



Annex 15 to UNDP Timor-Leste
Programme Package Document

Support to the Suco Elections

August 2003



Summary

A Needs Assessment and Project Formulation Mission is currently underway in Timor-Leste. The Mission is preparing a framework for international assistance to the Suco (village) elections, identifying gaps in international assistance and formulating a complete UNDP Project Document to address the needs. This publication contains the Project Document of the UNDP Preparatory Assistance Project and the Terms of Reference of the Needs Assessment and Project Formulation Mission.

The Mission was fielded following a request by the Government for assistance in the preparation and the implementation of the Suco elections, which are scheduled to start before the end of 2003. The Suco elections will legitimize pre-existing local authorities and decentralize Government structures. This will include elections for the position of *Chefe de Suco*, the members of the Suco Councils and the *Chefe de Aldeia*.

The Project will cooperate closely with the Technical Secretariat for Electoral Administration (STAE). UNDP's assistance to the Suco elections will draw from the experience of former and ongoing UNDP projects in Timor-Leste, particularly the Electoral Assistance Projects for the Constituent Assembly and the Presidential Elections¹, the Local Governance Project and the Project to Strengthen the Parliament.

Expected results of the project include:

- Increased level of knowledge and understanding regarding the functions, powers and responsibilities of the *Chefe de Suco*, the Suco Council and the *Chefes de Aldeia* in the population;
- High participation in the Suco elections based on the people's understanding of the importance of these elections for their daily life;
- High acceptance of the election results due to the presence of international and national observers;
- Efficient coordination of the elections by STAE due to adequate technical equipment, technical assistance and effective communication in the districts;
- The duplication of assistance efforts is avoided and additional resources are being mobilized due to the effective coordination of donor activities.

Overall, the Project will help strengthening democracy and good governance throughout the country and emphasize the principles of participation, transparency and accountability at the local level. It will be directly executed by UNDP and is expected to have a duration of 12 months. The total amount of resources necessary will highly depend on the findings of the needs assessment and a total budget for the project will form part of the Project Document, which is currently formulated by the Mission.

¹ A total of 15 bilateral and multilateral donors entrusted UNDP with US\$ 5,254,852 for Electoral Assistance in the 2001 Constituent Assembly Elections and the 2002 Presidential Elections.



UNITED NATIONS DEVELOPMENT PROGRAMME
GOVERNMENT OF EAST TIMOR
Project Budget

Project Number: TIM/03/016

Project Title: Preparatory Assistance Project for Support to the Suco Elections

Start Year: 2003
End Year: 2003
Executing Agent: UNDP - Direct Execution

Implementing Agent: UNDP - Direct Execution

Revision Type: - UNDP-IPF / TRAC - (Trac 1.1.1 & 1.1.2/Line 1.2)

Budget Financing (in US\$)	
INPUTS	REV "A"
UNDP	
01-UNDP-IPF / TRAC - (Trac 1.1.1 & 1.1	40,000
TOTAL	40,000

Brief Description:

This preparatory assistance project will field a mission to Timor-Leste to conduct a needs assessment of the support the Government requires in order to successfully conduct the Suco elections. The assessment will lead to a framework for international assistance to the Suco elections and the identification of gaps in the international assistance already committed. Based on this, the mission will formulate an UNDP assistance project addressing these gaps.

Approved by:	Signature:	Date:	Name/Title:
UNDP:		8/8/03	Sukehiro Hasegawa Resident Representative

Government of the Democratic Republic of Timor-Leste

United Nations Development Programme

Support to the Suco Elections

Brief Description

The Government of the Democratic Republic of Timor-Leste has decided to conduct Suco (village) elections starting in late 2003, in order to legitimize pre-existing local authorities and decentralize Government structures. This will include elections for the position of Chefe de Suco, the members of the Suco Councils and the Chefe de Aldeia.

This preparatory assistance project will field a mission to Timor-Leste to conduct a needs assessment of the support the Government requires in order to successfully conduct the Suco elections. The assessment will lead to a framework for international assistance to the Suco elections and the identification of gaps in the international assistance already committed. Based on this, the mission will formulate an UNDP assistance project addressing these gaps.

