

Final Review Report 2018-2020

UNDP Timor-Leste

Supporting Effective Service Delivery and Decentralized Public Administration



KOICA
Korea International
Cooperation Agency

PROJECT PROFILE

| Project Identification | Geographic coverage of the project |
|---|---|
| <ul style="list-style-type: none"> • Project Title: Supporting Effective Service Delivery and Decentralized Public Administration • Project ID: 00096725 • Output ID: 00108765 • Weblink: N/A | <p>National level coverage (Yes/No): No</p> <p>Number of municipalities covered: 2</p> <p>Number of Sucos covered: 6</p> |
| Strategic Results | Implementing/Responsible partner(s) |
| <p>UNDP Strategic Plan Outcome: Countries have strengthened institutions to progressively deliver universal access to basic services;</p> <p>Faster progress is achieved in reducing gender inequality and promoting women’s empowerment;</p> <p>Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance;</p> <p>Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded;</p> | <ol style="list-style-type: none"> 1. UNDP Timor-Leste 2. Ministry of State Administration 3. Municipal Authorities of Baucau and Bobonaro |
| <p>UNDAF Outcome: Outcome 4: State institutions are more responsive, inclusive, accountable, and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.</p> <p>Sub-outcome 4.3: Decentralized institutions provide more efficient, accountable, and accessible services to citizens, particularly for the rural poor and other disadvantaged groups</p> <p>Sub-outcome 4.4: Relevant state institutions have improved capacity to collect, analyse, and use reliable and timely socio-demographic disaggregated data for evidence-based planning, budgeting, monitoring, reporting and decision-making targeting disadvantaged groups.</p> | |
| <p>CPD Output:</p> <p>Output 3.3 Capacities and systems of sub-national institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged.</p> | |

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| Project Budget (US\$) | Project Duration |
| UNDP Contribution: 0 | Start Date (day/month/year): 30 th August 2018 |
| Government Contribution: Municipality of Baucau: 100,000 USD Municipality of Bobonaro: 100,000 USD | End Date (day/month/year): 31 st December 2020 |
| Other Contributions: | Implementation Modality |
| Donor Contributions: KOICA: 758,726 USD | DIM |
| Total project budget: \$852, 841.44 | |

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ACRONYMS

| | |
|--------|--|
| ART | Articulation of Territorial Networks for Sustainable Human Development |
| CPD | Country Programme Document |
| EU | European Union |
| GMF | Maintenance Group Facilities |
| LEARN | Leveraging Electoral Assistance for Regionalized Nation-Building |
| MSA | Ministry of State Administration |
| SDGs | Sustainable Development Goal |
| SDP-TL | Timor-Leste's Strategic Development Plan |
| SP | Strategic Plan |
| UNDAF | UN's Development Assistance Framework |
| WASH | Water, Sanitation, and Hygiene |

PROJECT SUMMARY AND OBJECTIVES

The United Nations Development Programme (UNDP), through the financial support from the Korean International Cooperation Agency (KOICA), officially launched the project ‘Supporting Effective Service Delivery and Decentralized Public Administration’ as one of the three components of the ‘Enhancing Public Sector Accountability Through Institutional Strengthening in Anti-Corruption and Decentralization’ programme in November 2017. The other two components, anti-corruption, and electoral assistance were managed by their respective projects, ‘Anti-corruption’ and ‘Leveraging Electoral Assistance for Regionalized Nation-Building’ (LEARN). The project’s key partners included the Ministry of State Administration (MSA), the municipal authorities of the two target municipalities, Bobonaro and Baucau, and their respective community members.

In response to the steady commitment of the government to reach all its citizens with quality public services, the Ministry of State Administration, in line with its policies for decentralization of public administration, requested the initiation of this project with the aim of building capacities of civil servants within municipalities to effectively deliver public services that are accessible to all. Hence, the goal of the project was that Timor-Leste achieves sustainable peace and prosperity through strong institutions that deliver services in a more efficient, transparent, and inclusive manner to the people of Timor-Leste, with the objective of enhancing the accountability of the public sector in Timor-Lest through institutional strengthening in the area of decentralized administration.

