <li>- Work with the EMBs to plan and implement public information activities on issues related to the electoral system, the results of the 2007 national elections and the constitutional roles of the different sovereign bodies of the Country</li> <li>- Public outreach activities that foster public dialogue and debate on election-related issues such as electoral reform, voter education for the local elections</li> <li>- Use of the Resource Centers as civic information hubs</li> </ul>	UN Advisers Graphic Designer Small Grants Training Materials Workshops Publications Miscellaneous

### Component 3: Political Parties

9. Institutional capacities of political parties strengthened and a more tolerant political environment promoted	Political Parties Bilateral and Multilateral donors UNDP Parliament Project UN Project	<ul style="list-style-type: none"> <li>- Assessment of the institutional capacities of political parties and determination of the most appropriate activities under the project</li> <li>- Training sessions on organization and internal functioning of political parties</li> <li>- Round table discussions on different themes, such as the role of women in the political and social life of Timor-Leste, the role of youth, the meaning of good governance and accountability</li> <li>- Video presentations via mobile teams to help disseminate civic education messages</li> <li>- Meetings of the district party organizations with national and</li> </ul>	UN Advisers Short-term consultancies Sub-Contract Workshops Training Resource Centers Publications
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		international Members of Parliament - Expansion of the current three district Resource Centers (+Dili) to five district Centers (to cover central and southern parts of the country)	
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**Additional Component: Electoral Coordination and Management of Donor Support**

10. Donor assistance coordinated	UN EMBs Bilateral and Multilateral donors Other stakeholders	- Organize Project Board Meetings - Produce and distribute project updates and narrative and financial reports - Monitor implementation of the project and delivery of project activities and outputs, as well as progress towards outcomes	UN Advisors and staff National project staff Equipment Contracts Materials Publications Miscellaneous
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**SECTION III - PROJECT BUDGET**



**United Nations Development Programme**

**TIMOR-LESTE**

**Year: 2008-2009**

**Project Number:**

**Project Title: Support to Timorese Electoral Cycle**

**Work Plan and Budget for 2008-2009**

Expected Output	Key Activities	Timeframe				Descriptions	Total	2008	2009
		Q1	Q2	Q3	Q4				
<b>Component 1: Electoral Institutions</b>									
Strategic Plan STAE						Workshops	10,000	10,000	-
						Materials	5,000	5,000	-
Other Capacity Development STAE						Travel	50,000	25,000	25,000
						Miscellaneous	10,000	5,000	5,000
						Training Materials	20,000	10,000	10,000
Strategic Plan CNE						Workshops	10,000	10,000	-
						Materials	5,000	5,000	-
BRIDGE training CNE						International consultants	40,000	25,000	15,000
						Training Material/Equipment	10,000	5,000	5,000
						Contracts for Workshops Expenses	10,000	5,000	5,000
						Contracts for Printing Expenses	20,000	10,000	10,000
						Travel	20,000	10,000	10,000
						Translation	20,000	10,000	10,000
						Miscellaneous	10,000	5,000	5,000

	Other Capacity Development CNE					Equipment		10,000	5,000	5,000
						Miscellaneous		10,000	5,000	5,000
						Training Materials		20,000	10,000	10,000
	Additional on-demand training					Travel		50,000	25,000	25,000
						Workshops		10,000	5,000	5,000
						Materials		10,000	5,000	5,000
<b>Sub-total:</b>							<b>350,000</b>	<b>195,000</b>	<b>155,000</b>	
<b>Component 2: Electoral Processes</b>										
Reform of legal and institutional framework	Support to Commission for the Revision of the Electoral Laws					International consultants		85,000	85,000	-
						Workshops		40,000	40,000	-
						Contracts		10,000	10,000	-
						Miscellaneous		5,000	5,000	-
						Meeting costs		10,000	5,000	5,000
						Materials		20,000	10,000	10,000
						Miscellaneous		10,000	5,000	5,000
Public awareness of CNE and STAE	Work with EMBs through the CSO project on public outreach					Training		35,000	20,000	15,000
						Materials		25,000	15,000	10,000
						Graphic Designer		50,000	50,000	-
						Workshops		10,000	5,000	5,000
						Publications		20,000	10,000	10,000
						Small grants		40,000	20,000	20,000
<b>Sub-toal:</b>							<b>360,000</b>	<b>280,000</b>	<b>80,000</b>	

