Final Report

Programa Nasional Dezenvolvimentu Suku
(PNDS)
-
National Program for Village Development Support Program
(PNDS-SP)

Monitoring and Review Group
(MRG)
Visit 1

Dili
Timor Leste

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25 March 2014

Contents

Abbreviations and Acronyms

ADTL	*Asosiasaun Defisiensia Timor-Leste*
Aldeia	Hamlet
BOQs	Bill of Quantities
CBT	Competency Based Training
CDD	Community Driven Development
CMT	Community Management Team
CNEFP	*Centro Nacional de Emprego e Formação Profissional (Tibar)* Government Trade Training Centre
CSC	Civil Service Commission
DFAT	Department of Foreign Affairs and Trade
DG	Director General
FST	Field Support Team
GfD	Governance for Development
GoA	Government of Australia
GoTL	Government of Timor-Leste
IDD	Investment Design Document
IMC	Inter-Ministerial Council
INDMO	National Labour Force Development Institute
M&E	Monitoring and Evaluation
MAE	Ministry of State Administration
MoF	Ministry of Finance
MIS	Management Information System
MRG	Monitoring Review Group
NTT	*Nusa Tenggara Timor*
PDD	Decentralised Development Program
PFM	Public Financial Management
PMR	Performance Management Review
PNDS	*Programa Nasional Dezenvolvimentu Suku*
PNDS-SP	PNDS Support Program
POM	Program Operations Manual
QAI	Quality at Implementation
R4D	Roads for Development
RFT	Request for Tender
RHTO	*Ra'es Hadomi Timor Oan*

SDFs	sub-district facilitators
SEPFOPE	Secretariat of State of Professional Training and Employment, Ministry of Education
STVJ COMORO	*Sentru Treinamentu Vokasional Juventude Comoro*
Suco	Village
TA	Technical Assistance
TAF	The Asia Foundation
TESP	Training Employment and Support Program
Tetum	Local language of Timor Leste.
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
TWG	Technical Working Group

Executive Summary and Recommendations

The management and implementation of both PNDS and PNDS-SP has been characterised by a strong partnership between the GoTL and GoA. The objectives of both initiatives are aligned to the social and economic policies and priorities of both governments and are considered appropriate. The partnership has benefitted by good ownership (political, government and community) and understanding of program objectives resulting in substantial financial commitments by both governments in support of both PNDS and PNDS-SP.

There is agreement amongst partners and stakeholders that Australia has delivered its support to PNDS in a manner that has been relevant, effective and efficient. This is particularly so, given the rapid mobilisation of the PNDS during the preliminary phase of implementation. Partners demonstrated great flexibility and the use of rapid learning cycles in their approach to program implementation; this resulted in appropriate management decisions being made. This was extremely important during the preparation phase of the program as it allowed the partners to adapt and deploy resources as circumstances evolved.

Substantial funding and resources were committed to PNDS and PNDS-SP by both governments during the preparation phase of the program. There is agreement the quantum of the initial investment was appropriate and necessary if PNDS was to be established on sound Community Driven Development (CDD) principles and operational foundations. Initial investments have largely targeted training and personnel deployment and it is expected future implementation will substantially lever off the preliminary work done in providing training and establishing systems and structures in support of PNDS.

It is too early to ascertain PNDS-SP's contribution to end of program outcomes. However; PNDS-SP has certainly had a substantial positive impact on the successful mobilisation of resourcing and systems during the preparatory phase of PNDS. PNDS-SP is clearly supporting GoTL in the management and implementation of PNDS. Stakeholders and partners interviewed have a clear understanding of PNDS processes and systems. Pilot initiatives are underway and appear to be meeting community expectations. Good sustainability foundations have been established as a result of the investments though PNDS-SP, largely as a result of decisions made by partners to link implementation to GoTL systems and structures. These decisions have been facilitated by the strong personal, professional and institutional relationships which have been established between implementation partners.

A major achievement of the program was the selection of trainees, trainings completed, recruitment, selection and mobilisation of a large cohort of Facilitators, District officers and Secretariat staff within a rapid timeframe. The selection and training of facilitators was critical to program implementation. Deploying the district and sub-district facilitators without appropriate pre-service training would likely have put the entire PNDS program at risk. Facilitators were pre-selected for training as a result of an intensive recruitment process which specifically targeted personnel appropriate for deployment to districts and subdistricts. Recruitment strategies and processes built upon previous lessons learnt by Australia when dealing with urban and community employment issues in Timor Leste from other programs.

The training was well managed locally and Timor Leste training providers provided good resourcing, technical capacity and expertise to meet program needs. Interfacing the pre-service training with civil service recruitment maximised the opportunity to align skills to sub-national civil service requirements. Devolvement of civil service recruitment to the Ministry of State Administration (MSA) by the Civil Service Commissioner (CSC) to expedite civil service recruitment was considered an important precedent for effective public sector management.

Logistical and funding implications need to be better considered when directly supporting initiatives. Joint programming and alignment to a planning cycle should maximise opportunities to anticipate unplanned consequences which may have a negative impact on program implementation. It is essential all program planning and budgeting is jointly managed and fully transparent with regards to the use and deployment of resources, including advisors. Planning should take on a longer horizon as the program beds down and ideally be aligned to (annual) budget cycles.