The preparatory project will create the basis for a full UNDP support project to the preparation and the holding of the Suco elections, responding to a request by the Government. UNDP's support to the Suco elections will help to strengthen and widen the principles of democracy and good governance throughout the country, enhancing participation, transparency and accountability, and thus contribute to political stability and the process of peace and reconciliation.

Part Ia. Situation Analysis

Timor-Leste is situated on the eastern part of the island of Timor, the easternmost of the Lesser Sunda Islands. It is bordered on the west by the Indonesian province of Nusa Tenggara Timur (NTT). Although there has not yet been a complete census since the end of the Indonesian occupation, according to the Ministry of Justice (Civil Registry Services), the total population in Timor-Leste is presently around 848,000. Timor-Leste is divided into 13 districts, including the enclave of Oecussi, which is situated on the northern coast of the Indonesian part of the island of Timor. Dili is the capital of Timor-Leste.

On 30 August 1999, in a referendum organized by the United Nations, 78 percent of voters rejected greater autonomy within Indonesia and chose the path to independence. The events that followed resulted in the destruction of 70 percent of essential utilities and private and public buildings. Indonesian government institutions ceased to function and over 75 percent of the population was displaced. On 25 October 1999, the UN Security Council established the United Nations Transition Administration in East Timor (UNTAET) as an integrated, multi-dimensional peacekeeping operation responsible for the administration of Timor-Leste during its transition to independence. On 20 May 2002, Timor-Leste became an independent and sovereign state following more than four centuries of Portuguese colonization, 24 years of Indonesian occupation, and two and half years of UN transitional administration.

More than one year after Timor-Leste's restoration of independence, there is a pressing need to legitimize the pre-existing local authorities and to create official government structures in the villages. Responding to this need, the Government has decided to hold elections at the Suco (village) level and to start the electoral process in late 2003. A law for the Suco elections is being drafted with support from the UN's Electoral Assistance Division (EAD) and the Government of Portugal. The elections will be held district by district (or by groups of districts) and they will include elections for *Chefe de Suco* (village chief), members of the Suco Councils and *Chefe de Aldeia* (hamlet chief).

The elections will be an important first step in the Government's effort to decentralize. Decentralization will help improve service delivery in the villages and help prevent civil discontent and unrest due to unfulfilled expectations of the citizens. The Suco elections will be a major step to strengthen and widen the principles of democracy and good governance, and they will help enhance participation, transparency and accountability throughout the country, all of which are crucial for political stability and for fostering the process of peace and reconciliation.

Part Ib. Strategy

To conduct these and future elections, the Government has established the Technical Secretariat for Electoral Administration (STAE) under the Ministry of State Administration. The decision by the Government to seek UNDP's support for the Suco

elections follows UNDP's extensive engagement in supporting good governance and its experience with electoral assistance in the past. The Government has asked UNDP to coordinate donor assistance and election observers, plan and conduct voter education, provide communication facilities, and mobilize additional resources necessary to conduct the elections. The project would draw from the experience of former and ongoing UNDP projects in Timor-Leste, particularly the Electoral Assistance Projects for the Constituent Assembly and the Presidential Elections, the Civic Education Project, the Local Governance Project and the Project to Strengthen the Parliament. The Technical Secretariat for Electoral Administration requested UNDP to provide support in the following areas:

1. International and national observers for the elections, including Government delegations, national NGOs and political party agents. This will include an initial assessment of needs and requirements, support in the recruitment and induction of the observers, their deployment and reporting.
2. Voter education for the Suco elections, including conceptualizing messages, designing posters, printing and disseminating information materials, planning and preparing radio and TV information campaigns, live dramas and concerts, as well as the preparation of VCDs and CD ROMs for voter education.
3. Support in the provision of adequate communication services during the Suco elections, including setting up a VHF Radio network in the districts, in which elections will take place.
4. Transfer of equipment from previous projects, especially the electoral assistance project, to the STAE.
5. Support to the Government in coordinating donor assistance.