<b>Component 3: Political Parties</b>										
Capacity of political parties built/culture of tolerance	Training					International consultants		180,000	90,000	90,000
						National consultants		30,000	15,000	15,000
						Workshops and conference services		100,000	50,000	50,000
						Equipment		10,000	5,000	5,000
						Training materials		20,000	10,000	10,000
	Round tables					International consultants		180,000	90,000	90,000
						National consultants		40,000	20,000	20,000
	Mobile teams					Travel (DSA)		40,000	20,000	20,000
						National consultants		20,000	10,000	10,000
	Five Resource Centers					Staffing		190,000	95,000	95,000
						Rent		48,000	24,000	24,000
						Materials/Equipment		50,000	25,000	25,000
	<b>Sub-total</b>							<b>908,000</b>	<b>454,000</b>	<b>454,000</b>

<b>Coordination</b>										
Coordination of support, M&E	Donor meetings, updates					Publications		60,000	30,000	30,000
						Materials		20,000	10,000	10,000
						Miscellaneous		20,000	10,000	10,000
	Project monitoring, evaluation, audit					Contracts for audit and evaluation		50,000	-	50,000
<b>Sub-total:</b>							<b>150,000</b>	<b>50,000</b>	<b>100,000</b>	
<b>Project Management</b>										
Delivery of outputs	Project management, donor relations, coordination, financial and administrative management					Project Management Unit (PMU) included here for entirety of project	24 months	540,000	270,000	270,000
						Administrative/Finance Support for PMU	24 months	150,000	75,000	75,000
<b>Sub-total:</b>							<b>690,000</b>	<b>345,000</b>	<b>345,000</b>	
<b>Sub-total</b>							<b>2,458,000</b>	<b>1,324,000</b>	<b>1,134,000</b>	
<b>GMS 7%</b>							<b>181,160</b>			
<b>TOTAL</b>							<b>\$2,639,160</b>			

## ACTIVITIES IMPLEMENTATION TIMETABLE

Activities by Component	2008				2009			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Component 1: Electoral Institutions</b>								
<b>STAE</b>								
<b>1. A strategic plan for 2007-2012 is adopted and implemented</b>								
Redefining the organizational structure based on lessons learned during national elections								
Definition of management and operational plans on the basis of the STAE's Strategic Plan								
Implementation of the management and operational plans								
Measuring and monitoring progress								
Support to the STAE to establish district offices								
<b>2. Capacity development of STAE</b>								
Design, conduct of specific training activities in budget development, electoral legislation, IT, etc.								
Evaluation of training activities								
Professional exchanges and study tours								
Possible attendance at global and regional events and similar institutions								
<b>CNE</b>								
<b>3. A strategic plan for 2007-2012 is adopted and implemented</b>								
Revision of CNE's vision, mission and guiding principles								
Redefining the organizational structure based on the lessons learned during national elections, with special focus on the establishment of a strong Secretariat								
Definition of management and operational plans on the basis of the CNE's Strategic Plan								
Implementation of the management and operational plans								
Measuring and monitoring progress								
<b>4. Capacity development of CNE through BRIDGE Partnership</b>								
With AEC, identify BRIDGE courses for CNE to be delivered in 2008 and 2009								
Implementation of capacity development via BRIDGE with AEC in specific areas								
<b>5. Capacity development of CNE through other means</b>								
Support to the establishment of a Secretariat								
Identification and implementation of other training for the Commissioners and staff								
Selection and implementation of other professional development activities for the Secretariat (legislation, IT, budget development, etc.)								
<b>6. Additional on-demand training for Commissioners and staff</b>								
Identify, plan and organize professional exchange visits in a select number of countries								
Facilitate contacts with EMBs for both logistical and technical aspects of the visits								
Conduct visits and ensure maximum absorption of lessons learned								
<b>Component 2: Electoral Processes</b>								