Australia must continue to align resources to GoTL resourcing to ensure appropriate targeting of programming objectives occurs. It is important that PNDS-SP continues to build upon, and consolidate the

resourcing and capacity both partners have invested in during the preparation phase. PNDS-SP will continue to work closely with the PNDS Secretariat to ensure their skills and capacity are appropriate for sustainable management of the program in the future. Secretariat capacity gaps need to be understood and resources made available to address them when identified. In doing so PNDS-SP should ensure deployed technical advisors are fully aligned to counterpart Secretariat structures. When possible, technical advisors should be fully interfaced, including work-plans, to GoTL individuals or teams within partner structures. Advisor and counterpart resourcing should be constantly evaluated and accounted for, and programmed against joint (fully costed) work plans.

The program must continue to develop, use and trust local training providers to meet the needs of PNDS. Local training providers, delivering accredited training programs are a sustainable resource to Timor Leste. It is critical all future training continue to align with Timor Leste certification processes and national training standards to ensure trainees continue to receive accredited training and associated providers continue to have their training capacity developed.

It was confirmed by stakeholders interviewed that PNDS-SP's planned capacity building strategies are deemed an effective mix of formal, informal and on the job professional development. There was also agreement that the overarching role of all advisors is to effectively transfer knowledge and skills to their national counterparts. It was also confirmed the establishment and mobilisation of the Field Support and Capacity Development teams provides a sound mechanism for identifying further capacity building needs and determining effective, efficient and sustainable approaches to meet the needs of both individuals and cadres alike.

As PNDS-SP and PNDS progress beyond the preparation phase it is appropriate the management of program learning become more formalised and both PNDS and PNDS-SP finalise and apply their respective (to be developed) monitoring and evaluation frameworks. Ideally, the two monitoring and evaluation frameworks should overlay each other where appropriate. Risk management appears to have been appropriate to the requirements of the preparation phase of the program. Partners appear to have a good understanding of the risks associated with the program, largely because of the ability to apply lessons learned from other Community Driven Development programs partners have experienced. It is clear partners have benefitted from the knowledge and experience of key personnel associated with similar programming and then being able to apply this experience in the local context.

Opportunities exist to further align resourcing to enhance program delivery. Joint planning and budgeting of GoTL and GoA resourcing will contribute to program enhancements. It is important program management and planning be allowed to stabilise and consolidate, so decision making is more strategic and less reactive in the future. Management of PNDS-SP within the operational framework of the recently tendered PNDS-SP Investment Design Document will further strengthen program governance and implementation.

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MRG Recommendations

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The MRG has made fifteen recommendations throughout the report. All of the recommendations are all considered relevant and achievable in the near future i.e. 12 months. Resource costs for the outlined recommendations are minimal and should be accurately costed by PNDS-SP once the final report is endorsed. Recommendations are classified under the following two headings:

   i.   PNDS-SP management and administration.
   ii. PNDS-SP implementation – including training.

The order of the recommendation under each heading corresponds to the perceived priority for the recommendations; according to the MRG team.

PNDS-SP Management and Administration

Recommendation 1 (Page 13)

That Post and Desk (Timor Leste) DFAT personnel are actively involved in the pending contract negotiations for the new program to ensure the contract and basis of payment is fit for purpose with regards to the PNDS-SP program.

Recommendation 2 (Page 15)

That key PNDS-SP DFAT personnel immediately develop and implement a strategy to allow for the smooth transition and succession of personnel who have directly influenced the development of the program and will be moving on shortly. The strategy should also include options for managing the transitioning of key personnel associated with GoTL and key contracting partners.

Recommendation 14 (Page 29)

That risk management continues to be managed closely and the PNDS-SP risk management plan is maintained as a deliverable in the new PNDS-SP contract. Risk management should be fully integrated into future quarterly reporting requirements beginning this quarter. DFAT should actively manage risk management recommendations arising from quarterly reports.

Recommendation 4 (Page 16)

That PNDS partners consider options and opportunities to consolidate upon the foundations already established by the program. This means partners should try and build some formal structures around the joint planning, implementation and delivery of activities and match output to capacity. Ideally the pace of implementation should be moderated i.e. slowed down to match existing resourcing and capacity.

