Project Final Report 2008-2012

Support to Civil Service Reform in Timor-Leste
'Strengthened Management of Administrative Reform'

PMIS data entry and validation

PMIS ICT Staff of CSC on Training

Inter-ministerial meeting on Civil Service

Orientation from Chief PMIS CSC to her staff

Swearing in ceremony of 13,000 civil servants converted from temporary to permanent

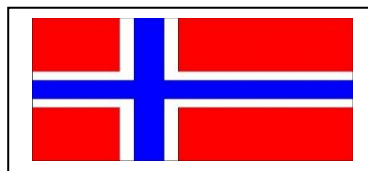*Civil servants at the district are in the queue during Civil Service Census 2010*

TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS

AAP	Annual Action Plan
AMP	Aliança Mayoria Parlamentar
AusAid	Australian Agency for International Development
ACC	Anti-Corruption Commission
CFP	Comissão da Funcão Pública
CSC	Civil Service Commission
CoM	Council of Ministers
CTA	Chief Technical Advisor
CDAP	Capacity Development Action Plan
CDCU	Capacity Development Coordination Unit
DEX	Direct Execution
DNS	Domain Name System
DHCP	Dynamic Host Connection Protocol
DSDM	Dili Sanitation and Drainage Masterplan
DAM	Diagnostic Assessment Mission
EA	Executive Adviser
EMIS	Educational Management Information System
FMIS	Financial Management Information System
FAQ	Frequently Ask Questions
HRD	Human Resource Development
HR	Human Resource
HRM	Human Resource Management
IDA	International Development Agency
IOCS	Interest on Cost Sharing
ICDS	Institutional Capacity Development Support
INAP	Instituto Nacional de Administração Pública
MoFA	Ministry of Foreign Affairs
MoF	Ministry of Finance
MAFF	Ministry of Agriculture Fisheries and Forestry
MSATM	Ministry of State Administration and Territorial Management
MCDAP	Ministerial Capacity Development Action Plan
M&E	Monitoring and Evaluation
NDPS	National Directorate of Public Service
NDP	National Development Plan
NDPEAC	National Directorate of Planning and External Assistance and Cooperation
OPM	Office of the Prime Minister
PSM	Public Sector Management
PSCDP	Public Sector Capacity Development Programme
PMIS	Personnel Management Information System
PM	Prime Minister
RDTL	República Democrática de Timor-Leste

SCSR	Support to Civil Service Reform Project
SDP	Strategic Development Plan
SecCFP	Secretariado da Comissão da Funcão Pública (Secretariat of the Civil Service Commission)
SIP	Sector Investment Plan
SWG	Sector Working Group
TASI	Temporary Advisory Support Initiatives
TWG	Technical Working Group
UNDP	United Nations Development Programme

A. Executive Summary

The UNDP Support to Civil Service Reform (SCSR) Project was designed to build on the achievements and lessons learned from previous projects of UNDP support to Public Administration since the early stages of civil service establishment in Timor-Leste in 2002. It was also aimed at addressing emerging challenges the Timor-Leste's Government faced in managing the continuing development of the civil service. The project was revised in January 2008 to reflect changes in the government machinery (resulting from the 4th Constitutional Government established in August 2007) and a shift in emphasis from capacity support to longer-term sustainable capacity development interventions for civil service management. The Project, initially scheduled to end in December 2012, was extended to 2012 in order to enable finalization of some of the project outputs that were commenced late because of the changes of the government structure and late approval of legal framework.

The project had four key outputs:

1. A Management Information System is in place that enhances transparency and supports personnel processing and strategic planning of human resources in the civil service;

2. Strategic management of civil service is enhanced (strategic plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles);

3. Mechanism in place for the provision, management and monitoring of technical assistance in response to well-identified capacity development needs;

4. Efficiency and sustainability of capacity development efforts enhanced through targeted training and development of civil servants to increase the core capacities of the government. The output four of the project was not implemented due to insufficient budget as the project potential donors changed their approach to bilateral support.

Despite the challenges of financial resources, the project was able to deliver several targeted results. The key achievements are the advisory support to line ministries and state institutions and the provision of technical support to develop medium-term strategic plans and annual action plans of Ministries of State Administration and Territorial Management, Social Solidarity, Foreign Affairs, and of the Civil Service Commission RDTL that were prepared and approved. Guidelines for Medium-Term Strategic Planning were also developed and submitted to the Government.

Project's policy results were also achieved through missions of Hon. Steve Bracks, Senior Policy Advisor to Prime Minister RDTL, since 2008 to advise the Government on governance issues including on the development and implementation of the Timor-Leste Strategic Development Plan 2011-2030; the establishment and functioning of the Civil Service Commission RDTL and the Anti-Corruption Commission; the design and implementation of the Dili Sanitation and Drainage Master Plan; and the Social Security scheme.

Development and implementation of a Personnel Management Information System (PMIS) for efficient management of civil service was one of the key results of the project. First phase of PMIS development was completed and the key features of the system are functioning including access by users (Human Resource staff) from line ministries. Data of 28,503[1] civil servants of Timor-Leste (Permanent and Temporary) collected from the 2010 Civil Service Census has been entered in the system. However, the cleaning and validation of about 20% of the data is still to be finalized. The Civil Service Commission is confident of its ability to manage the current system and to develop the next phases of the system with Government financial resources. This has also been reinforced by a recent agreement signed between the Minister of Finance and the President of the CSC to ensure an interface between the PMIS and the payroll system. The President of the CSC is a strong champion of the PMIS and has a clear vision of the PMIS development and is able to articulate it clearly[2].

B. Background

The UNDP Support to Public Administration was initiated with its "200 Post Programme" commenced in 2002 to respond to the needs of the First Constitutional Government. A four year (2002-2006) Programme Package of UN support to the government, Institutional Capacity Development Support (ICDS), was designed and implemented to strengthen the capacity of the Government of Timor-Leste by providing personnel assistance in the form of mentors and advisors to key government departments in support of their efforts to promote sustainable development and poverty eradication. The Project raised over US$14 million in four years, to provide 152 international advisors, filling over 110 nationally identified positions in 25 state institutions in parallel to bilateral partners' support for 43 more positions in a coordinated effort at capacity development, representing a combined 73% successful recruitment rate against the targets of the critical list of advisors required.

In parallel to ICDS, the Capacity Development for Human Resources Management in the Civil Service Project (HRM Project) was also being implemented by UNDP. The objectives of the HRM project were threefold: (1) to support the development of appropriate HRM legal, regulatory and operational frameworks and policies; (2) to improve HRM and skills within the civil service through capacity development of selected target groups; (3) to develop the capacity of the national public service training institute (INAP). The objectives were revised in 2004 to bring them in line with the three-pillar capacity development model (systems and processes, skills and knowledge and attitudes and behavior). The revised outcomes of the project were: (1) Civil servants are better skilled and knowledgeable in HRM, organizational development as well as in certain common functions; (2) Systems and processes (including policies, laws and regulations) to support HRM and capacity development planning and monitoring have been developed and streamlined in the core HRM agencies and Units; and, (3) Attitudes and behaviour of civil servants have been improved in support of a more ethical,

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[1] Data extracted from Civil Service Commission RDTL PMIS as off 31st December 2012.
[2] UNDP Support to Civil Service Reform (SCSR) Project Final Evaluation Report, 2012.

transparent, accountable, client and results-oriented civil service. The project was implemented till 2007. The project supported the development of the Civil Service Act that provides the legal framework defining the rights and obligations of public servants and lays the basis for further policy development in civil service management, the development of the Personnel Management Information System (PMIS) for personnel records of public servants, and upgrading of the former Civil Service Academy into a National Institute of Public Administration (INAP) including a corporate plan for INAP was developed. The initiative ended in June 2006.

To sustain the ICDS and the Capacity Development for Human Resource Management for Civil Service (HRM) initiatives and in light of new developments, including the growing involvement and substantive financial support to the implementation of the Sectoral Investment Plan (SIP) by multilateral and bilateral donors, UNDP revised its two projects operational in the sector (the HRM project and the ICDS project) in September 2006 to ensure alignment of UNDP's new project with the priorities identified by the SIP Working group. The revised project included an objective to sustain the Temporary Advisory Support Initiative (TASI) Project (2007-2008) which was designed and implemented to provide mechanisms for short-term and targeted technical assistance in line Ministries transitioning from the 2002-2007 Government to the 2007-2012 Government. The SCSR Project was again revised in mid 2007 to respond to a series of challenges that the Timor-Leste's Government faced while managing the continuing development of the civil service. It was also revised to reflect changes in the government machinery (resulting from the 4th Constitutional Government established in August 2007) and a shift in emphasis from capacity support to longer-term sustainable capacity development interventions for civil service management.