Activities by Component	2008				2009			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>7. Legal framework revised to provide more coherence in legal instruments and institutions</b>								
Support the Commission for the Revision of the Electoral Laws (start in 2007)								
Support the EMBs in providing input into legal reform								
Support the EMBs in providing commentary to Parliament on draft laws								
Advise and support the training of EMB staff on the new laws and regulations that need to change as a result								
<b>8. Public awareness on the work of STAE and CNE and their different mandates increased</b>								
Work with EMBs to plan and implement public information on electoral issues								
Public outreach activities that foster public dialogue and debate on election-related issues								
Using the Resource Centers as civic information hubs								
<b>Component 3: Political Parties</b>								
<b>9. Institutional capacities political parties strengthened and a more tolerant political environment</b>								
Assessment of the institutional capacities of political parties and determination of activities								
Training sessions on organization and internal functioning of political parties								
Round table discussions on different themes, such as the role of women in political life								
Video presentations via mobile teams to help disseminate civic education messages								
Meetings of district party organizations with national and international Members of Parliament								
Expansion of two more district Resource Centers								
<b>Additional Component: Electoral Coordination and Management of Donor Support</b>								
<b>10. Donor assistance coordinated</b>								
Organize Project Board Meetings								
Produce and distribute project updates and narrative and financial reports								
Monitor implementation of the project and delivery of project activities and outputs, outcomes								

## ANNEXES

### ANNEX 1. ISSUES OF ONGOING SIGNIFICANCE FOR ELECTIONS IN TIMOR-LESTE IDENTIFIED BY THE CERTIFICATION TEAM

#### Introduction

The purpose of this Part is to highlight those issues identified in the course of the Team's work which it regards as being of the greatest ongoing significance for elections in Timor-Leste. Each functional area is addressed, and some key principles for electoral support are identified.

#### Main issues in relation to each functional area

##### Legal Framework

The Team recommends that all legal prescriptions relating to elections be consolidated into a single law or code. At present, the prescriptions relevant to electoral processes are spread over at least four laws made by the National Parliament, together with a larger number of regulations, codes of conduct, and procedures. Different hands have drafted the different laws, and they are not well integrated. The consolidation process needs input from STAE and CNE, who have the best understanding in the country of the practical implications of the various legal prescriptions already in place.

The Team recommends that a process be put in place for preventing last minute changes to the legal framework. There should be an absolute prohibition on changes to the legal framework after an election date has been fixed, but ideally the moratorium should run for at least six months prior to an election.

##### Electoral authority

As stated in article 65, no. 6 of the Constitution, the supervision of voters' registration and electoral acts is required to be the responsibility of an independent organ, the competences, composition, organization and functioning of which shall be established by law. It is imperative that an electoral authority should respect the law, be non-partisan and neutral, be transparent, be accurate, and provide an effective service to the voters. All who work for STAE or CNE should also meet these standards. The Team's findings, and the observations of major international observer groups, have made it clear that the subjection of STAE to the jurisdiction of the Ministry of State Administration is inconsistent with those principles. The Team accordingly recommends that the specific roles and powers of CNE and STAE be clearly stated in law, and the electoral authorities be restructured so as to eliminate the possibility of the exercise of political influence over STAE, while retaining the independence of CNE. Specifically, the Team recommends that STAE be removed from the jurisdiction of the Minister and Ministry for State Administration, and made directly answerable to CNE, with directions from CNE only channelled through its President to the Director of STAE. In future, the Director of STAE should be appointed by the Parliament, having been recommended for the post by CNE.

The Team recommends that STAE and CNE be guaranteed staffing and budgetary independence, for example by making their budgets items in the parliamentary budget.

The Team recommends that both STAE and CNE henceforth give the highest priority to ensuring the transparency of their operations, to enhance the extent to which they are trusted by the people.

##### Voter registration

The Team recommends that the timetable for updating the register of voters be reviewed and clarified, so as to maximise the effectiveness of the updating process. Consideration should be given to the possibility of updating the register during a fixed period which is the same every year; in the long term this would enhance the voters' understanding of the registration process, and of their rights and obligations, and would also make the process easier to plan and implement.