In order to respond to this request a thorough needs assessment must be conducted and an overall framework for international assistance developed. Based on this, a project document for the UNDP Support to the Suco Elections will be formulated. The expected results of the overall UNDP support to the Suco elections will be:

1. Strengthened democracy and good governance throughout the country, emphasizing the principles of participation, transparency and accountability at the local level and thus fostering peace and reconciliation.
2. The Government has successfully conducted the Suco elections in a transparent, fair and free manner.
3. International assistance for the Suco elections has been secured, effectively coordinated and gaps in the assistance strategies have been addressed.

Part II. Results Framework

A needs assessment and project formulation mission ("Mission") will conduct a comprehensive study and evaluation of the needs of international assistance for the preparation and the holding of the Suco elections (including the registration of voters) and will formulate a programme of support and corresponding UNDP Project Document. The Mission, comprised of two experts, will visit Timor-Leste in August and September 2003. The Mission will at least spend 3 days in the districts. The general objectives of the Mission are:

- To provide a realistic assessment of the existing conditions for conducting Suco elections including the legal, political, human rights, material and institutional contexts;
- To provide an assessment of the pre-election technical assistance needs and recommend practical and cost-effective means of targeting UN and UNDP assistance to support the successful organization and conduct of elections;
- To evaluate the projected material and financial resource needs of the electoral process and contribute to the formulation of overall budget of the Suco elections, if required;
- To assess the existing activities and plans of international donors in providing technical and financial assistance to the electoral process in order to facilitate the coordination of external assistance and avoid unnecessary expenditures or duplication;
- To prepare a final report of the Mission's findings that provides a baseline analysis of the pre-election situation, needs and recommended technical assistance strategies;
- To develop the main elements of a proposed technical assistance project and budget for consideration by UNDP.

The Mission will undertake meetings with government officials from the Ministries of State Administration and Planning & Finance, the Technical Secretariat for Electoral Administration, the Office of Promotion of Equality, the Office of the President, Members of Parliament, representatives of donor countries who have been providing or are considering to provide support to the sector, representatives of pertinent CSOs, UNMISSET officials and representatives of UN Agencies, the Public Broadcasting Service (PBS) and other media representatives. The Mission's tasks will comprise:

- (a) Assess the STAE's current Suco election preparation and implementation capabilities, including, but not limited to, technical expertise, equipment and financial resources.
- (b) Compile, review and assess a comprehensive list of the donor activities that have been undertaken and are being planned with regards to support to the Suco elections.
- (c) Compile, review and assess the needs and requirements of the Government to successfully prepare and implement the Suco elections, taking

into account voter registration, voter education, candidate registration, the campaign, the sequencing of the elections, communications in the election districts, the election days, channels for complaints, the observation of the elections, the independent electoral commission and the total financial requirements.

- (d) Identify the international assistance needed by the Government in order to successfully conduct the Suco elections and identify the gaps in international assistance already committed.
- (e) Prepare a corresponding UNDP project based on the needs of the Government and addressing the gaps in international assistance, including the preparation of a complete UNDP Project Document, as well as all relevant TORs and budgets.

The amount of USD 40,000 would permit the fielding of the project preparation mission to conduct a needs assessment, develop the overall assistance framework and formulate the UNDP Project Document.

Estimates for additional resources required for the overall support project to the Suco elections depend on the findings of the project preparation mission. The preparation of the budget for the project will be based on the findings of the Mission and will form part of the preparation mission's TOR.

It is expected that the money provided for the preparatory assistance project will have a multiplier effect, because it will allow UNDP to develop its assistance project strategically focussing on assistance gaps, and have credibility when approaching donors to mobilize resources.

Part III. Management Arrangements

The project will be directly executed by UNDP and is expected to have a duration of two months. A work plan will be prepared at the start of the project in consultation with the Technical Secretariat for Electoral Administration. The two consultants will report to the UNDP Country Manager and will work under the immediate supervision of the head of the Governance Unit.