The SCSR project was designed for the period of January 2008 to December 2010. Delays in some of the legal frameworks and changes in the structure of the government, particularly the creation of the Civil Service Commission RDTL, impacted the implementation of some of the project activities. The development and implementation of the first phase of the Personnel Management Information System (PMIS), in particular, required extension of the project period to 2012.

The main goal of the UNDP SCSR project was to *"support the development of strategic capacities required to enhance management of the civil service and to increase national ownership of the capacity development process and the management of advisory support in line with well-defined needs"*.

The Project Outcome: Key planning and information systems are in place and staff are trained to support the progressively sustainable management and operation of the civil service in Timor Leste.

To achieve the goal and outcome of the project, four main project outputs were:

1. A Management Information System is in place that enhances transparency and supports personnel processing and strategic planning of human resources in the civil service.

2. Strategic management of civil service is enhanced (strategic plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles).

3. Mechanism in place for the provision, management and monitoring of technical assistance in response to well-identified capacity development needs.

4. Efficiency and sustainability of capacity development efforts enhanced through targeted training and development of civil servants to increase the core capacities of the government.

C. Project Management

The SCSR project was implemented by UNDP under Direct Execution (DEX) Modality. Hence, the overall management responsibility and accountability for the disbursement of funds for the implementation of the project was with UNDP. The day-to-day implementation of the project was by the Chief Technical Advisor (CTA) supported by a project management team. Shortage of project fund shifted the management of the project to directly within the Governance Unit of UNDP since late 2010.

The establishment of the 4th Constitutional Government, and subsequent changes to its machinery of government, changed the counterpart arrangements for key components of the project in 2007. This includes the TASI Fund, whose previous counterpart Capacity Development Coordination Unit (CDCU) in the Office of the Prime Minister, was disbanded and reported directly to the Ministry of Finance.

The revised SCSR project was initiated in 2008 with Ministry of State Administration and Territorial Management (MSATM) chairing the Project Board and co-chaired with UNDP. In line with the large scope of the project which covered a range of line ministries and state institutions of RDTL, the counterparts of the project had been the Ministry of State Administration and Territorial Management (MSATM), the Secretariat of State for Administrative Reform, the National Directorate for Public Service MSATM, the National Institute for Public Administration (INAP), and the National University. During its implementation national counterparts were broadened to include the Ministry of Foreign Affairs, Ministry of Social Solidarity, the secretary of State for Council of Ministers, and the Office of the Prime Minister RDTL.

Following the establishment of the Civil Service Commission (CSC) RDTL in 2009, previously the National Directorate for Public Administration MSATM, the project management arrangements were coordinated with the CSC. From 2010 till 31st December 2012 (the completion date of the project), all project management decisions were made by the Project Steering Committee meetings participated by the leadership of the CSC and UNDP. Close partnership was also established with the UNMIT, particularly Democratic Governance Unit, on the implementation of the TASI Project which was later on merged to SCSR, and with the AusAID mainly the Public Sector Capacity Development Program (PSCDP)

D. Project Performance: Key activities and Results of the Project under Each of the Project Outputs

Output 1: A Personnel Information Management System (PMIS) is in place that enhances transparency and supports personnel planning and strategic planning of human resources in the civil service.

Lack of an integrated centralized system for accurate, comprehensive and readily accessible manpower information in civil service was identified as a priority need of the Government of Timor-Leste for effective planning and management of civil service. It was also expected to have an information system that can integrate Human Resource Management (HRM) from all line ministries and the payroll system within Ministry of Finance RDTL. Therefore, the PMIS was identified to be developed and implemented during the previous projects of UNDP support to the sector.

The development of the PMIS was initiated when a contract of US$984,904.03 was signed in November 2006 between UNDP and the Quidgest Company (a Portuguese Company) to develop the system. The contract provided for a three years development and five years of software technical support. Eight (8) expected outputs were drawn in the contract and delivered by the company which include: i) an assessment and upgrading the technical condition of the Government of Timor-Leste for the implementation of PMIS; ii) assess, recommends and design the regulations, operations procedures, inter-ministerial operational (work-flow) mechanisms, for the implementation of PMIS; iii) the establishment of PMIS within the Government of Timor-Leste as an integrated information system with records of information of all civil servants to support management and reporting in Portuguese language; iv) development of PMIS operating Manuals in both official languages, Portuguese and Tetum. The three manuals include a) the manual on the overview of PMIS; b) comprehensive operating procedures for NDPS and Payroll Office including a guide to using the report writing and a basic manual for line ministries and offices for their basic operations; c) a comprehensive technical manual for IT support staff; v) training of users across line ministries on operations, applications and maintenance of the PMIS. It also includes training of ICT staffs as main operators and maintenance in three Ministries: Infrastructure, Justice and MSATM; vi) the development and approval of 3-year PMIS Development Strategy, in Portuguese and English, that identifies needed actions and resources to enable the Government of Timor-Leste to fully utilize the system within three years after the establishment of the system. The strategy includes recommendations on future linkages with other ministries, offices, and the payroll system and installing of different modules/functionalities in accordance with the necessary policy/legal development in the civil service in the country in the future ; vii)development of a PMIS folder documenting all software support agreements and software copyright; viii) software technical supports.

Following the changes of the government from the Third to the Forth Constitutional Government of Timor-Leste in 2007, system development did not commenced as

provided in the contract with Quidgest Company. The development of the system only started in mid 2007.

Key Achievements and Challenges of PMIS Development in 2008
During 2008 the key PMIS development and implementation results were part of the progress toward the full implementation of the system in 2009. It includes collection, entering and validating of civil servants data from line ministries, offices and state agencies into the system. Cross-checking of records between PMIS and Free Balance Payroll system to ensure that it is utilized in budget planning purposes in 2009, physical connectivity of PMIS from Ministry of State Administration and Territorial Organization to line ministries to enable online updating of civil service personnel records. Capacity building of NDPS staff by recruiting four (4) IT staff to be trained as future IT staff of PMIS. It also include further development of the PMIS to adjust to the newly approved Civil Service Career Regime and Performance Evaluation and continued to liaise with the Treasury Department of Ministry of State Finance to ensure PMIS data are utilized for payroll purposes.

Several factors delayed the full implementation of PMIS in 2008: (i) connectivity problems where many government agencies were disconnected from the Government network, preferring to source their internet services through VSAT, which is a public network outside of the government network; (ii) the absence of human resource management (HRM) guidelines for leave and attendance created confusion amongst agencies surrounding the level of delegation; and (iii) the variable HRM practices, particularly relating to the recruitment of temporary staff, resulted in incomplete documentation for validating personnel information in PMIS.

Several **key lessons** are drawn from the experience of 2008. The declaration of 2008 as the Year of Administrative Reform was reinforced by the continued development of key institutional reforms, namely the CSC (Civil Service Commission), the Anti-Corruption Commission (ACC) and to strengthen the financial and performance auditing systems of the Government. Legislation for the CSC and ACC were being considered by the National Parliament and legislation for the establishment of the Chamber of Accounts was anticipated to be finalised within the first quarter of 2009. The Government also showed greater ownership of the use of technical assistance, with many advisors moving from project funding to state budget funding, resulting in a higher level of accountability of performance to the Government.

Key Achievements and Challenges of PMIS Development in 2009
In 2009 the SCSR project continued with the national implementation of the PMIS database, including the continued training of key users and the validation of personnel data across all ministries, including training of PMIS users. A PMIS implementation advisor was recruited in July to review the training materials previously developed by Quidgest Company and to design a more comprehensive training program for HR users (3 days) and managers (1 day). Approximately 200 PMIS users trained by Quidgest many have since been transferred or have not had their temporary contracts continued. Therefore a list of Human Resource staff from line ministries, offices and state agencies

were identified to receive training as PMIS users. During the period January to December 2009 a total of 97 participants received training, representing 19 government ministries and agencies. This included 12 new staff who had recently joined the Civil Service Commission. This training continued throughout 2010 and was reviewed to consider the effectiveness of the training and to decide on further support that may be needed.