The Team recommends that such a timetable include provision for a truly effective exhibition and challenges process, and that that process be properly resourced. The Team also recommends that a well-publicised and comprehensive exhibition and challenges process take place before any further voter registration cards are issued.

The Team recommends that voter registration systems be reviewed to ensure that they are capable of supporting the use of printed lists of voters at polling stations.

#### Political Party and Candidate Registration

The Team recommends that the function of processing applications for political party registration be conferred upon the CNE, with provision being made for decisions of the CNE to be appealable to the Courts. This will reduce the risk of political interference in the party registration process.

The Team recommends that decisions regarding the registration of all candidates should be made by CNE, with provision for decisions to be appealable to the Courts. This will better reflect the fact that the processing of such registrations is an administrative rather than judicial function.

#### Political Campaign

The Team recommends that prosecutions for breaches of the electoral law during any parts of the recent election processes, not just during the campaign, be vigorously pursued.

The Team recommends that the Parliament give consideration to the codification of specific ethical rules applicable to the activities of the machinery of government, and Ministers, during an election period.

The Team recommends that Timor-Leste invest in a major program of civic education to highlight to all participants in the political life of the country not only their rights, but also their responsibilities.

#### Polling Activities

The Team recommends that printed lists of voters be used at polling stations, to better safeguard against multiple voting, and to provide a mechanism for preventing voting by persons who have become ineligible to vote, but whose voter registration cards have not been able to be retrieved.

#### Vote Tabulation

The Team recommends that vote counting take place at polling stations.

#### Adjudication of Challenges

The Team recommends that a realistic timetable for lodging and resolving appeals be introduced.

#### Constitution

The Team recommends that the Constitution be reviewed with the aim of clearing the way where necessary for the implementation of the recommendations set out above, and, in particular, to clarify the dates on which the life of a Parliament begins and ends, since those dates have direct consequences for election timetables.

### **Principles for electoral support for Timor-Leste**

The Team recommends that any planning for support to Timor-Leste's electoral processes take the following factors into account.

- (i) The considerable store of existing capacity in the country needs to be recognised. CNE and STAE have just successfully conducted three electoral operations in challenging circumstances, due in no small measure to the skills of their staff. The challenge for them is now not just to consolidate the skills of their senior staff, but to provide the opportunity for those staff to transfer those skills to more recent recruits.
- (ii) The conduct of elections is a sovereign responsibility of Timor-Leste, and the substantial willingness of the government and Parliament to meet those responsibilities, in particular by meeting core election costs from the State Budget, is to be commended.
- (iii) Future electoral developments needs to be locally led and focussed. It is essential that electoral functions be taken on by Timorese officers, rather than being *de facto* outsourced. This is especially the case in relation to the legal framework for elections: the policy prescriptions set down in laws and regulations must come from, and be fully understood by, Timorese policymakers. The role of foreign advisers should be specifically that of providing advice to illuminate the policy-making process: they should always work through their Timorese counterparts.

- (iv) There is, in the Team's view, no element of the recent electoral processes so defective that it needs to be recreated from scratch. Change should be incremental, building on what already exists.
- (v) It follows from what has been said above that large scale support for transient electoral events should be avoided: in its place, smaller scale but consistent support should be provided for the consolidation of permanent electoral institutions, thereby reducing the need for unsustainable and costly interventions, and avoiding the risk that local initiative will be overwhelmed. Support should also be carefully targeted to priority areas. Every effort should be made to move away from 'stop-start funding'. To enhance national capacity, efforts should be made to support STAE and CNE through the deployment of competent national staff, as is being done in some other areas of government, rather than relying only on international advisers.
- (vi) STAE and CNE should be supported in maintaining long-term cooperative relationships with election management bodies in other countries.
- (vii) Finally, the period following an election should not be considered as 'down time', but as the ideal time for CNE, STAE and their staff members to document lessons learnt, and develop long-term strategic plans.