Part IV. Legal Context

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Democratic Republic of Timor-Leste and the United Nations Development Programme, signed on 20 May 2002. The host country and the implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in the agreement. The following types of revision may be made to this document with the

signature of the UNDP Resident Representative only, provided he/she is assured that the other signatories of the document have no objections to the proposed changes:

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

Part V. Output

The preparatory assistance project will produce a Project Document for the overall UNDP support to the Suco elections. This Project Document will be presented and reviewed by a LPAC.

Budget

Budget Line	Description	Total
13.01	Administrative Support	2,000
16.01	Mission Costs	32,000
16.02	Duty Travel	500
52.01	Reporting Costs	2,000
53.01	Sundries	1,500
96.01	DEX Execution Fee (5%)	2,000
99.01	Total	40,000

Annex 1

TERMS OF REFERENCE

UNDP Needs Assessment and Project Formulation Mission

Proposed Support to the Suco Elections in Timor-Leste Project

1. CONTEXT:

Timor-Leste is situated on the eastern part of the island of Timor, the easternmost of the Lesser Sunda Islands. It is bordered on the west by the Indonesian province of Nusa Tenggara Timur (NTT). Although there has not yet been a complete census since the end of the Indonesian occupation, according to the Ministry of Justice (Civil Registry Services), the total population in Timor-Leste is presently around 848,000. Timor-Leste is divided into 13 districts, including the enclave of Oecussi, which is situated on the northern coast of the Indonesian part of the island of Timor. Dili is the capital of Timor-Leste.

On 30 August 1999, in a referendum organized by the United Nations, 78 percent of voters rejected greater autonomy within Indonesia and chose the path to independence. The events that followed resulted in the destruction of 70 percent of essential utilities and private and public buildings. Indonesian government institutions ceased to function and over 75 percent of the population was displaced. On 25 October 1999, the UN Security Council established the United Nations Transition Administration in East Timor (UNTAET) as an integrated, multi-dimensional peacekeeping operation responsible for the administration of Timor-Leste during its transition to independence. On 20 May 2002, Timor-Leste became an independent and sovereign state following more than four centuries of Portuguese colonization, 24 years of Indonesian occupation, and two and half years of UN transitional administration.

More than one year after Timor-Leste's restoration of independence, there is a pressing need to legitimize the pre-existing local authorities and to create official government structures in the villages. Responding to this need, the Government has decided to hold elections at the Suco (village) level and to start the electoral process in late 2003. A law for the Suco elections is being drafted with support from the UN's Electoral Assistance Division (EAD) and the Government of Portugal. The elections will be held district by district (or by groups of districts) and they will include elections for Chefe de Suco (village chief), members of the Suco Councils and Chefe de Aldeia (hamlet chief).

To conduct these and future elections, the Government has established the Technical Secretariat for Electoral Administration (STAE) under the Ministry of State Administration. The decision by the Government to seek UNDP's support for the Suco

elections follows UNDP's extensive engagement in supporting good governance and its experience with electoral assistance in the past. The Government has asked UNDP to coordinate donor assistance and election observers, plan and conduct voter education, provide communication facilities, and mobilize additional resources necessary to conduct the elections. The project would draw from the experience of former and ongoing UNDP projects in Timor-Leste, particularly the Electoral Assistance Projects for the Constituent Assembly and the Presidential Elections, the Civic Education Project, the Local Governance Project and the Project to Strengthen the Parliament.

The Government of Timor-Leste, the Technical Secretariat for Electoral Administration, development partners and UNDP have agreed on the fielding of a needs assessment and project formulation mission (the "Mission"). The Mission will conduct a comprehensive study and evaluation of the needs of international assistance for the preparation and the holding of the Suco elections (including the registration of voters) and will formulate a programme of support and corresponding UNDP Project Document.

The Mission will comprise two consultants, both with expertise in the preparation and implementation of elections and electoral assistance projects. One of the experts has been selected by the UN's Electoral Assistance Division (EAD).