Recommendation 15 (Page 30)

That future MRG visits continue to use an evaluation methodology which simultaneously examined two foci i.e. broad overview questions about PNDS-SP and a specific theme. The next MRG should assess the effectiveness of using technical advisors to develop human resource and institutional capacity across PNDS. Additional themes to be explored should include, in priority order, in subsequent MRG visits include:

- The appropriateness of the (to be) developed program monitoring and evaluation frameworks are to program requirements. (recommendation 13 – Page 28)
- Examine the quality and impact of female participation and inclusion initiatives supported by both PNDS-SP and PNDS. (Page 27)
- An analysis of attribution relationships once both PNDS and PNDS-SP are more fully bedded down. (Page 25)

Recommendation 3

That PNDS-SP continues to explore opportunities to support the sharing of PNDS and broader CDD experiences across Timor Leste and with CDD programming cohorts working in similar development contexts, particularly Nusa Tenggara Timor (NTT) in Indonesia. (Page 15)

Recommendation 13

That a future MRG visit evaluate how appropriate the (to be) developed program monitoring and evaluation frameworks are to program requirements. This should include assessing how the monitoring and evaluation frameworks are being applied as learning tools for PNDS and PNDS-SP. (Page 28)

PNDS-SP Implementation – including training

Recommendation 12 (Page 27)

That the partners have immediate active dialogue with social inclusion and disability stakeholders in Timor Leste to ensure they have a complete understanding of PNDS and PNDS-SP, and are fully involved in future programming discussions. To facilitate this process, PNDS-SP should nominate a social inclusion contact person as a key focal point for consultations with relevant Timor Leste stakeholders. Partners must also ensure relevant and appropriate social inclusion and disability initiatives are integrated into the program. DFAT should initially manage this relationship on behalf of PNDS-SP.

Recommendation 11 (Page 24)

That PNDS-SP immediately incorporates the training priorities outlined by the MRG into the PNDS capacity development plan to be implemented during 2014.

Recommendation 10 (Page 22)

That PNDS-SP identifies, and/or recruits a part-time local gender specialist to guide and manage the development and implementation of a PNDS gender strategy. This person will also provide direct support to female deployees, particularly female facilitators working on PNDS.

Recommendation 5 (Page 17)

That PNDS-SP undertakes a competency gap analysis at the end of the first PNDS cycle, identifying further capacity development requirements against the steps and processes within the cycle. Ensure line managers and Community committees views are included as well as Facilitators self-evaluations. The competency gap analysis should inform future training needs for Secretariat and district (including facilitators) staff to better support community development initiatives.

Recommendation 7 (Page 20)

That current formal training(s) are reviewed and further customised to reflect Timor Leste contexts, address identified gaps and in future, where possible, provide certification through achievement of Timor Leste national qualifications and / or units of competency. This review is based upon the observations outlined in this report.

Recommendation 8 (Page 20)

That current and future training and program support materials are translated into Tetum and copies managed and distributed by the PNDS Secretariat. Ownership of documents should be with GoTL.

Recommendation 6 (Page 17)

That PNDS-SP, through the contractor and Secretariat, further strengthen the relationship with INDMO by fully involving the agency in all planning for trainings and capacity development to take place in the future. This will ensure all GoTL training protocols are followed and local training providers are fully involved in the delivery of training.

Recommendation 9 (Page 21)

That PNDS-SP continues to actively work with local (accredited) training providers where possible and appropriate to deliver training to Secretariat and district/sub-district personnel when trainings are deemed necessary. Liaison with training providers should be done in partnership with INDMO and SEPFOPE. An advisor should be specifically allocated this responsibility within PNDS-SP.

1. Introduction

1.1 Mission Background

The PNDS-SP Investment Design Document (IDD) proposes the establishment of a **Monitoring and Review Group (MRG)**, contracted by the Australian Government. The MRG, in partnership with stakeholders, will assess the quality of Australian-funded support on a regular basis and identify and recommend responses to strategic and operational challenges. This is the first MRG and it has been tasked to particularly focus on training outcomes and future training and capacity development priorities to be supported by PNDS-SP.

This Final Report provides an overview of the MRG team's findings based upon:

- An extensive desk review of relevant program documentation.
- Partner and stakeholder consultations held in country during the week of 3-14 February 2014.
- Stakeholder feedback linked to the presentation of an Aide Memoire in Dili on the 14 February 2014.
- Stakeholder feedback as a result of the draft report being submitted on the 28 February 2014.

1.2 Program Background

Timor Leste's National Strategic Development Plan (2011-2030) identifies the country's economic and social development priorities. To achieve the Plan's goals, the Government of Timor Leste (GoTL) is developing new decentralised programs which focus on capacity development at the community level in Sucos and Aldeias[1]. The Plan also requires the GoTL to provide opportunities to increase citizen participation and involvement in local development. Accelerating infrastructure development and access to public services are critical to achieving the Plan's development goals while generating local social and economic benefits that will contribute to sound, sustainable, equitable national development.

The goal of the PNDS program to support this longer term vision is "Improved socio-economic conditions and local governance for village men and women in Timor Leste through community managed infrastructure." This differs slightly from the goal outlined in the PNDS Support Program (PNDS-SP) Investment Design Document where there is a focus on increased social and economic benefits i.e. "community members attain increased social and economic benefits".

Australia has provided international and national personnel and logistical support to the design and preparation of the GoTL PNDS. This has included assisting the preparation of the policies and laws covering PNDS, assisting development of financial and HR management systems for PNDS; training up to four hundred technical, financial and social facilitators to support communities to manage their PNDS projects; and supporting sub-national socialisation of the program.

Through the PNDS-SP, GoA is working closely with GoTL on a bilateral level, providing support through the services of a managing contractor[2] and is facilitating other development partners' contributions to PNDS. The value of Australia's support in the 2012-13 and 2013-14 financial years is approximately $14.5 million.