## ANNEX 2. RECOMMENDATIONS FROM THE COMPACT WORKSHOP

Expected Outcome	Strategies		
	Short-Term (within 6 months)	Medium-Term (within 2 years)	Long-Term (more than 2 years)
Improved institutional capacity of STAE and CNE to ensure elections are carried out in a free, fair, well-administered and credible manner	Increase government budget for electoral institutions	<p>Review and strengthen legal framework taking into consideration the recommendations of partners such as the ECT</p> <p>Ensure continued human resource support to central and local electoral staff to maintain and improve levels of knowledge in elections</p> <p>Maintain and update accurate and reliable voter registration database</p>	Ensure continuity, sustainability and institutional capacity within electoral institutions human resources to manage next elections without substantial external support
Increased capacity of civil society and political parties in the democratic process	Establish regular processes and structures for public hearings/consultations between government, political parties and civil society established	Continue to support civic and voter education programs for civil society and political parties to enhance engagement in the democratic electoral process (to ensure registration etc)	Continue to support the national electoral observers to strengthen their capacity and coverage for next elections
High level voter turn out especially women and young people	Increase resources and training for media and NGOs in electoral process	<p>Develop and implement civic and voter education programme focusing on rural areas</p> <p>Develop and implement civic and voter education programme targeting women and women in leadership</p>	Ensure all sucos (village) and aldeias (hamlet) are covered with continued focus on civic and voter education