In pursuit of the objective and goal above, the project reached its outcome of “governance improved by promoting service delivery and participation of excluded groups including women and youth in the prioritization and investment of key areas in Municipalities” by successfully achieving the following outputs¹:

Output 2.1: Priority areas in each pilot Municipality identified and agreed, promoting participation of women and youth through the UNDP ART² methodology

Output 2.2: Social impact projects designed and implemented at the local level, improving the service delivery capacity in each pilot Municipality

In essence, the project centered on the development of Municipal Strategic Investment Prioritization Plans (later renamed into Municipal Strategic Development Plan 2019-2023) in Bobonaro and Baucau, based on which two social-impact projects were implemented. As evident from the Plans, both municipalities, via participatory consultations, concluded that water infrastructure were of highest priority and feasibility. Through the UNDP ART (Articulation of Territorial Networks for Sustainable Human Development) Initiative, the project aimed to establish a multilevel and multi-actor governance platform/framework for the delivery

¹ The numbering of the two outputs is as per the ‘Enhancing Public Sector Accountability Through Institutional Strengthening in Anti-Corruption and Decentralization’ project document.

² The ART Initiative is characterized by a specific methodology that combines the creation of local, national, and global spaces and networks for articulation, with the promotion of the strategic and operational participation of multiple cooperation actors through dialogue. The methodology promotes local economic development processes, accompanying the territories (municipality-village) in the definition of economic participatory development strategies. The territorial approach to development has proven to be one of the most realistic, pragmatic, and effective strategies to stimulate and consolidate governance and sustainable development in the medium and long term.

of public services, spearheaded by municipalities and local communities. With the hope to overcome some of the challenges related to public service delivery at local level the project proposed the establishment of a multilevel mechanism/working group at the municipal level, providing the municipalities with a methodology on how to approach local development and deliver public services that respond to the needs and future aspirations of its inhabitants.

The project was in line with Timor-Leste's Strategic Development Plan (2011-2030) (SDP-TL), as well as with several of the UN frameworks, including the UNDP's Strategic Plan (SP) (2014-2017), the Country Programme Document (CPD) (2015-2019/2020), the UN's Development Assistance Framework (UNDAF) 2015-2019, as well as the Sustainable Development Goals (SDGs), most notably goal 5 – Gender Equality, goal 6 – Clean Water and Sanitation, goal 10 – Reduce Inequalities, goal 16- Peace, Justice, and Strong Institutions, and goal 17 – Partnership for the Goals.

The relevant outcomes and outputs include:

- State institutions are more responsive, inclusive, accountable, and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups (UNDAF Outcome 4);
- Decentralized institutions provide more efficient, accountable, and accessible services to citizens, particularly for the rural poor and other disadvantaged groups (UNDAF Sub-Outcome 4.3);
- Relevant state institutions have improved capacity to collect, analyse, and use reliable and timely socio-demographic disaggregated data for evidence-based planning, budgeting, monitoring, reporting and decision-making targeting disadvantaged groups (UNDAF Sub-Outcome 4.4);
- Countries have strengthened institutions to progressively deliver universal access to basic services (SP Outcome);
- Faster progress is achieved in reducing gender inequality and promoting women's empowerment (SP Outcome);
- Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance (SP Outcome);
- Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded (SP Outcome);
- Capacities and systems of sub-national institutions developed to provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged (CPD Output 3.3).

The UNDP in Timor-Leste and the MSA, together with the Municipalities of Baucau and Bobonaro, official launch of the project in Maliana on 29 October 2018. Originally, the project duration was for 18 months, however, due to political volatility resulting in a late project start, the project was granted a no-cost extension, and officially ended in December 2020.

KEY ACHIEVEMENTS PER PROJECT OUTPUT

Hereunder, key achievements are reported against the pre-determined indicators and targets as per the Project Document for the project duration.