2. GENERAL OBJECTIVES:

The general objectives of the Mission are to:

- To provide a realistic assessment of the existing conditions for conducting Suco elections including the legal, political, human rights, material and institutional contexts;
- To provide an assessment of the pre-election technical assistance needs and recommend practical and cost-effective means of targeting UN and UNDP assistance to support the successful organization and conduct of elections;
- To evaluate the projected material and financial resource needs of the electoral process and contribute to the formulation of the overall budget of the Suco elections, if required;
- To assess the existing activities and plans of international donors in providing technical and financial assistance to the electoral process in order to facilitate the coordination of external assistance and avoid unnecessary expenditures or duplication;
- To prepare a final report of the Mission's findings that provides a baseline analysis of the pre-election situation, needs and recommended technical assistance strategies;
- To develop the main elements of a proposed technical assistance project and budget for consideration by the UNDP.

3. DURATION AND COMPOSITION:

The Mission will be comprised of a Team Leader and a Consultant and will take place from 25 August 2003 to 10 September 2003. The Mission will at least spend 3 days in the districts, including visits to some of the more remote Sucos.

4. MISSION TASKS:

TASKS OF THE MISSION TEAM LEADER:

The Team Leader has the overall responsibility for the mission's progress and output. In particular she/he will be responsible for the needs assessment component and development of the overall assistance framework for the elections. She/He will support the Consultant, whose primary responsibility will be the preparation of the UNDP programme of support, including the writing of the project document. The Team Leader and the Consultant will work together as a team.

Together with the Consultant, the Team Leader will undertake meetings with government officials from the Ministries of State Administration and Planning & Finance, the Technical Secretariat for Electoral Administration, the Office of Promotion of Equality, the Office of the President, Members of Parliament, representatives of donor countries who have been providing or are considering support to the sector, representatives of pertinent CSOs, UNMISSET officials and representatives of UN Agencies, the Public Broadcasting Service (PBS) and other media representatives. The Team Leader will also devote three or more days to visiting two or more districts.

The Team Leader's tasks will comprise:

- a) Assess, together with the Consultant, STAE's current Suco election preparation and implementation capabilities.
- b) Compile, review and assess a comprehensive list of the donor activities that have been undertaken and are being planned with regards to support to the Suco elections.
- c) Compile, review and assess the needs and requirements of the Government to successfully prepare (including the registration of voters) and implement the Suco elections, especially communications in the districts during the voter registration and the elections, the election days, channels for complaints, the observation of the elections and the independent electoral commission.
- d) Identify the international assistance needed by the Government in order to successfully conduct the Suco elections and identify the gaps in international assistance already committed.
- e) Support the second consultant in preparing a corresponding UNDP project based on the needs of the Government and addressing the gaps in international assistance, including the preparation of a complete UNDP Project Document, as well as all relevant TORs and budgets.

The Team Leader will report to the UNDP Country Manager and will work under the immediate supervision of the head of the Governance Unit.

TASKS OF THE CONSULTANT:

The Consultant will be primarily responsible for the formulation of the UNDP programme of support, including the writing of the Project Document. She/He will support the Team Leader in the overall needs assessment and the preparation of the framework for international assistance. The Consultant and the Team Leader will work together as a team.

Together with the Team Leader, the Consultant will undertake meetings with government officials from the Ministries of State Administration and Planning & Finance, the Technical Secretariat for Electoral Administration and other entities as necessary. The Consultant will also devote three or more days to visiting two or more districts.

The Consultant's tasks will comprise:

- f) Assess, together with the Team Leader, STAE's current Suco election preparation and implementation capabilities, including, but not limited to, technical expertise, equipment and financial resources.
- g) Compile, review and assess the needs and requirements of the Government to successfully prepare (including the registration of voters) and implement the Suco elections, taking into account especially the voter registration, voter education, candidate registration, the campaign, the sequencing of the elections, and the total financial requirements.
- h) Support the Team Leader in identifying the international assistance needed by the Government in order to successfully conduct the Suco elections and identify the gaps in international assistance already committed.
- i) Prepare, supported by the Team Leader, a corresponding UNDP project based on the needs of the Government and addressing the gaps in international assistance, including the preparation of a complete UNDP Project Document, as well as all relevant TORs and budgets.