During the implementation phase, Australia's support has focused on developing and strengthening the GoTL systems and capabilities required for PNDS to work. Initial resources have been allocated to support capacity development and training across partner cohorts. Consequently, this initial Monitoring and Review Group (MRG) visit will focus on the training component of the PNDS Support Program while also assessing the Support Program as a whole.

1.3 Objectives and Methods of the MRG Process

Regular MRG visits will monitor two overarching questions with regard to PNDS, these being:

i. Is Australia delivering its support to PNDS in the most relevant, effective and efficient manner?
ii. Is PNDS-SP's contribution to end of program outcomes adequate? What has influenced this, and what are the implications? How should Australia respond?

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[1] Sub-district entities – villages and communities.

[2] Services were provided by Cardno Emerging Markets, under the Interim Governance for Development contract.

In addition, the MRG team will answer the following specific questions for the first MRG Mission:

- iii. To what extent has the PNDS training regime prepared sub-district facilitators and district staff to implement PNDS effectively?
- iv. What recommendations would you make on how GoTL and Australia design the training and support regime from 2014 to ensure it contributes positively to PNDS effectiveness, efficiency, inclusion and sustainability?

In responding to the above, the MRG will also develop recommendations that will inform the following specific management decisions, to be made by the DFAT Timor-Leste aid management team:

- What would be an effective mix of formal, informal and on-the-job capacity development approaches, including training and mentoring, for facilitators and program implementation staff from 2014?
- What would the appropriate roles and responsibilities be for a refined capacity development and training team based with: the Contractor, in the Secretariat, and the Field Support Team?
- What mechanisms can be put in place to enhance support to female facilitators – now and in the future?

In addition, the MRG will assess additional standard evaluation criteria including impacts; sustainability; gender equality; monitoring and evaluation arrangements, and lessons learned to date. Over time, the MRG will also address program-specific issues, including PNDS-SP's approaches to capacity building and progress towards achieving objectives.

The MRG team developed a pre-approved evaluation plan[3] which guided partner and stakeholder consultations during the first MRG (refer Annex 1). The evaluation plan provided a framework which maximised the opportunity for stakeholders to provide input into the MRG process. Where necessary, interpreters[4] were made available to the MRG team to ensure all discussions were accurate and reflective of stakeholder / beneficiary input.

The MRG team, in partnership with GoTL and DFAT structured the consultations to ensure a consistent strategy was taken with all partner agencies, stakeholders and beneficiaries (refer to Annex 2 for persons consulted); recognising that there would be a different focal emphasis for respective cohorts. Stakeholder availability largely determined who would be interviewed at a community level. Generally communities were well represented at local meetings, and women were quite forthright in their opinions.

Targeted questions and discussion points used by the MRG team during stakeholder consultations are outlined in Table 1. Where possible; similar questions (also see page 31) were used across common cohorts.

Table 1 – Targeted Questions and Discussion Points across Stakeholders

Stakeholders	Indicative Issues to be Discussed
All – as appropriate	**General - Views on program relevance and effectiveness;** comments on governance structure and program management systems.
	Training - Q**uality of sub-contractor work and (training) impact/outputs?** This includes differentiation between Cardno personnel and partners (CNEFP, STVJ & Empreza Diak) subcontracted to conduct training.
GoTL/DFAT officials responsible for PNDS and PNDS-SP	**General (GoTL)**
	What are the key drivers for, and constraints to, PNDS and PNDS-SP management and implementation?
	General (DFAT)

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[3] Submitted and approved by DFAT on the 30 January 2014.

[4] Interpreters will have to have a fundamental understanding of TVET terminology, or will need to be briefed on the use and application of TVET language.

Stakeholders	Indicative Issues to be Discussed
	Opportunities to enhance the management and delivery of PNDS-SP? Design variations?
	General (GoTL and DFAT)
	How effectively the PNDS has supported national interests; views on major ongoing bottlenecks to PNDS-SP implementation in support of PNDS?
	Comments on commitment of parties to PNDS-SP implementation?
	How effectively the PNDS-SP has supported the PNDS Secretariat; establishment and capacity building of Secretariat staff?
	Comments on synergies with other development cooperation initiatives?
	Relevance, appropriateness and use of learning and monitoring and evaluation methodologies employed by the program?
	Training (GoTL and DFAT)
	How significant is the PNDS-SP's training regime's contribution to achieving intermediate and long-term program outcomes?
	Opportunities to enhance inclusive training in the Support Program – appropriateness of existing strategies?
	Relevance and appropriateness of human resource development strategies in community development programs?
	How effectively the PNDS-SP aligned trainings to the quality standards and qualification levels of the national TVET system?
District and sub-district GoTL staff and trainees	**General**
	Relevance, effectiveness, efficiency and impacts? (intended/unintended) of PNDS-SP?
	Staff selection, deployment and impact?
	Inclusiveness issues and opportunities?
	Training
	Training outcomes – relevance, effectiveness and sustainability?
	Training design/curriculum, standards and certification, PNDS-SP socialisation and training program learning materials, – relevance and appropriateness?
	Training delivery model and assessment of competency – relevance and appropriateness?
	Ongoing training and capacity development requirements?
	Field management of PNDS-SP?
PNDS training partners – Including Cardno	**General**
	Opportunities and confidence of training partners to plan and deliver future training without technical assistance? Sustainability timeline?
	Training
	Selected Training Providers and the deployment of vocationally competent trainers – relevance and appropriateness?
	Relevance, effectiveness, efficiency and impacts (intended/unintended) of training?
	Opportunities to enhance training and professional development initiatives?
	Comments on the quality and any suggested improvements to training and learning materials.
	Use and application of inclusive strategies when selecting and training personnel?
	Synergies and linkages across training partners?
	Alternative delivery models?