[Output 1] Priority areas in each pilot Municipality identified and agreed, promoting participation of women and youth through the UNDP ART methodology

| Indicator | Baseline (2017) | Target (2020) | Achievements by the project completion |
|---|-----------------|---------------|---|
| # of priority areas agreed with the pilot municipalities through the UNDP ART methodology | 0 | 2 | ✓ Municipal Strategic Investments Prioritization Plans ³ (2019-2023) were developed in Bobonaro and Baucau |

The development of a detailed baseline assessment for each municipality was key to the process since it allowed the municipality and the local stakeholders to analyze the problems and prioritize investments. The baseline assessment provides the basis to understand the development status and assess the municipal progress, challenges, and opportunities towards delivering the public services at local level. Based on the assessment, a detailed diagnostic report was compiled for each municipality with the aim of strengthening the capacities at the municipal level to prioritize investments and actions based on evidence.

The municipal baseline assessment was used to initiate a wide consultative and participatory process, generating, and facilitating discussions among decision-makers and other local actors on how to improve the governance of public service delivery and prioritize interventions and investments accordingly. The rationale for conducting these consultation workshops were to identify the problems and determine targeted interventions where they are more likely to be most effective, initiating an evidence-based process for decision-making in a participatory manner.

The participatory consultation workshops focused on:

1. Validating the existing data and collection of new information for each of the sectors that followed under the baseline assessment;
2. Identifying the root causes and potential factors causing some of the major problems with accessing and delivering public services;
3. Developing a stakeholder mapping for each of the municipalities with the aim of identifying the key actors that have a major contribution in the delivery of public services at the municipal level and that would ultimately be involved in the Working Group/Platform established for the implementation of the project;
4. Prioritizing the sectors for investments;
5. Visioning of the development of the municipality the next 5 years.

³A Strategic Investment Prioritization Plan, later renamed to 'Municipal Strategic Development Plan 2019-2023', is the official document that sets the direction of development of each Municipality for a period of five-year.

In total, three (3) consultative workshops were held before developing the Municipal Strategic Development Plans for 2019-2023. More than 797 community leaders participated in these workshops, in addition to more than 380 community members.

Following the thorough analysis of the data collected from the diagnostic assessment report and the consultative workshops, the development of the Plans were initiated in April 2019 via a workshop spearheaded by the Planning Directory of the MSA. The workshops were held in each Municipality to explore the guidelines for developing the Plans, following the binding guidelines as developed by the MSA.

In addition to the participatory workshops carried out in Baucau and Bobonaro, approximately 40 local government civil servants were trained on participatory planning for future developments of Municipal Strategic Development Plans.

Once the Municipal Strategic Development Plans were drafted, a wide consultative process with each of the directorates first, and later the community members, was initiated to validate the drafts. Once validated, on 24 October 2021 and 12 December 2021, the Municipal Authority of Baucau and Bobonaro, in partnership with the MSA and the UNDP, and with the generous support of the KOICA, launched the Municipal Strategic Development Plans for the next five years (2019-2023).

[Output 2] Social impact projects designed and implemented at the local level, improving the service delivery capacity in each pilot Municipality

| Indicator | Baseline (2017) | Target (2020) | Achievements by the project completion |
|---|-----------------|---------------|--|
| # of social impact projects implemented in the pilot municipalities through the project | 0 | 2 | ✓ Social-impact projects, in the form of community water systems, were implemented in Bobonaro and Baucau. |

In line with the Municipal Strategic Development Plans, the relevant parties, including civil servants, municipal authorities, and civil society, concluded that water infrastructure was the priority areas of intervention at the municipal level. Water was identified as a persistent issue and concern for local communities in both Municipalities.

In line with this priority, a detailed survey on the current water, sanitation, and hygiene (WASH) infrastructures was conducted to support the planning and implementation of the water infrastructure project to be executed as a social impact project at the municipal level. The preliminary assessment provided a better understanding of the conditions of current water and sanitation infrastructure, the maintenance cycle, and its human resources capacity, as well as provided a better insight of where infrastructure is lacking. A pre-feasibility and feasibility study of the present water infrastructures was also conducted in each municipality, to better understand the distribution, quality, and functionality of water systems. These studies

were conducted to understand the disparities of the service delivery, targeting those 'most left behind'. Based on the outcomes of the survey, pre-feasibility study, and the feasibility study, the intervention sites were selected, targeting the most deprived communities.

In line with the participatory process used for the development of the Municipal Strategic Development Plans and the identification of the social impact projects, the design and implementation of the water infrastructure by the Technical Working Groups were done in close consultation with local community members and leaders.