The other results delivered during 2009 under the support to the development of PMIS also included the technical and financial assessment of the tendering process for the printing of ID Cards for civil servants and the supply of ID Card printers. A preferred supplier was identified to supply and install the equipment. The printing of the ID Cards for existing staff will take place once digital photos and signatures for all civil servants located in all districts are captured.

The project continued to work with the Ministry of Infrastructure to connect PMIS to line ministries and state agencies to be able to view data and to enable updating of PMIS. The technical support for the physical connection of these offices was closely coordinated with Ministry of Infrastructure. In June 2009, a follow-up ocular visit was conducted in the line ministries to check on the technical conditions for PMIS accessibility including network connectivity, equipment used, network and computer viruses and threats, etc. The objective of this activity was to ensure that the status of the network is stable and PMIS is online and accessible to all agencies. Further development of the connectivity was agreed to be in 2010.

Continuing development and enhancements were made during 2009 on PMIS based on CSC and line ministry's requirements. The English version of the PMIS web portal was enhanced and the data validation or census forms and log sheets were developed for the data validation exercise.

Discussions continued in 2009 with the Ministry of Finance and a Free Balance consultant who had undertaken an assessment in June 2009 to assess the technical requirements for establishing a link between PMIS and the payroll system. The President of the CSC continued to discuss this matter with Minister of Finance for the implementation.

Key Achievements and Challenges of PMIS Development in 2010
The revisions and approval of the Civil Service Law no 8/ 2004 and the Law No. 7/2009 demanded adjustment of the PMIS to the newly approved law. Therefore, the development of PMIS concentrated on modifications, developments and improvements of the system during the year. The 2010 release concentrated its modifications on the functional level. The main examples include the locking of validated records; the automation of the staff position for permanent personnel; the automation of contract termination for temporary staff; and the creation of global/permanent/ temporary filters for most reports. It also included all system administration tasks were integrated into the main PMIS module, simplifying procedures such as the definition of new users at the ministry level and their relating permissions. The PMIS overhead title was modified from *SecCFP* to *CFP*, reflecting the establishment of the Civil Service Commission as an independent entity in accordance with the revised civil service law. Some of the menu

forms were revised in order to better reflect the personnel management procedures in place.

During 2009, all ministries were connected to the web-version of PMIS. It was identified that a total of 22 (out of 26) ministries were able to access PMIS. The remaining ministries were targeted to be able to access PMIS during 2010. However, in 2010 the linkage between the personnel data maintained by the CSC and the line ministries was disconnected, including disconnection of the linkage with the Ministry of Finance (as the agency responsible for payroll processing). The decision to interrupt the connection was made with the purpose of waiting for the completion of the Civil Service Census including the completion of validation in the PMIS. Once the validated data from the census has been reflected in the system, the connection will be reactivated.

Civil Service Census data collection, 2010

Coordination meeting among Human Resource Directorates from Line Ministries and state agencies at CSC

The ICT Infrastructure of the PMIS was maintained and was updated. The UNDP-funded national PMIS ICT Administrator and the two National Trainees, namely the Computer Technician and the Networking Assistant regularly provided maintenance and troubleshooting of the system. In addition, the ICT system and Networking infrastructure of the CSC upgrading was designed and proposed to the leadership of CSC in December 2010. It includes proposal for the establishment of internal CSC e-mail networking system, website, and a temporary file server.

The Civil Service Commission, with the support of SCSR project, undertook a civil service census of all permanent and temporary civil servants countrywide in May 2010. All the civil servants data collection was completed in December 2010. By 31st December 2010, more than 21 thousand civil servants' data from all ministries and state institutions at national and at the 13 districts had been collected. The resultant updating of the PMIS database was aimed to enable, for the first time, to effectively manage a human resource planning across the civil service. Moreover, it was also aimed to enable an automated payroll processing system.

Key Achievements and Challenges of PMIS Development in 2011
The year of 2011 was the forth year of the PMIS software follow up technical tupport under the contract between UNDP with the Quidgest Company for the development of

PMIS as part of the overall first phase of the four phases planned for PMIS development. The results delivered during the year include installation of the PMIS 2011 release, changes and addition to the menus of the system, adjustment of the system to the newly approved laws and regulations on civil service, advisory support to the CSC on the software, and technical maintenance to the system. Technical support was also provided for short-term interventions such as power failure related issues, system glitches, procedural clarifications, urgent reporting needs and data-matching exercises. *The 2011 PMIS release* was installed during the first semester, containing technical improvements in line with the latest releases of Microsoft technology, including Windows 7 and a new Microsoft Office-style ribbon-based interface. The new version included a fully revised system menu, expanding the data-filtering and presentation options, in a much more intuitive and attractive platform, in line with state-of-the-art best practices. Work were also performed on the Tétum language add-on to PMIS, in accordance with a Civil Service Commission request, with implementation scheduled for December 2011

Support provided to the *Teacher's Career Conversion* included: Providing continued support to the evolving reporting requirements in PMIS associated with this legal change; Supplied PMIS-EMIS-Payroll integration test data in accordance with the models delivered to the Ministry of Finance in 2009 which is still waiting for definitive approval. Quidgest also supported for the PMIS number to be filled for each employee record in the Payroll System, in order to allow for the future seamless integration of both systems; Automatically converted all teachers to the new career regime, based on the lists provided by the Ministry of Education. This task exempted users at the Commission from having to manually convert each teacher individually. Due to the difficulties felt by the Ministry of Education in providing these lists in a timely fashion, the procedure was implemented in steps instead of a single all-encompassing moment.

Support provided to c*onversion of temporary to Permanent civil servants* included: Data assignment was performed in the massive conversion of temporary employees to permanent in accordance with recent governmental decisions, the Resolution of the Council of Ministers No.42, 17 November 2010. Efforts made to contribute to the development of automatic procedures implemented to avoid the need for manually converting each individual employee file to the new situation.

Support also provided to the *Performance Evaluation Reporting* included: 2011 the first year in which the new performance evaluation regime was implemented in the civil service. This brought consequences on the employees' career which requires changes in the PMIS system. Following the request from CSC, new reports as well as substantial changes to the existing report was conducted in order to cope with the increased demands from all state agencies for structured information in this area.

The project also supported the CSC Civil Service Census data collection and completion which was only completed by the end of January 2011. However, the documents of the civil servants contained deficiencies and errors that required re-submission consumed an additional time-frame. By end of January 2011, a total number of 26,374 civil servants' (temporary and permanent) documents were received.

CSC staff are entering and validating civil servants data into PMIS system

The staff of the Commission and relevant staff of all line ministries and state agencies continued to joint efforts, with the support of UNDP SCSR Project advisors including four national consultants recruited for the period of July to October to support acceleration of the civil service data entry and data validation in PMIS. The work included document checking, data entry into PMIS, and validation and closing in the system. As the result, by the end of 2011, a total number of 17,882 civil servants' data entered into the system, validated and closed. A total of 9,410 records were entered into the system but are to be validated and closed. From the total number of data validated, 168 cases were eliminated as identified having duplication of document, and detected 102 cases of civil servants without Timorese nationality. The data validated and closed above included the registration of 5,750 civil servants approved as having compliance with the teacher career regime and 11,847 civil servants converted from temporary to permanent, registration of 56,439 descendents and of 12,770 spouses of civil servants, inserted 71,973 trainings accomplished/attended by civil servants, and 28,273 certificates of academic qualifications of the civil servants.

Ongoing training of 2 CSC Future ICT staffs

To have a standard basic profile of civil servants data, a technical group was established comprising of technical staffs of Educational Management Information System (EMIS) of Ministry of Education, technical staffs of Payroll/Financial Management Information System of Ministry of Finance RDTL and technical staff of the PMIS from the CSC RDTL. The working group conducted regular meetings to review and agree upon standard civil servants data.

During 2011, the project also provided ICT support to CSC on procurement of ICT equipments, connectivity of CSC to the National Connectivtiy Project-Ministry of Infrastucture (NCP-MoI) using Wi-MAX for offering internet during working hours to allow them to send and recieve email, connectivity to link PMIS database to Ministries that have connnection through Wi-MAX, and supported the development of a Gateway and Proxy Server to be able to manage Cliente of Internet Bandwidth for CSC office**.** The Project also continued to support securing and maintaining the ICT system of the CSC where the PMIS set-up. It includes DNS Server, DHCP Server, Print Server and PMIS/Database Server for ensuring it is functioning and stable, carried out weekly maintenance of the computers at to function properly including conducted Network

System Evaluation and maintenance. The two staffs were officially absorbed into the structure of the Commission from 1st December 2011. Despite having been absorbed as civil servant of the Commission, training on their role and functions continued.