Stakeholders	Indicative Issues to be Discussed
	Capacity issues and opportunities – training partners and beneficiaries?
	Evaluation methodologies – participants and training partners?
	Accreditation issues and opportunities?
	Use and appropriateness of adult and vocational education training methodologies?
	Comments on ongoing training and capacity development requirements of trainees?
In-country contract personnel	**General**
	Interface and relationship with PNDS and PNDS-SP partners and stakeholders – issues and/or opportunities to enhance the program?
	Impact and opportunities for locally employed staff (LES) to plan and deliver ongoing training – sustainability options? Cross-reference ongoing need for technical assistance.
	Policy and operational issues and opportunities?
	Management of learning and M&E systems – opportunities to enhance program impact?
	Workplan and budget management?
	Training
	Opportunities to enhance capacity of local Training Providers and their trainers?
Other development partners	**General**
	What are the perceived strengths and weaknesses of PNDS and the PNDS-SP? How do these initiatives compare and contrast to other development programs being implemented in Timor Leste, or elsewhere? Are there any lessons to be drawn in terms of future support?
	M&E Systems (MES) development – in partnership with the World Bank. Progress and issues in the development of the MES.
	Training
	Key findings and lessons learnt from Field Test Review - The Asia Foundation?

Responses were, where possible, triangulated across stakeholder groups and cross-referenced to review documents to ensure there was a consistency of interpretation and understanding by the MRG team.

Whilst the MRG consultations were extensive with regards to stakeholders contact and input, there were a number of limitations which impacted upon the MRG team's ability to collate and interpret information associated with the key evaluation questions. Substantive limitations which impacted upon consultations include:

- Time and availability constraints limited the opportunity for some consultations to take place whilst in-country e.g. meetings with disability stakeholders.
- Only a small number of districts and sub-districts were visited, limited community consultations were possible given travel and time constraints.
- It was not possible to meet with, and interview any of the technical facilitators because they were not present in any of the districts and/or sub-districts when the consultations took place.
- Many facilitators met were from the pilot group and did not receive the full training sponsored by PNDS-SP.
- Whilst the MRG team met with key senior PNDS Secretariat representatives, there was not an opportunity to meet with personnel working within the PNDS Secretariat.
- Whilst efforts were made to provide interpreters with an understanding of PNDS and PNDS-SP terminology and context when necessary, it would be better if an independent and professionally recognised interpreter was assigned to the MRG team for all non-English consultations.

2. Findings

MRG findings are reported against the key questions outlined in the MRG terms of reference. Relevant recommendations to inform management decisions are developed and outlined throughout the report. Additional observations are provided with regards to other standard quality at implementation (QAI) used by DFAT in evaluating programs. The findings outlined in this report will establish a baseline set of observations for reference when future MRGs occur.

2.1 PNDS-SP: Relevance, Effectiveness and Efficiency?

2.1.1 Relevance

Consultations with GoTL and GoA representatives confirm there is a strong partnership between the two governments and the objectives of PNDS and PNDS-SP are aligned to the social and economic policies and priorities of both governments. This partnership is characterised by good ownership (political, government and community) and understanding of program objectives resulting in substantial financial commitments by both governments in support of both PNDS and PNDS-SP. GoTL ownership is evidenced by the regular meeting of the Technical Working Group (TWG) and the means by which the TWG liaises with DFAT to ensure PNDS-SP resourcing works in partnership with PNDS to achieve common objectives e.g. targeted training of the facilitators within tight timelines.

The programs are targeting economic development, and indirectly poverty. This is being done by empowering communities and facilitating financial and social transfers at the sub-national level. Both programs work with, and through local community units to develop and rehabilitate local infrastructure using local resources which results in improved employment opportunities for community members. Community members consulted confirmed PNDS (and indirectly PNDS-SP) was better at engaging and building community capacity to manage local development initiatives than other programs previously implemented by GoTL e.g. the Decentralised Development Program (PDD). Community members consulted further confirmed that whilst they found PNDS challenging to manage and implement, they were of the belief that PNDS was already having a positive impact upon: community management and consultations; local employment, and infrastructure relevance and standards. Community perceptions of PNDS relevance are being researched and documented by The Asia Foundation on behalf of PNDS-SP.