After the design of the water infrastructure, following the national and international guidelines, a public call was launched to select the contractor responsible for the construction of the water infrastructure projects. The successful bidding companies were selected, and the construction of the water infrastructure was initiated in the Municipality of Bobonaro first, followed by the Municipality of Baucau. In total, the water infrastructures benefit 6,677 people in both municipalities. The water infrastructure covers six sucos in total (three in Baucau and three in Bobonaro).

To ensure sustainability, Maintenance Group Facilities (GMFs) were established in each Municipality to safeguard, maintain, and monitor the functionality of the water systems.

The implementation of the water infrastructure projects initiated a gender-responsive process and planning in both municipalities. This process led to the development of 'A Guideline on Gender-Responsive Water Infrastructure' to inform the direction of future rural water supply investments in Timor-Leste. The 'Guideline on Gender-Responsive Infrastructure' was primarily developed to encourage the active participation of women in the decision-making process. The guideline identifies six entry points: 1) consultation, 2) design, 3) construction, 4) operation and maintenance, 5) governance, and 6) capacity building, where gender responsiveness and inclusion can be employed. In support of this process, two participatory workshops were held in each Municipality so to ensure the rural water infrastructure implemented is responsive to the needs of all women and girls. The workshops contributed to capacitating local actors to design, construct, and maintain water infrastructures based on evidence and through inclusive and participatory processes where the beneficiaries, both men and women, are part of decision-making.

Overall, the gender-responsive water infrastructure implemented as the social-impact projects support gender equality and the empowerment of women in several significant ways:

- Providing accessible, clean, and affordable water supply;
- Reducing the burden on women and girls in their traditional roles to collect and store water;
- Improving the health of women and girls through a reduced incidence of waterborne diseases;
- Reducing women's unpaid care activities due to improvements in family health;
- Allowing children to attend school and permitting women to undertake community development initiatives, leisure, training, income-generating activities and/or social obligations; and
- Assuring safety and security for the citizens of the community.

CONCLUSION AND WAY FORWARD

All in all, the project has completed all planned activities with all targets successfully met. The completion and success of the project shall be attributed to the partnership between the UNDP, the MSA, and the municipal authorities and communities in Bobonaro and Baucau, who, through the participatory approach drove the project forward.

The project efforts to strengthen women and girl's participation in decision-making must be recognized. The project engaged women and girls throughout the entirety of the project, not only resulting in their participation, but also making efforts to safeguard their participation in the future.

Building on the strong partnership with the MSA, the UNDP continues its support to the decentralization agenda through the UNDP - European Union (EU) led project 'Strengthening integral local development by building the capacities of the municipal authorities in Timor-Leste'. This initiative will continue to strengthen institutions in pursuit of the decentralization agenda as per Timor-Leste's Sustainable Development Plan 2011-2030.

PROVISIONAL FINANCIAL SUMMARY (Expenditure)

(REPORTING PERIOD: December 2017 – December 2020)

| Project Outputs | Dec-2017 | 2018 | 2019 | 2020 | Total | Percentage |
|---------------------|----------|----------------|----------------|----------------|----------------|-------------|
| Output 1 | - | 87,930 | 144,920 | 82,460 | 315,310 | 37% |
| Output 2 | - | 7,483 | 137,908 | 253,714 | 399,105 | 47% |
| Project Operational | - | 26,526 | 45,261 | 66,639 | 138,426 | 16% |
| TOTAL | - | 121,939 | 328,089 | 402,813 | 852,841 | 100% |

ANNEX 1. LESSONS LEARNED REPORT

PROJECT LESSONS-LEARNED REPORT

Total length of report: 2-3 pages.