Photo together CSC, UNDP, and IDA Singapore (MoFA Singapore) after the presentation of the Result of the Diagnostic Assessment Mission in 2011

To review the implementation of the strategies of the Civil Service Commission RDTL including the development of PMIS, a Diagnostic Assessment Mission for the purpose was deployed under the joint-cooperation between UNDP and the Ministry of Foreign Affairs Singapore during 19th July to 2nd August 2011. Five main findings and their recommendations were presented in the DAM Report. These areas, *Systems, People, Processes, Governance and communication & change management* [3] were identified as required enhancement. Therefore, the mission also proposed recommendations for further actions against each of these five key areas. The recommendations were: 1.) To address the system enhancement, it is recommended to the ICT system (s) in order to better support the business needs of the CSC; 2.) On the people, the ICT capacity and capability of staff within the CSC, as well as the specialized technical resources in the local Timor-Leste workforces are both critical to be addressed. 3.) To address the process enhancement, it was recommended to the processes used by various departments in the CSC to achieve its strategic objectives. 4) In the area of Governance, it refers to the structure setup to ensure accountability and ownership of projects executed in the CSC internally, as well as projects involving the CSC and other agencies. 5) In the area of communication and change & management, this refers to the approach of communicating the changes and values that PMIS brings to employees in the CSC and other agencies.

Key Achievements and Challenges of PMIS Development in 2012
The year 2012 was the last year of the five years software technical support under the contract between UNDP and the Quidgest Company to develop the PMIS. The support during the year included the installation of 2012 PMIS release containing a series of functional and technical improvements in line with Civil Service Commission requests and technological evolution. The main innovation was, however, the Tétum version of PMIS, which can now be used by any user in either Tétum or Portuguese. Some adjustments were also made to the system to accommodate the needs of Social Security (Pension) Regime, Teacher Career Regime under Ministry of Education and the Special Career Regime of health sector civil servants.

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[3] UNDP-MoFA Singapore, 2011, *Diagnostic Assessment Mission for the Civil Service Commission (CSC) Strategic Review Report*, pp.8-10

The Project also continued to support validation of civil servants data collected from Civil Service Census conducted in 2010. As of 31 of December 2012 the progress of civil servants data validation in PMIS was as follows: a) Total number of civil servants registered in PMIS is *28, 503* (permanent and Temporary); b) *21,572* civil servants data validated and closed as definitive personal profile in PMIS leaving *5,943* civil servants data to be validated; c) *988* civil servants data with cases therefore they are pending validation. These include those non-Timorese citizens, those with false documents, incomplete documents, and incorrect documents.

During the last semester of 2012 some efforts were made to integrate PMIS information into Educational Management Information System (EMIS) of the Ministry of Education (MoE) RDTL conducted. The PMIS information on teachers, and staffs of Ministry of Education and its regional offices in the 13 districts were integrated into PMIS through a process of engaging staffs from the MoE and of the SCS with technical support from Quidgest Company.

Training of CSC staffs to be future PMIS System Administrator in 2012

To complete the targeted needs of users and system managers need, trainings were conducted both by Quidgest Company and by the UNDP PMIS Implementation Advisor to the Civil Service Commission RDTL. Two rounds of trainings to the new users and refresher to the existing users were conducted during the year. In March a team of Quidgest consultants provided a five days intensive training to seven (7) Civil Service Commission staff members designated as PMIS Administrators, of which six completed the training successfully. The training focused on developing PMIS administration capabilities, in order to build a core PMIS team at the CSC, and to enabling the independent use of the system from a functional point of view. The PMIS Implementation Advisor also conducted two trainings to 151 PMIS users, new users and refresher to the existing users. The first training was conducted on 18-19 September attended by 82 participants from 16 state institutions. The second training was conducted from 20 to 21st September and was attended by 69 participants from 20 state institutions.

The Project also continued to support securing and maintaining the ICT system of the CSC where the PMIS set-up. It includes DNS Server, DHCP Server, Print Server and PMIS/Database Server for ensuring they are functioning and stable. The support also included carrying out weekly maintenance of the computers so as to function properly including periodic Network System Evaluation and maintenance.

The project, through the PMIS Implementation Advisor, also continued to provide advisory support to the Civil Service Commission on development and amendments to policies and legal framework relevant to civil service particularly those relevant to the needs for adjustment of PMIS. These include the Laws on Civil Service Training and Capacity Building, the Social Security Law, Teacher Career Regime under Ministry of Education and the Special Career Regime of health sector civil servants. The support contributed to the approval of the laws and adjustments of the menus of PMIS to accommodate the changes in the laws.

> **Output 2: Strategic management of the civil service is enhanced** (strategic plans developed, Ministerial functional reviews conducted, roles and responsibilities of organisational structures clarified, staffing plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles).

Key Achievements in 2008
The first focus of this project output in 2008 was to re-orient its counterpart arrangements with the National Directorate for the Public Service as the primary counterpart. This position has since changed to the Director-General, Secretariat for the Establishment of the CSC within the Office of the Prime Minister as part of the transitional arrangements pending the approval of the CSC legislation.

One of the Project's supports in early 2008 was on assisting the Government to develop the National Priorities with 6 Priority areas. In collaboration with the Ministry of Finance and the World Bank the project assisted the development of goals and quarterly targets which were presented to the Timor-Leste Development Partners Meeting held on 28 & 29 March 2008. The priorities hence translated down to support each line ministries to develop their medium term strategic planning. The impact of this lack of a national medium term plan for the SCSR project has been to limit the planned capacity development support to central and line agencies. Despite the absence of a national medium term plan, several ministries requested assistance from the project to develop their agency plan. To facilitate and harmonize strategic planning in each of the line ministries across the Government, the project supported the development of guidelines and tools. In December, the work commenced with the Ministry of Social Solidarity's strategic plan including capacity development strategy and action plan and monitoring and evaluation mechanism.

The SCSR Project also supported Government officials to participate in workshops to consider requirements for implementation of the UN Convention Against Corruption. The project also supported a number of initiatives in 2008 which had not been identified when the annual work plan was established. These areas included: (i) support to the development,

implementation and review of the Government's 2008 National Priorities; (ii) technical assistance to the Ministry of Finance on the design of an aid effectiveness unit; and (iii) collaboration with the Partnership for Democratic Governance to identify future project opportunities to strengthen delivery of services, particularly at the local level.

Key achievements in 2009
During 2009 the development of the Medium-term Strategic Plans for Ministry of Foreign Affairs and Ministry of State Administration was completed. The support also included the development of strategic planning guidelines. The development of these plans was important not only to provide a 4 years 'road-map' for the concerned agencies but also as lessons-learned for the newly created Civil Service Commission. Guidelines, which were drafted by the consultants to describe the process by which the planning was undertaken, were shared with the Civil Service Commission as part of its mandate to develop good practice guidelines across the civil service.

During 2009, after the establishment of the Civil Service Commission RDTL, the project supported institutional strengthening of the newly established Civil Service Commission to develop its five years Strategic Plan 2009-2014. The Plan was approved and launched in January 2010.

Key achievements in 2010
The support to development of Strategic Plans and Annual Actions Plans to Ministry of Foreign Affairs and Ministry of State Administration and Territorial Management competed in 2010. Guidelines, which were drafted by the consultants of the project to describe the process by which the planning was undertaken, were shared with the Civil Service Commission as part of its mandate to develop good practice guidelines across the civil service. The guidelines linked with the Budget preparation guidelines developed by the Ministry of Finance.

One of the key activities of the project during 2010 was the provision of policy advisory support to the Office of the Prime Minister. During the year Hon. Steve Bracks, senior governance policy advisor to the Prime Minister, undertook five missions (March, May, August, October, and December) in Timor-Leste to advise the Government targeting three main issues raised by Prime Minister in the previous year's visit. *The first* one related to the release of *"From Conflict to Prosperity, and the Timor-Leste Strategic Development Plan 2011-2030" summary* in April. The s*econd was* on the provision of advices to the Civil Service Commission concerning a retirement income for civil servants. *The third* was on the submission of the offer by the State of Victoria, Australia, to assist with the development of a master-plan for sanitation and drainage in Dili. His missions also targeted strengthening the liaison role between the Government and Parliament to ensure clear understanding of bills being presented, and strengthening of the newly established Civil Service Commission RDTL.