As a consequence of the strong government to government partnership, there is good potential to interface multi-sectoral priorities and programs currently supported by both governments with PNDS. If pursued this would likely result in enhanced delivery of services at the sub-national level. Clearly opportunities exist for the inclusion of health; education; agriculture; roads, and water and sanitation development initiatives to be interfaced with PNDS. Intersectoral interface would provide additional opportunities to further develop government (inter and intra agency), community, and individual capacity. Community members consulted expressed a strong desire to better integrate and manage the delivery of community services (health, education etc) via PNDS mechanisms and development partners should work together to achieve this objective. PNDS could sponsor the establishment of intersectoral community committees to facilitate this process and PNDS-SP could provide appropriate community training.

Broadly the training objectives and designed suite of structured trainings managed and implemented by PNDS-SP are deemed relevant to the competency requirements of the different job roles for PNDS (Technical, Social & Financial Facilitator, District Coordinators and MIS Managers). The competency based training (CBT) and assessment strategies used by PNDS-SP were appropriate to requirements and aligned to Timor Leste Technical and Vocational Education and Training (TVET) methodology. Training methodologies used by PNDS-SP built upon previous investments in Timor Leste TVET sector by the government of Australia.

2.1.2 Effectiveness

Resourcing provided by PNDS-SP has been appropriate in supporting the mobilisation of PNDS by the Government of Timor Leste (GoTL). Initial objectives of PNDS and PNDS-SP have been achieved and systems are in place and established to support ongoing PNDS implementation, i.e. Program Operations Manual (POM); facilitators trained and deployed; piloting and field testing underway; PNDS Secretariat

being established, and alignment of technical assistance to further strengthen partner capacity (e.g. mobilisation of Field Support Team).

The preparation phase of the program has been intense for all partners. Rapid mobilisation of resources during program establishment appears to have been effectively managed and deployed to support the management and implementation of PNDS by all partners. Both GoTL and DFAT concede mobilisation of PNDS has, at times, been too rapid resulting in capacity and logistical issues which PNDS-SP has been asked to address. Whilst mobilisation of the program was rapid, implementation has been well guided and assisted by the development of various policy notes[5] which clarified programming priorities and mechanisms by which resources were allocated and used.

The strength of the bilateral partnership has significantly contributed to program effectiveness. It is clear there was consistent and ongoing dialogue between GoTL and DFAT during the preparation phase. Any issues which arose (e.g. the means by which program facilitators were deployed and field testing scope) were discussed and agreed solutions determined which facilitated ongoing implementation of the program effectively. The partnership is characterised by trust and respect, as a result GoTL, DFAT and the Contractor all feel comfortable in discussing issues and negotiating programming changes which have a positive impact upon program management and implementation. As an example: weekly training team meetings ensured any training issues were quickly identified and appropriately addressed; this was particularly important when the technical trainers departed from Timor Leste before the trainee assessments were completed.

Training capabilities within Timor Leste were perhaps underestimated during initial planning for program implementation. Notwithstanding this initial issue, local training providers were actively involved in program implementation. During the preparation phase it was apparent individual and organisational capacities have developed, particularly within the training partners contracted to carry out the training. Substantive technical skills exist locally across all contracting partners and there is potential for further value adding to the program by contracting partners, particularly the national training subcontractors. Where possible all future PNDS-SP sponsored training should include local providers.

Decreasing the duration of trainings on the basis of time constraints for implementation was not an ideal approach to capacity building and likely impacted upon training effectiveness and outcomes for targeted cohorts. Further roll out of refresher training, ongoing mentoring and coaching from the Field Support Team and targeted further trainings aim to address this shortfall.

Monitoring and evaluation (M&E) systems are still developing. During mobilisation, decisions were taken to primarily focus on program implementation and to fully develop M&E systems once the PNDS-SP Investment Document was developed. Over time program outputs have evolved as the program has bedded down. As the program moves towards full implementation there is an urgent need to ensure M&E systems are confirmed and they are appropriate to needs, i.e. they are simple and of a quality to ensure program progress and learning are mapped and documented against objectives.

2.1.3 Efficiency

Rapid mobilisation of resources during the preparation phase to meet tight timelines and high GoTL expectations resulted in numerous logistical challenges being encountered by all partners. Operational and management issues have been (in general) well managed by partners. Partners have demonstrated great flexibility and rapid learning cycles in their approach to program implementation which is consistent with good capacity development practices when working in 'fragile' development contexts[6]. This flexibility has also resulted in strengthened relationships and better understanding of program constraints and opportunities within and across partners.

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[5] Policy Notes and implementation strategies developed include: Field Support Team; Phased Roll Out of PNDS; CDD Urban; HRM and Performance; Community Feedback System; Audit; Legal status of PNDS, and PNDS Additional Sectoral Funding.

[6] Refer to: Escaping Capability Traps through Problem Driven Iterative Adaptation (PDIA). Matt Andrews, Lant Pritchett and Michael Woolcock. http://www.hks.harvard.edu/centers/cid/publications/faculty-working-papers/cid-working-paper-no.-240

Whilst not substantive, there were delays and uncertainty with regards to the delivery of some program activities. As an example there was considerable discussion with regards to how facilitators would be deployed once recruited and this impacted upon training strategies. When coupled with other recruitment and deployment issues experienced by all partners, these delays impacted upon the efficiency of program resourcing. Monitoring and evaluation initiatives were also delayed so resources could be allocated against initiatives directly supporting PNDS implementation; this is further discussed in Section 4.4 (Monitoring and Evaluation Arrangements).