Please refer to the [Deliverable Description](#) for more information on the purpose and use of this report

| | |
|--|--|
| Project Title: | See above. |
| Country: | See above. |
| Related CPAP Outcome | See above. |
| Project Description and Key Lessons-Learned | |
| Brief description of context | See above. |
| Brief description of project | See above. |
| Key project successes | <p>Please describe what has worked well.</p> <ul style="list-style-type: none"> ○ What have been the key successes of this project? <p>The key success of the project is the participatory consultations conducted to develop the Municipal Strategic Development Plans, and subsequently the social impact projects. This participatory approach has demonstrated the importance and value of engaging civil society, especially the most marginalized groups, in decision-making processes in pursuit of sustainable development.</p> <ul style="list-style-type: none"> ○ What factors supported this success? <p>The key factor that enabled this success is the project's design. The project itself was designed in close collaboration with the relevant stakeholders. This set the stage for further participation in the implementation. Additionally, the project builds on the UNDP's tried and tested ART Methodology.</p> |
| Project shortcomings and solutions | <p>Please describe what have been the main challenges of this project?</p> <ul style="list-style-type: none"> ○ What have been the main challenges/ shortcomings/unforeseen circumstances of this project? <p>The engagement and participation of women and other marginalized groups has seen some challenges. Whilst there was some level of participation by marginalized groups in the consultations, and this increased with the course of the project, it is not enough.</p> <ul style="list-style-type: none"> ○ How were they overcome (if they were)? <p>The project adopted a proactive approach to encourage the participation of women and girls, as well as other marginalized groups, in the consultations. Additionally, the project required the participation of women in the local contracting for the implementation of water infrastructure. This enabled an opportunity for women to engage in income generating activities traditionally reserved for men. The project also encourage women to participate as decision-makers throughout the project.</p> <ul style="list-style-type: none"> ○ Were the project results attained? If not, what changes need to be made to achieve these results in the future? <p>Evidently, the project has made noticeable strides towards mainstreaming and ensuring the participation of women and girls, and other marginalized groups, in the development of the plans and in the execution of the social impact projects.</p> |

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| | However, more still needs to be done to encourage further behavior change in pursuit of gender equality. |
| Lessons learned | <p>The key lessons learned are:</p> <ul style="list-style-type: none"> - Conducting a gender workshops during the design phase or earlier to develop a gender responsive design of water system infrastructure is essential to ensure women' and girls' needs are taken into account. However, women and girl's participation is not enough. A review of improved gender-responsiveness in the recipient communities revealed the further need for emphasis on gender responsiveness. Whilst women's participation in the workshops in Bobonaro and Baucau were 36% and 61% respectively, representation of women in leadership positions remains considerably low compared to men. Although the representatives were elected through a democratic process, women's reduced access to leadership opportunities poses a real challenge that inhibits both personal growth and wider societal benefits born by a fully integrated community. As such, gender-responsiveness must remain a key topic mainstreamed in future community-led rural water system interventions. - The participatory method adopted can be considered a best-practice example of the value of inclusive and participatory local development. The participatory process has laid the foundation for local ownership and responsibility, which is crucial for long-term and locally driven sustainable development. - Employing the Municipal Procurement System to select suitably qualified local contractors is key when it comes to rural infrastructure development. Additionally, once the tender documents for selecting the contractor for the construction of the water systems are ready, they should be made available in Tetum. - To guarantee the sustainability of the infrastructure, it is important to schedule more training opportunities, both for municipal staff and the maintenance group of volunteers. <ul style="list-style-type: none"> o How easy would it be to replicate the successes in a different context/ country? <p>The project is extremely replicable and scalable to other municipalities in the project, as well as to other countries, especially since the project's success and outcome is not dependent on the context and need in which it is implemented, rather it is a reflection of the local context. Simply put, the project follow the course of the solutions identified via the participatory consultations. Hence, it is not a fixed project with an already confirmed focus, instead, it is shaped after the context in which it is applied.</p> <p>Similarly, since it has successfully been done in Bobonaro and Baucau, there is opportunity for the stakeholders involved to utilize their acquired knowledge to pursue the development of Municipal Strategic Development Plans in other municipalities.</p> |
| Follow-up Actions | Explore other opportunities to apply the participatory and inclusive approach. |

| Project Information | |
|---------------------|------------|
| Award ID: | See above. |

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| CO Focal Points: | Youngchan Kim (Head of Democratic Governance Unit): youngchan.kim@undp.org |
| Partners: | Directorate-General of Administrative Decentralization (Ministry of State Administration) Municipal Authorities of Bobonaro and Baucau |
| Project resources: | See above. |
| Report prepared by: | Ebba Nygren, Democratic Governance Unit Programme Associate |
| Date: | 28 th March 2021 |