18

DILI SANITATION AND DRAINAGE MASTERPLAN

Key achievements in 2011

Following the completed advisory support of the Project in line ministries in 2010, during 2011 the Project continued to support the Government of Timor-Leste to provide technical assistance in limited areas. Several missions of Hon. Steve Bracks to Timor-Leste to provide advises to the Government were conducted during the year. The first mission was in 9 to 13 May, the second mission was from 11 to 15 July and the third mission was in 5-8 September, and the last mission was from 7 to 11 November 2011. Most of the missions during the year have been on priorities of supporting the finalization of the Timor-Leste Strategic Development Plan (SDP) 2011-2030, the finalization of the Dili Sanitation and Drainage Masterplan (DSDMP), Pension and Retirement Income Policy development, and advisory supports to strengthen the capacity of the State Oversight Institutions such as CSC, CAC, and Financial audit, and other initiatives.

Key achievements in 2012

During the year, the focus under this project output was the same as in the previous year which was to provide policy advisory support to the Office of the Prime Minister RDTL by Hon. Steve Bracks four missions to Timor-Leste in March, May, July, and October. The focus had been on the implementation of the Timor-Leste Strategic Development Plan 2011-2030. These include the advises to Anti-Corruption Commission (ACC) on Anti-corruptions and financial audit, advisory support to Prime Minister and the Civil Service Commission RDTL on Social Security/pension/retirement income policy, on Dili Sanitation and Drainage Master Plan implementation, and other governance related issues.

Output 3: Clear mechanism is in place to provide, manage and monitor technical assistance in response to well-identified capacity development needs.

Key achievements in 2008

The absence of medium-term plans at national and sectoral levels has resulted in many capacity development programs of the project targeting technical advisory support and short-term training and development programs. During 2008 a total of 19 advisors were used however by the end of December this number has been further reduced to 7. Several of these advisors were funded directly by the State budget, demonstrating the Government's ability and commitment to maintain technical assistance in areas where national capacity is unavailable.

The specialized nature of the technical assistance limited the availability of national counterparts to be able to partner with the advisors provided through targeted technical assistance in several line ministries and state agencies. Despite this, strategies have been negotiated with counterpart agencies to ensure that there is transfer of knowledge and skills. For example whilst there were no national staffs with legal qualifications in the Secretariat of State for the Council of Ministers to support the work of the UNDP legal specialist, national staff were encouraged to undertake part-time legal studies. The Ministry of Foreign Affairs engaged law graduates to work alongside the UNDP legal advisors in an effort to strengthen the capacity of the Ministry to carry out its international responsibilities in a sustainable manner.

Some of the other key results have been guidelines developed for provision of technical advisory support and shared with counterpart agencies. Donor mobilization efforts were undertaken. However no funds could be mobilized.

Key achievements in 2009

During 2009 the SCSR project continued its support the Government of Timor-Leste to provide technical assistance in key strategic areas of the administration. Advisory supports were provided to the Office of the Prime Minister (OPM) RDTL, the Council of Ministers (CoM), Ministry of Foreign Affairs (MoFA), and the Civil Service Commission RDTL.

The support to the Office of the Prime Minister include, the missions of Hon Steve Bracks, the Senior Policy Advisor, to continue provide advisory support to the Office of the Prime Minister RDTL. An Executive Advisor also continued to support to the management and operations of the Office of the PM specifically on the implementation of administrative systems, including records management, coordination of priorities for the PM and capacity development support to the national staff within the Office.

The supports to the CoM were through *Legal Advisor on Defence and Security* to reviewing all legislations presented to the Council of Ministers to ensure alignment with the Constitution and international law requirements. The adviser also supported inter-ministerial committee meetings on security and defence issues ensuring harmonisation and coherence of legislation being developed for the military and defence organisations.

Legal Advisory support to MoFA was on the development of Legislation/International Laws and treaties and domestics legislations. Training of MoFA staffs on the nature of implementation and reporting obligations related to any signed or ratified International Agreements and Treaties. Preparing briefings and speeches concerning International Treaties, Conventions and Agreements as required. Supports were also provided to

MoFA in the Joint Commission meetings between Australia and East Timor for the Timor Sea treaties (Petroleum and Natural Gas related treaties). Supports were also provided to this Ministry on comprehensive, sustainable reporting methodologies of the Ministry, on International Criminal Court, and on Coordinated the accession of East Timor to the: (a) Kyoto Protocol; (b) The International Coffee Organization; (c) The United Nations Convention against Corruption; (d) United Nations Convention against Transnational Organized Crime; (e) Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime; (f) Protocol against the Smuggling of Migrants by Land, Air and Sea, supplementing the United Nations Convention against Transnational Organized Crime; (g) The Hague Convention on Protection of Children and Co-operation in Respect of Inter-country Adoption; (h) Convention relating to the Status of Stateless Persons, of 1954; (i) The Convention on the Reduction of Statelessness, of 1961; and the integration of the commissions that drafted the: (a) International Treaties Act; (b) Protocol of the State Act; (c) Diplomatic Service Act; (d) Law on the Use and Protection of the Emblem of the International Red Cross; and the (e) Law on Penal International Judicial Cooperation.

Key achievements in 2010

Executive Support to the Office of the Prime Minister (OPM) RDTL- The project continued to accommodate the need to provide an Executive Advisor to the OPM. The support was for the management and operations of the OPM. The works included the implementation of administrative systems including records management, coordination of priorities for the Prime Minister (PM), provision of advisory support to the PM in meetings and accompanying him to events and visits (including international delegations), and capacity development support to the national staff within the Office.

There was significant progress of the capacity of the staffs of the OPM. Much of the work on operations of the office, including international delegations, has gradually been undertaken by the staffs of the OPM. The role of the Executive Advisor was of supervisory nature, providing high level support and making key decisions in regard to the operation of the office. However, in respect to complex, sensitive or new tasks, and political and policy decisions, including matters on international decisions, still required filtering, screening and guidance from the executive adviser of the project.

Support to the Office of the Secretary of State for the Council of Ministers- During the first six month of 2010, the project supported the recruitment of a Legal Advisor for Defence and Security to the Council of Ministers. The advisor provided substantive guidance in reviewing all legislations presented to the Council and ensuring alignment with the Constitution and international law requirements. The adviser also supported inter-ministerial committee meetings on security and defence issues so as to ensure harmonization and coherence of legislation being developed for military and defense organizations.

Support to the Ministry of Foreign Affairs- During the first six months of the year supports were also provided by the project to the Ministry of Foreign Affairs (MoFA). The Legal Advisor on Legislation/International Law provided advisory supports in the

development and review of international treaties and domestic legislation. This included advise on International laws, external affairs and International Treaties; Prepared briefings and speeches concerning International Treaties, Conventions and Agreements as required; Supported reporting obligations by overseeing the preparation of draft reports and advise specifically on report preparation; and support the Coordination of the accession of East Timor to the conventions and protocols. The support to MoFA was completed in 2010.

Key achievements in 2011
Following the decision of the Project Board to extend the Project to 2011-2012, the focus under this project output had been simply on the Executive Support to the Office of the Prime Minister (OPM) RDTL. A fifty percent cost sharing agreement with the OPM was established to fund the post during 2011. The Executive Advisor continued to provide executive supports to the Prime Minister and capacity building of the staffs on the management and operations of the OPM. The results were on the implementation of administrative systems, including records management, coordination of priorities for the Prime Minister (PM), provision of advisory support to the PM in meetings and accompanying him to events and visits (including international delegations), and capacity development support to the national staff within the Office. The result achieved were mostly of the work on operations of the OPM, including international delegations, international travel arrangements, and protocol arrangements are now undertaken by the staffs. The role of the Executive Advisor continued on supervisory nature despite complex, sensitive or new tasks and political and policy decisions, including matters on international decisions, still require filtering, screening and guidance from the executive adviser of the project.

Key achievements in 2012
During 2012, there were no activities and results achieved under this project output. All the advisory supports under this project output to line ministries were completed including the support to the OPM.