Generally resource levels allocated to the trainings were deemed adequate. However; this was in the context that further capacity building is required for all PNDS Facilitators, District Officers and Secretariat staff in the near future. If timelines had allowed, a more efficient use of resources would involve capacity building the National Training Providers to take a greater responsibility for the delivery and assessment of the suite of training programs avoiding the costs related to contracting international and national trainers.

There were a number of inefficiencies which derived from PNDS-SP activities being managed from the pre-existing Interim Governance for Development (GfD) contract. Numerous GfD contract amendments were required to allow PNDS-SP activities to be implemented as the GfD contract was designed to manage a different package of activities compared to those required for PNDS, i.e. GfD was not fit for purpose with regards to PNDS.

Now there is a PNDS-SP Investment Design Document providing an overarching programming and planning framework to the program, it is expected implementation efficiency will improve. Movement to the new PNDS-SP contract, scope of service (SoS) and basis of payment (BoP) should result in enhanced program efficiencies by directly allowing PNDS-SP to be managed within a unified design and using a fit for purpose contract. To ensure these efficiencies are embedded in the negotiated contract, it is important Post and desk (Timor Leste) DFAT personnel are involved in the contract discussions for the new program. Post will need to ensure the contract contains suitable flexibility to manage and implement targeted and emerging priorities as outlined in the six-monthly action plans and/or as required by tasking notes. This should include the opportunity to work in a cross-sectoral context if PNDS and PNDS-SP is to evolve beyond direct support for infrastructure development.

> **Recommendation 1**
>
> That Post and Desk (Timor Leste) DFAT personnel are actively involved in the pending contract negotiations for the new program to ensure the contract and basis of payment is fit for purpose with regards to the PNDS-SP program.

Program efficiency will also be further enhanced once PNDS-SP is fully mobilised by ensuring the managing contractor, training partners and deployed advisors are encouraged and allowed to work with the government partners (particularly GoA) to value add to program planning and implementation. A greater effort could be made to use the technical expertise associated with contracting partners when developing and implementing policy associated with PNDS-SP and PNDS. This could be done by directly tasking sub-contractors to draft position papers and policy on behalf of GoA as appropriate.

2.2 PNDS-SP Contribution: Adequacy; Influence, Implication and Response?

It is too early to determine and/or confirm the 'adequacy' of PNDS-SP's contribution to end of program outcomes. However; it is possible to make the following observations with regards to the impact of the preparation phase of the program.

2.2.1 Is PNDS-SP's contribution to end of program outcomes adequate?

PNDS-SP is clearly supporting government in the management and implementation of PNDS. Stakeholders and partners interviewed have a clear understanding of PNDS processes and systems. Pilot initiatives are underway and appear to be meeting community expectations. During the preparation phase of PNDS-SP, the program has successfully supported the development and delivery of the following:

i. PNDS Operations Manual (POM) – including supportive corporate systems for interpreting and implementing the POM.

Initial reviews of the POM confirm there is a need to further adapt and edit the document. PNDS-SP, in partnership with GoTL is currently working on the POM, including subsidiary templates (e.g. Bill of

Quantity documents) so they are deemed more appropriate and relevant to the program. Partners will need to collaborate closely to ensure POM edits are relevant and appropriate in the first instance to minimise edits in the future.

ii. PNDS-SP Investment Design Document (IDD) – allowing for progression to a contained and fit for purpose program which will manage program planning, financing and monitoring within an appropriate management and governance structure.

The PNDS-SP IDD has been peer reviewed and is currently being tendered to procure a managing contractor. The PNDS-SP IDD will provide a stabilising framework to the program and provide enhanced opportunities to jointly plan and support PNDS implementation.   Ideally PNDS-SP will work in partnership with GoTL to establish an annual planning and resource cycle which can be aligned to the GoTL financial year.

iii. Recruitment, training and deployment of over four hundred personnel to support facilitation processes at the community level.

Timor Leste capacity has been developed through the support program and this appears to be contributing to the strengthening of civil service, community and training provider capacity. Use of local training providers and links to the Timor Leste accreditation built upon prior GoA/GoTL investments in the TVET sector. Recruitment processes and systems deliberately targeted unemployed and disenfranchised persons thereby addressing a number of unemployment issues in the country. Deployees will strengthen human resource capacity at the sub-national level.

iv. Field testing of pilot sites to provide recommendations likely to positively impact ongoing implementation of the program.

Field testing outcomes and recommendations provided by The Asia Foundation are being used by partners to improve future delivery of the program by expanding the knowledge base of the program. Information obtained by the field testing will also allow the program to better understand issues and opportunities which will likely impact upon the future. These lessons will inform the program through the (to be developed) monitoring and evaluation system (MES).

v. Constant and ongoing partner and stakeholders discussions and negotiations on issues which impact upon program implementation.