The Consultant will, in collaboration with the Team Leader, report to the UNDP Country Manager and will work under the immediate supervision of the head of the Governance Unit.

Annex

Project Formulation Mission Work Plan

	August							September									
	25	26	27	28	29	30	31	1	2	3	4	5	6	7	8	9	10
	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W
Arrival in Dili	X																
UNDP CO briefings	X	X															
Meetings:																	
MSA ¹ meetings		X													X		
STAE ² meetings		X		X				X			X						
MoP&F ³ officials		X		X													
OPE ⁴ / UNIFEM				X													
Prime Minister's Office		X															
Office of the President				X													
Parliament								X									
CEP ⁵								X									
ALGD ⁶								X									
Tribunal de Recursos								X									
Donor reps									X								
PBS ⁷									X								
CSOs ⁸									X								
UN Agencies																	
UNMISSET											X						
District visits			X						X	X							
Follow-up meetings										X	X						
Programme formulation					X	X	X					X					
Project document prep													X	X	X		
Pres to stakeholders																X	
Prog/ProDoc revisions																X	
Final delivery																	X
Departure																	X

¹ Ministry of State Administration

² Technical Secretariat for Electoral Administration

³ Ministry of Planning and Finance

⁴ Office of Promotion of Equality

⁵ Community Empowerment and Local Governance Project

⁶ Administration for Local Governance and Development

⁷ Public Broadcasting Service

⁸ Civil Society Organizations



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Budget - Revision "A"

Main Source of Funds: 01 - UNDP-IPF / TRAC - (Trac 1.1.1 & 1
Executing Agency: UNDP - Direct Execution

SBLN	Description	Implementing	Funding	Total	2003
010.	PERSONNEL				
013. Administrative Support		UNDP			
013.01 Administrative Support				Net Amount	2,000
				Total	2,000
013.99 Line Total				Net Amount	2,000
				Total	2,000
016. Mission Costs		UNDP			
016.01 Mission Costs				Net Amount	32,000
				Total	32,000
016.02 Duty Travel		UNDP		Net Amount	500
				Total	500
016.99 Line Total				Net Amount	32,500
				Total	32,500
019. PROJECT PERSONNEL TOTAL				Net Amount	34,500
				Total	34,500
050. MISCELLANEOUS					
052. Reporting Costs		UNDP			
052.01 Reporting Costs				Net Amount	2,000
				Total	2,000
052.99 Line Total				Net Amount	2,000
				Total	2,000
053. Sundries		UNDP			
053.01 Sundries				Net Amount	1,500
				Total	1,500
053.99 Line Total				Net Amount	1,500
				Total	1,500
059. MISCELLANEOUS TOTAL				Net Amount	3,500
				Total	3,500



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Budget - Revision "A"

Main Source of Funds: 01 - UNDP-4PF / TRAC - (Trac 1.1.1 & 1

Executing Agency: UNDP - Direct Execution

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SBLN	Description	Implementing	Funding	Total	2003
090.	EXECUTION FEE				
096.	Direct Execution Fee	UNDP		2,000	2,000
096.01	DEX Execution Fee (5%)			2,000	2,000
096.99	Line Total			2,000	2,000
099.	BUDGET TOTAL			40,000	40,000

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Budget - Revision "A"

Main Source of Funds: 01 - UNDP-IPF / TRAC - (Trac 1.1.1 & 1
 Executing Agency: UNDP - Direct Execution



SR/LN	Donor	Funding	Total		2003
			Net Contrib.	Total	
999.	NET CONTRIBUTION		40,000	40,000	40,000
					40,000



UNDP Timor-Leste
UN House, Caicoli Street, Dili, Timor-Leste
Tel: +670 390 312 418
Fax: +670 390 312 408
Email: registry.tp@undp.org
Website: www.undp.east-timor.org