Output 4: Efficient and sustainable capacity development efforts enhanced through targeted training and development of civil servants to increase the core capacities of the state institutions

Key achievements in 2008

The Project supported key officials to attend a pensions training course at the ILO training centre in Turin, Italy. This was followed up with the drafting of a Civil Service Pensions policy paper and its presentation and discussions with senior officials through two workshops.

A mission to assess the level and quality of translation and interpretation services across the civil service and across state institutions was completed (October – December 2008). Strategies to: (i) establish accreditation standards for translation and interpretation; (ii) further develop and implement *tetun ofisiál*; and (iii) organise translation and interpretion

services in a multilingual administration were drafted and presented to key government and development partners.

Key achievements in 2009

There were no project activities undertaken under this Project output during the year. However, some additional activities were carried out during the year such as support to the OECD/(Partnerships for Democratic Governance initiative) in the design of the proposed Communication for Empowerment Initiative to support Government capacity to provide improved access to information on government services and projects; and the second World Bank-led Peer Review Mechanism to review the progress of the National Priorities programs and to make recommendations on further adjustments to ensure increased national ownership and partnership with donor countries.

Partnership arrangement with other development partners was continued. The project continued to participate in the Public Sector Capacity Development Program (PSCDP) Management Group meetings held monthly to ensure opportunities for collaboration are identified and overlapping of activities is minimized. Given the approval of the legislation for the establishment of the Civil Service Commission the SCSR project and the PSCDP identified and negotiated complementary areas of support that each program would provide to the CSC. This included sharing of TORs for respective roles and joint discussion with CSC management.

There were no activities conducted under this project output during the year 2010, 2011, and 2012.

E. SCSR Project Final Evaluation

Following the provision of the SCSR 2008-2010 Project Document (extended to 2012) and the Annual Work Plan 2012, a final evaluation is required by the end of the project implementation. A mission of one international project evaluation consultant and a national consultant were, therefore, deployed to conduct a final evaluation on SCSR Project from 29 September to 13 October 2012. The project evaluation was carried out to review the progress in delivering the results as envisaged in the project framework, and to assess the relevance, effectiveness, and sustainability of the project implementation strategy in contributing to, or inhibiting, the achievements of the project results.

The evaluation methods encompassed a desk review of relevant project documentation and reports, and semi-structured interviews with different stakeholders, relevant stakeholders and officials of the government of RDTL. The government officials interviewed were from the Civil Service Commission RDTL, The Provedor (Ombudsman), the Ministry of Education RDTL, Ministry of Finance, the Office of Prime Minister, Ministry of Social Solidarity, Ministry of State Administration, the National Institute of Public Administration, Ministry of Foreign Affairs, Ministry of Presidency of the Council of Ministers, Prosecutor General and the Agency for Human Capital Fund. While officials of the Development Partners interviewed were of the AusAid, the World Bank, the Japanese Embassy in Dili, UNDP, UNMIT, and other

relevant UN Agencies. Interview were also conducted with technical officials involved directly with the project: the Quidgest Company (The Portuguese Company contracted to develop the PMIS software, the directors and advisors of the Civil Service Commission RDTL, the UNDP Governance Unit officials, and other relevant staffs of other projects, Ministry of State Administration, Ministry of Education, and those advisors supporting the Office of the Prime Minister. A teleconference was also conducted with Mr. Bryan Holford, the former Project Manager/Chief Technical Advisor of the project.

The Mission concluded the project final evaluation with the submission of its final report. The report was presented to the President of the Civil Service Commission and UNDP at the end of the evaluation mission. The findings and recommendations of the evaluation were presented to the SCSR Project Final Project Steering Committee meeting conducted on 19 December 2012 and was approved.

The Conclusions and recommendations of the Project Final Evaluation reflect the dimensions of project relevance, project effectiveness, prospects and sustainability, and recommendations as summarized below:

Project relevance
☐ The strategy of the SCSR project and planned logic of interventions was relevant to address immediate capacity needs and longer term, sustainable capacity development for sound public sector management. It was also assessed to be highly relevant to the broader policy and development context in the country and in line with Government priorities.

☐ The project design and strategy consisting of four components was regarded as one package, with different components of the projects supporting each other to achieve the ambitious outcome of the project. However, because of a lack of financial resources, some components of the project were not or only partially implemented.

☐ Since the project strategy was to be implemented as a package to achieve the intended outcome the lack of funding radically influenced project results and, as a result, the relevance of the initial project strategy was diminished.

☐ The project strategy was not revised to lower the ambition and address possible bottlenecks. In the view of evaluators the project required revision and adjustments taking into account the financial sources available. Furthermore, a regular update of the risk log of the project was recommended to support adjustment of the project strategy. Apparently, such risk assessment updates did not take place or have not been documented.

Project effectiveness

☐ It can be concluded that intended output on the PMIS to a large extent is achieved - the PMIS is operational and staff in the CSC have the capacity to operate the system, regular reports on the civil service are produced and users in the pilot ministries are

trained. However, the PMIS is still not operational in the line ministries, because of internet connection issues and the ongoing process of validation.

 The transparency of the system was enhanced and the PMIS supports personnel processing, however the function of strategic planning of human resources in the civil service is yet to be achieved. Additionally, the lack of a connection between the PMIS and the payroll continues to constitute a major challenge that restricts the impact of the PMIS system and its usefulness as a strategic management tool. An agreement between the MOF and the CSC has been signed in this regard but has not yet resulted in tangible improvements.

 The intended output to enhance strategic management of the civil service is partially achieved. Medium term strategic plans in three ministries – the MoFA, MoSS, and MSA and in the CSC were developed and approved by their respective Ministers. Importantly, the concept of strategic planning was introduced to the ministry staff for the first time and the required capacities and awareness to develop strategic plans were strengthened. General guidelines were developed and anchored within the CSC, however, no dissemination and institutionalization of guidelines has followed. The scaling up of these pilots has not materialised essentially due to a lack of funding.

 The quality of the strategic planning methodology applied in the pilot ministries was relevant, emphasizing the process of planning, active participation of different stakeholders and leadership of national senior officials. In all three ministries and in the CSC strategic plans have embraced capacity development plans and monitoring and evaluation tools. However, the experience of different ministries in the development process of the strategic planning exercise is mixed. The representatives of the MoSS were satisfied with the process, the MoSA, however, was less satisfied admitting however the lack of commitment and interest on the side of senior management in the ministry, which left the process largely consultant driven.

 The period of three months was not adequate to build relevant capacities and develop strategic plans. It should be reminded that back in 2008 ministries were not aware of the concept and process of strategic planning. Also, based on the best practice of other countries, the development of a strategic plan would take at least six months. Again, due to limited resources, the preparation of the strategic plans had to be rushed, resulting in limited capacity building.

 High level strategic policy advice to the Prime Minister was crucial and instrumental for a quality and strategic policy development process in Timor Leste. Similarly, support to the OPM provided by the Executive Advisor was considered critical to enhance administrative capacities at the center of government.

Prospects for sustainability

 The PMIS as the most important, authoritative source of civil service information will be maintained and developed further by the Government when the SCSR project

support comes to term. This conclusion is supported by several important preconditions – a supportive policy framework for the PMIS is present, basic institutional capacities to manage the PMIS are in place, and there is strong political commitment to succeed this project. However, continued capacity development and IT support, in particular for maintenance and expert advice is needed beyond the UNDP project support.

☐ Local staff, specifically the National PMIS administrator should take over the responsibilities of managing the system. It is important that the National Administrator starts playing a key role in managing the PMIS and that the international implementation advisor shifts her role to only provide advice and support to the National administrator.

☐ Back in 2008 no ministries had a strategic plan and the concept and notion of strategic planning was very new to the line ministries. The concept and process of strategic planning were introduced in the pilot ministries through the CSR project for the first time.

☐ The SCSR project definitely influenced development of strategic management capacities in the pilot ministries and CSC and helped to ensure that the strategic planning approach is well understood and internalized within those ministries and CSC.

☐ There was little dissemination of general guidelines for strategic planning across line ministries and scaling up to the policy level. The guidelines therefore have not been utilised as much as they should have been. Similarly, there was little dissemination and showcasing of the best practices on strategic planning across line ministries and scaling up to the policy level.