### ANNEX 3. MATRIX OF DEVELOPMENT PARTNERS FOR ELECTIONS

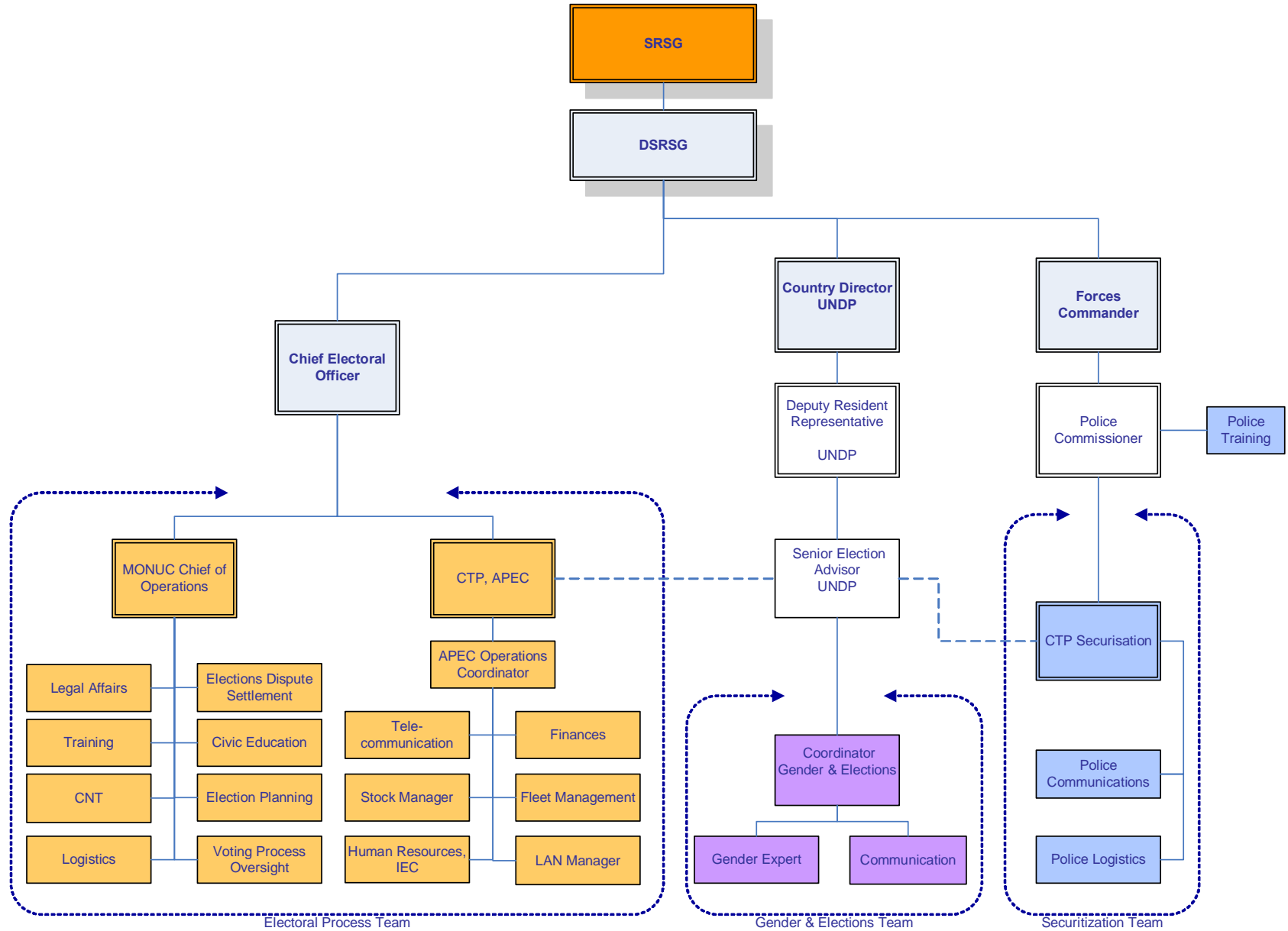
Partner	Activity	Status	Inputs
<b>UNDP</b>	<p>Support to electoral institutions:</p> <ul style="list-style-type: none"> <li>• Codify lessons learned and experiences from 2007 national elections</li> <li>• Design and adopt a strategic plan for STAE and for CNE for the next three years</li> <li>• In collaboration with the AEC, and depending upon the outcome of their planning, design and implement modules of BRIDGE Election Administration Course for CNE</li> <li>• Develop tailored comprehensive electoral training activities (other than BRIDGE) to specific needs of STAE and CNE</li> <li>• Establish resource and information center in CNE</li> <li>• Adopt and apply innovative solutions resulting from exposure to other election systems and process, lessons learned and good practices</li> </ul> <p>Support to electoral laws:</p> <ul style="list-style-type: none"> <li>• Legal reform advisory services to STAE and CNE (reference request to UNMIT for assistance with establishing a commission to review laws)</li> <li>• Reform of procedures</li> </ul> <p>Support to electoral processes:</p> <ul style="list-style-type: none"> <li>• Update the voter registry and issue new voter cards</li> <li>• Promote public awareness on the work of STAE and CNE and their different mandates</li> </ul> <p>Support to political parties:</p> <ul style="list-style-type: none"> <li>• Political party development</li> </ul> <p>Coordination:</p> <ul style="list-style-type: none"> <li>• Coordinate donor assistance</li> </ul>	Under preparation; to be finalized by end of September	<p>Short-term consultancies BRIDGE consultants Materials Translation Printing Sub-Contracts Miscellaneous</p> <p>Approx. US\$1.3m</p>
<b>Portugal</b>	<ul style="list-style-type: none"> <li>• Technical support to STAE on logistics and operations ó 1 TA since March till the end of August 2007 (IPAD is studying the possibility to extend this mission for another 6 months, as asked by STAE)</li> <li>• The new Portuguese Cooperation strategy (2007/2010) vis-à-vis Timor-Leste includes support to the electoral area (capacity building): <ul style="list-style-type: none"> <li>1) Legal and technical support to the Timorese electoral authorities;</li> <li>2) Training of technical staff, team leaders and directors (including voter registration, counting procedures, voting organization and statistics);</li> <li>3) Exchange of work experiences between Portuguese and Timorese Electoral authorities;</li> <li>4) Documentation</li> </ul> </li> <li>• New Portugal-Australia agreement on developing specific lines of cooperation in areas of shared interest</li> </ul>	<p>Ongoing</p> <p>Under preparation</p>	Indicative annual budget (total): 50.000p
<b>Australia</b>	<p>Bilateral through AEC:</p> <ul style="list-style-type: none"> <li>• Series of study tour type missions to Australia for various STAE staff on specific issues</li> <li>• BRIDGE facilitator accreditation</li> <li>• BRIDGE modules on electoral administration (by end 2007)</li> <li>• BRIDGE modules on other issues, including strategic and financial planning, legal framework, electoral</li> </ul>	Under preparation; full details subject to final recommendations of the AEC mission in Timor in September	Indicative budget (A\$570,000-580,000) through 2009 or