☐ There was a lack of follow up and monitoring of the implementation of the strategic plans on the side of the UNDP. Dissemination of lessons learned and showcasing of best practices could have been utilised to maximize the sustainability of results.

☐ The lack of a proper institutional framework and ownership of the guidelines and strategic planning process may have had a serious impact on the sustainability of project results. National ownership over the guidelines and the process was diminished because of a lack of dissemination and scaling up to the policy level.

☐ Since, project activities were limited only to three ministries it is problematic to assess the possible impact of the project on the development of policy guidance for strategic planning in the government. It can be only assumed that the SCSR project has contributed to the development of a strategic planning culture in the country.

☐ The efforts of any future intervention in strategic planning should be aligned with the ability to identify and develop the capacities of local counterpart responsible for strategic planning. It is important to ensure that at the end of the intervention national

counterpart is able to continue providing the necessary methodological support and guidance to ensure that the capacities of ministries and government agencies are in place and improving.

Recommendations:

☐ It is recommended that the international PMIS implementation advisor as soon as appropriate develops an exit strategy for the CSR project and presents it to UNDP senior management and to the President and management of the CSC. Most importantly there should be a change of roles between the international and national system administrator. The National PMIS administrator should now assume overall responsibility for managing the PMIS. The international PMIS implementation advisor should play the supporting role only. Given continuing needs for capacity development and IT support for maintenance and future developments, the government should negotiate with other development partners for future support to the PMIS.

☐ The exit strategy should include, but not limited to, the following tasks to be carried out prior to mid December 2012:

- Develop a training package consisting of a training module and training materials for utilisation of the PMIS and transfer to the CSC (INAP) prior to the completion of the project in December 2012.

- Organize training for the trainers of a team of civil servants (not less than 5, select the most capable ones from the PMIS and the line ministries) to prepare and strenthen the capacity of trainers to deliver regular training. This would help ensure that training is provided on continuous bases in the future.

- Establish a PMIS helpdesk and prepare staff within the PMIS to be able to provide advice on a regular basis. Disseminate contacts (e-mail, phone number) so that civil servants easily know who to contact with specific questions.

- Develop procedural guidelines for users in the line ministries.

- Request Quidgest to develop simple IT procedural guideline and train IT specialists within the CSC to provide future IT advice.

- Develop a set with responses to frequently asked questions (FAQ).

- Provide support to HR network as an institutional network for learning. Identify best performing line ministries in the area of the PMIS and encourage peer-to-peer learning.

- Provide support to the CSC to develop the implementation plan of the PMIS in line ministries as part of the SCSR project exist strategy.

☐ The evaluation has confirmed that the UNDP has been very successful in providing support to the Center of Government – the Office of the Prime Minister and the Secretariat of State of the Council of Ministers. In the view of the evaluators, this type of support is strategically very well positioned to open up important entry points for the UNDP's future involvement. It is highly recommended to continue this type of support, utilizing the momentum attained to build on these achievements and further strengthen capacities at the centre of government, so as to coordinate important horizontal policies (e.g. strategic planning, civil service reform).

☐ Based on the reports available7 and interviews with different stakeholders it is evident that there is a pressing need to develop the capacities of civil servants and modernize the system of civil service. The UNDP would be very well placed to support the Minister of State in analysing current bottlenecks and providing a roadmap for a developing a professional civil service management system. Special attention should be devoted to enhancing the systems of civil service capacity development.

F. Issues and Challenges

The key issues the project faced were the lack of envisaged financial support from development partners, the changes of the IV Government's structure including late approval of legal framework relevant to the project. Lower than expected resources mobilization was mostly due to the shift of focus of several potential donors who previously supported the project towards a preference for bilateral support. The project consequently limited its focus in the latter stages on supporting the establishment of the Civil Service Commission RDTL, which was previously a National Directorate for Public Administration under Ministry of State Administration and Territorial Management (MSATM) and the approval of legal and regulatory framework.

The completion of the Civil Service Census data entry and validation in PMIS is a pre-requisite for further development and enhancement of the system. There is an indication of lack of commitment from line Ministries and State Agencies to accelerate it. Data entry which was supposed to be done by the assigned users from each line ministries has been declining. As a result, task dependent on completion of a data validation remain unfinished. These include: payroll processing (calculation of salary based on inputs and deductions, an ID card module which allows the ID card printers to be networked with the database, and enhancements to the recruitment and leave modules which provide improved functionality.

The amendments to and development of legal and regulatory framework in civil service PMIS also require upgrade of the system while ongoing development had to be stopped pending amendments for creation of new features of the system (e.g. Career Regimes, Performance Evaluation, conversion of the 13,000 civil servants from Temporary to Permanent in 2011).

PMIS training (users and managers) provided to HR and management staff in line Ministries, however the lack of standard HR practices and the extensive use of contract staff in line Ministries has resulted in limited 'traction' in the ongoing use of PMIS

G. Project Expenditures

The project expenditures during 2008-2012 were:

1. Expenditures per Project Outputs

Project Outputs	Expenditures Per Year During Project Cycle					Total
	2008 (US$)	2009 (US$)	2010 (US$)	2011(US$)	2012(US$)	
Personnel Management Information System (PMIS)	$156,564.37	$ 228,506.74	$303,777.78	$219,298.78	$112,034.69	$1,020,182.36
Strategic Management Support	$273,760.33	$279,710.71	$ 204,062.91	$ 26,171.60	$ 6,657.38	$790,362.93
Technical Advisory Support	$ 2,336.00	$ 668,399.37	$ 442,691.29	$75,379.20	-	$1,188,805.86
Human Resource Development	$ 16,620.89	$ 6,754.38	-	-	-	$23,375.27
Project Management	$167,556.14	$ 272,537.55	$ 202,509.52	$20,984.20	$39,536.15	$703,123.56
Total	$616,837.73	$1,455,908.75	$1,153,041.50	$320,849.58	$158,228.22	$3,725,849.98

2. Project Expenditures per Funding Sources

	Donor	2008 (US$)	2009 (US$)	2010 (US$)	2011 (US$)	2012 (US$)	Grand Total (US$)
00012	UNDP	133,649.31	332,512.81	277,261.31	315,500.00	158,228.22	1,217,151.65
00012	UNDP		64,980.79				64,980.79
00012	UNDP			42,887.47			42,887.47
00110	Finland	1,109.93	116,532.00	0.01			117,641.94
00134	Ireland	482,078.49	889,976.59	832,892.70	26,333.78		2,231,281.56
00187	Norway		18,150.93				18,150.93
00188	New Zealand		21,267.85	0.01			21,267.86
00248	UK		6,701.36				6,701.36
00250	Allocated Interest		5,786.42				5,786.42
		616,837.73	1,455,908.75	1,153,041.50	341,833.78	158,228.22	3,725,849.98

ANNEX 1: SUMMARY OF SCSR POROJECT KEY RESULTS AND OUTPUTS AGAINST PROJECT OBJECTIVES
(AND RESULTS AND RESOURCES FRAMEWORK)

Intended outputs	Output Targets	Indicative Activities	Results achieved
1. A Personnel Management Information System (PMIS) is in place that enhances transparency and supports personnel processing and strategic planning of human resources in the civil service. **Output Indicators:** • PMIS operational (2008-) • Number of staff trained to operate / administer the system (2008) • Regular statistical reports available on the Civil service population • System changes are produced in a timely manner *Baseline:* No information system available to automate HR processes or report on CS populations	1.1 – The PMIS is operational and staff in the CSC have the capacity to operate the system	1.1.1 Technical development of PMIS 1.1.2 Capacity development for key counterpart staff in NDPS 1.1.3 Establish PMIS help desk in NDPS 1.1.4 Operational and hardware environment in place to support PMIS	First phase PMIS system development has been completed however changes to legislation (e.g. career regime, performance appraisal system) require further enhancements. Future changes to the system will include integration with the payroll system in MOF and linkage with ID card processing. PMIS implementation adviser recruited to support the training of key users and managers and oversee data validation of records. The Advisor has also supported PMIS related legal and regulatory framework. A PMIS Unit was created under Directorate of Human Resource of CSC and Chief PMIS Unit and a National PMIS System Manager recruited, trained and functioning. Approximately 300 civil services within the office of the CSC and line ministries were trained to use the PMIS. Seven CSC staffs were trained as system administrators. Two IT staff recruited under the SCSR Project, trained for three years and were absorbed into the structure of the CSC within PMIS Unit. PMIS reports are regularly produced and used by CSC and line agencies to support human resource planning and budgeting. PMIS System updated to reflect new legislation
	1.2 – PMIS operational in pilot ministries and key staff trained	1.2.1 Training of key counterpart users in pilot Ministries 1.2.2 Review of progress undertaken 1.2.3 Strategy for further implementation updated	
	1.3 – Regular reports produced on the civil service population and movements	1.3.1 Reporting needs are identified and addressed 1.3.2 Training provided to key users (HR and management)	
	1.4 – System updates reflect changes to legislation & regulations (ongoing)	1.4.1 Regular reviews conducted to identify system needs with key user groups 1.4.2 Liaise with PMIS contractor on system changes 1.4.3 Support the process to manage system changes 1.4.4 study on integration of PMIS and payroll system (MoF)	
	1.5 – PMIS rolled out to all ministries (2008-10)	1.5.1 National Implementation strategy developed for all ministries 1.5.2 Public relations activities to promote awareness and	

1

		application	changes (career regime).
		1.5.3 Training on personnel records management systems	PMIS is operational in most Ministries.
		1.5.4 review of HRM Information systems	The PMIS is operational at the CSC RDTL with users from line ministries to access the database at the CSC office. The access in the line ministries was disconnected in March, 2012 because of technical problems, mainly related to internet connection.
			Two years software technical support and maintenance provided by the contracted company (Quidgest) to develop the system and support implementation.
			As of 31 of December 2012, the progress of civil servants data, collected during the Civil Service Census 2010, validation in PMIS is as follows: a) Total number of civil servants registered in PMIS is *28, 503* (permanent and Temporary); b) *21,572* civil servants data validated and closed as definitive personal profile in PMIS leaving *5,943* civil servants data to be validated; c) *988* civil servants data with cases therefore they are pending validation.
2. Strategic management of the civil service is enhanced (strategic plans developed, Ministerial functional reviews conducted, roles and responsibilities of organizational structures clarified, staffing plans developed, capacity development action plans finalised and strengthened capacity of civil service management issues and roles). *Output Indicators*:	2.1 – Methodology and tools for strategic planning approved and utilized	2.1.1 Support input to the NDP2 2.1.2 Development of common strategic and annual planning guidelines and tools (through NDPEAC and PSM SWG) 2.1.3 Key counterparts trained in guidelines and tools 2.1.4 Facilitation of strategic plans in target Ministries 2.1.5 Dissemination and implementation of strategic plan (including M&E systems)	Medium term strategic plans for Ministries of Social Solidarity, Foreign Affairs, State Administration and of the Civil Service Commission (CSC) RDTL developed. Plans included capacity development strategy and action plan and monitoring and evaluation mechanism. The SCSR Project provided technical Assistance to the CSC to develop planning guidelines which link the requirements of the planning within the Annual Action Plan was provided. These guidelines, developed in close consultation with the CSC and MOF, have been presented in draft form to the CSC.

• Strategic and annual plans are produced by target ministries (2008 -) • MCDAP guidelines reviewed and approved by PSM SWG (2008) • MCDAPs coordination process and establishment of management working groups in target Ministries (2008) - MCDAPs for all ministries started and senior management workshops undertaken in pilot Ministries - Priority positions identified for all ministries from the MCDAP process (2008/9) *Baseline*: Initial MCDAP conducted in MAFF. No further implementation of CDAPs.	2.2 – Policy and methodology for conducting Capacity Development Action Plans in place	2.2.1 MCDAP policy, guidelines and tools reviewed, adjusted and approved (through the PSM SWG and TWG) 2.2.2 Training and development of key counterpart staff	Ministerial Capacity Development Action Plan (MCDAP) policy not continued by 4th Constitutional Government. Capacity development planning has been incorporated into the strategic planning activities for each of the 3 ministries.
	2.3 – Ministerial capacity development action plans prepared for targeted Ministries	2.3.1 Pilot target Ministries identified 2.3.2 Implementation plans developed 2.3.3 Communication strategy developed and implemented 2.3.4 MCDAPs prepared for target Ministries 2.3.5 MCDAPs costed and presented to ministries and PSM SWG for approval	
	2.4 – Improved understanding of public sector management issues and roles	2.4.1 Regional workshop on public sector management experiences (Vietnam, Indonesia, Fiji, Australia) 2.4.2 Follow-up local workshops with senior managers	Support was provided to Government officials to participate in regional workshop to consider requirements for implementation of the UN Convention Against Corruption.
	2.5 – Strengthened participation in regional fora	2.5.1 Preparation for and participation in key regional fora (e.g. ACCSM, Pacific Plan) for key executive and technical staff	
3. Clear mechanism is in place to provide, manage and monitor technical assistance in response to well-identified capacity development needs.	3.1 – Methodology for use of TASI developed	3.1.1 Revise TASI objectives and guidelines 3.1.2 Disseminate updated objectives and guidelines	Guidelines developed for provision of technical advisory support and shared with counterpart agencies.
	3.2 – A mechanism in place to mobilize	3.2.1 Donor resource mobilization strategy in place	During 2008 the project supported the placement of 19 advisors in Government agencies.

Output Indicators: - Contributions for TASI mobilized to fund the advisors for the MCDAP process (2008-10) - TASI operational guidelines in use (2008-) - Regular workplans developed for TASI activities - Priority positions identified for all ministries from the MCDAP process (2008-10) - Regular reporting on TASI implementation available (2008-10) *Baseline:* Guidelines for TASI Fund operation not clear	the necessary technical assistance resources which have been identified from the results of the comprehensive MCDAP process	3.2.2 Implementation TASI Fund guidelines 3.2.3 Links established with MCDAPs process 3.2.4 Existing management and coordination arrangements reviewed and issues addressed	Executive Advisor to the Office of Prime Minister – The Executive Advisor to the Office of the Prime Minister provided support to the management and operations of the Office of the PM. Legal Advisor Defence and Security – support was provided in reviewing all legislations presented to the Council of Ministers to ensure alignment with the Constitution and international law requirements. Legal Advisor – Legislation/International Law – support was provided to the Ministry of Foreign Affairs (MoFA) in the development of international treaties and domestic legislation. The Hon. Steve Bracks provided strategic policy advice to the Prime Minister and senior government and parliamentary officials on various issues on continues bases. Five missions undertaken in 2010 (March, May, August, October, and December) covering the finalization and consultation of the "From Conflict to Prosperity, Timor-Leste's Strategic development Plan 2011-2030, the development of a pension/retirement income scheme, Dili Sanitation and Drainage masterplan development and implementation, the implementation of anti-corruption systems, and civil service reform.
	3.3 – Monitoring system in place to assess the performance of TA	3.3.1 M&E system developed for TASI initiatives 3.3.2 Regular assessment of TASI activities 3.3.3 Regular reports provided for consideration by donors and PSM SWG	
4. Efficient and sustainable capacity development efforts enhanced	4.1 – Selected HRD programs designed, developed and	4.1.1 Training program needs identified 4.1.2 Design, develop and deliver	Support to key officials to attend a pensions training course at the ILO training centre in Turin, Italy. This was followed up with the drafting of a

through targeted training and development of civil servants to increase the core capacities of the state institutions *Output Indicators:* - Priority training needs identified through MCDAPs - Curriculum and materials development - Training of key counterparts - Pool of qualified translators / interpreters *Baseline:* Limited pool of suitably qualified translators / interpreters in public administration (baseline to be further developed through Activity 4.2.1)	implemented based on Sector plans / MCDAPs and harmonised with other donor supported initiatives	selected training HRD programs (e.g. Induction training for Civil Servants) 4.1.3 Facilitate the development of local capacity to implement these programs 4.1.4 Evaluate and report to PSM SWG on implementation	Civil Service pensions policy paper and its presentation and discussions with senior officials through two workshops.
	4.2 – Priority translation and interpretation capacity needs identified and addressed	4.2.1 Assessment of current levels of translation and interpretation skills 4.2.2 Strategy to address translation / interpretation need	A mission to assess the level and quality of translation and interpretation services across the civil service was completed (October – December 2008). Strategies to: (i) establish accreditation standards for translation and interpretation; (ii) further develop and implement *tetun ofisiál*; and (iii) organise translation and interpreting services in a multilingual administration have been drafted and presented to key government and development partners