Partner	Activity	Status	Inputs
	<p>management design, voter registration, etc. with a municipal elections focus (through 2008)</p> <ul style="list-style-type: none"> <li>• Work placements with AEC in Australia</li> </ul> <p>Possible multilateral support:</p> <ul style="list-style-type: none"> <li>• There may also be scope for Australia to support the electoral cycle approach through other funding available for multilateral purposes</li> </ul>		so
<b>Ireland</b>	Undertaking a country strategy paper review in November 2007; based on the findings and recommendations there may be scope to support further multilateral initiatives in the area of electoral support	Under consideration	
<b>United States</b>	<p>NDI:</p> <ul style="list-style-type: none"> <li>• Coming months will focus on post-election workshops in 18 sub-districts and suco-level capacity building</li> </ul> <p>IRI:</p> <ul style="list-style-type: none"> <li>• Work at national and sub-national level with parties that met the 3% threshold</li> <li>• Additional NED grants for training of young leaders and support to the restructuring of the Prime Minister and President's offices</li> </ul> <p>IFES:</p> <ul style="list-style-type: none"> <li>• Training of CNE commissioners in software and IT; organizational and technical development; budgeting</li> <li>• Electoral law reform support</li> <li>• Civic education on the issue of complaints and results</li> </ul>	<p>Ongoing; current CEPPS award to 3 institutions ends March 2008</p> <p>USAID will conduct an electoral support evaluation dating back to 2001 within the next few months; based on this they will decide what kind of future support to provide</p>	
<b>European Commission</b>	Continued support to the UNDP project EC is upgrading the current office to an official delegation, which will include 11 persons total	Ongoing	
<b>Japan</b>	One pillar of Japan's assistance in Timor-Leste is capacity building and training; may consider contributing additionally to the project but cannot say for sure at this time	Under consideration	

#### ANNEX 4. PROJECT RISK MATRIX

	Type	Description	Comments/Risk level
1	Political	<p>A new legislative framework is adopted with a different institutional arrangement</p> <p>Uncertainty regarding the future administrative organization of the State in districts or municipalities</p> <p>Political parties not interested in participating in training in off-electoral periods</p> <p>Commissioners are not engaged in CNE full time</p>	<p>Low The Project is designed with different components that are able to adapt to different situations.</p> <p>Low/Medium The project will be able to support the organization of municipality elections in case they are required UNDP is already providing support to this effort jointly with UNCDF</p> <p>High The project will keep the district resource centers and will organize frequent activities in the districts</p> <p>High Frequent activities will be undertaken so that the commissions are involved as much as possible in electoral affairs</p>
2	Political and technical	<p>Decentralization of STAE structure will have an impact in its monitoring capacity and running costs</p> <p>Long periods with no elections will represent a challenge in terms of having permanent staff of CNE and STAE occupied</p>	<p>Medium STAE will have to factor these cost in the State budget</p> <p>Medium It is the intention of STAE to have the staff engaged in permanent voter registry and voter education and CNE will maintain a small permanent secretariat</p>
3	Technical	<p>Training undertaken to non-permanent staff could be lost if not followed up</p>	<p>Medium Training will be provided in a continuous way</p>
4	Political and administrative	<p>Donors and project partners call for coordination but no one wants to be coordinated</p> <p>UNMIT advisers remain based in the mission and not in one co-location with UN project</p>	<p>Medium The project has included coordination as a major component and will seek to share activities and information to the maximum.</p> <p>Low UN Mission and UNDP Country Office support the joint programming concept</p>

**ANNEX 5. DRC – INTEGRATED ELECTORAL ASSISTANCE ORGANIZATIONAL CHART**





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