A number of program sponsored activities required negotiations between partners so outputs could be delivered in a timely and appropriate manner. For example: negotiations allowed field test parameters to be adapted and facilitators to be deployed as civil servants; both modified outcomes were considered appropriate to program requirements.

PNDS-SP's ability to influence the deployment of PNDS personnel as civil servants has the potential for producing sustainable management and implementation of public sector structures which will last beyond the life of the PNDS-SP investment. This is subject to appropriate performance management systems being put in place and adequate GoTL grant and operational funding continuing in support of PNDS. Both partners will be required to ensure program trained deployees are performance managed and systems are put in place to support the deployees in the pursuance of their defined duties.

Skills development has been substantial with regards to the facilitator cohorts trained and these individuals appear to be already applying these skills across community groups. Training investments appear to have been adequate and appropriate to the initial needs of the program. Substantial opportunities exist to further enhance trainee and stakeholder skill levels to better meet the future requirements of PNDS.

Substantial resources have been provided by PNDS-SP in the form of technical advisors. Whilst there appears to be a good alignment of the technical advisors to programming requirements, it is not yet possible to determine the impact of these resources against program outcomes. Ongoing monitoring of technical advisor deployment and use must occur (refer Section 4.5.1 - Risk Management). The mobilisation of the Field Support Team will consolidate existing training and further develop capacities at the district and sub-district level. This should be further tested in the future by an MRG, perhaps the third MRG.

2.2.2 What has influenced this, and what are the implications?

Activities and outcomes supported by the program have benefited from the strong political, professional and personal relations between partners. The cooperation and understanding binding PNDS and PNDS-SP is reflective of a mature mutual respect between partners. Personal relationships in the Timor Leste context cannot be underestimated and representatives from both sides have substantially invested their time and commitment to ensure the partnership is strong. There is a need to implement strategies to maintain and sustain relationships in the future; particularly as key personnel turn over.

> **Recommendation 2**
>
> That key PNDS-SP DFAT personnel immediately develop and implement a strategy to allow for the smooth transition and succession of personnel who have directly influenced the development of the program and will be moving on shortly. The strategy should also include options for managing the transitioning of key personnel associated with GoTL and key contracting partners.

PNDS appears to be genuinely demand driven. As a consequence the program has benefited from learning and applying substantial development understanding associated with Australia's experience of Community Driven Development (CDD) programs managed and implemented elsewhere. Being prepared to directly share this experience with GoTL partners, stakeholders and beneficiaries has also been very important in influencing successful implementation of preparation phase of the program.

Stakeholders and beneficiaries need to be actively engaged in program learning. Shared experiences within Timor Leste and Nusa Tenggara Timor (NTT) should be further explored and supported. It is critical PNDS and PNDS-SP continues to share CDD experiences within and across communities participating in similar programs.

> **Recommendation 3**
>
> That PNDS-SP continues to explore opportunities to support the sharing of PNDS and broader CDD experiences across Timor Leste and with CDD programming cohorts working in similar development contexts, particularly Nusa Tenggara Timor (NTT) in Indonesia[7].

Substantial funding and resources were committed to PNDS and PNDS-SP by both governments during the preparation phase of the program. There is agreement the quantum of the initial investment was appropriate and necessary if PNDS was to be established on sound Community Driven Development and operational foundations. Initial investments have largely targeted training and personnel deployment and it is expected future implementation will substantially lever off the preliminary work done in providing training and establishing systems and structures in support of PNDS. The investments are reflective of foundation investments made in support of other similar CDD programs.

The selection and training of facilitators was critical to program implementation. Deploying the district and sub-district facilitators without appropriate pre-service training would likely have put the entire PNDS program at risk. Facilitators were pre-selected for training as a result of an intensive recruitment process which specifically targeted personnel appropriate for deployment to districts and subdistricts. Recruitment strategies and processes built upon previous lessons learnt by Australia when dealing with urban and community employment issues in Timor Leste. As a consequence, strategies were implemented to address some of the issues associated with the concentration of (rural) personnel in Dili i.e. returning qualified persons to districts and subdistricts through targeted employment.

The training was well managed locally and Timor Leste training providers contributed good resourcing and technical capacity and expertise to meet program needs. Interfacing the pre-service training with civil service recruitment maximised the opportunity to align skills to sub-national civil service requirements. However it is recognised the facilitators will require ongoing support and professional development and

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[7] NTT is the adjacent Indonesian province to Timor Leste. It is a similar development context with many community issues which parallel the community circumstances experienced in Timor Leste.

PNDS-SP will be critical in the delivery of these requirements (refer Section 3.3 - PNDS Professional Development Priorities).

Devolvement of civil service recruitment to the Ministry of State Administration (MSA) by the Civil Service Commissioner (CSC) to expedite civil service recruitment was considered an important precedent for effective public sector management. Both governments[8] have invested considerable resources into the CSC to improve the efficiency and effectiveness of civil service management in Timor Leste and the devolution of limited operational activities (including recruitment and performance management) to other government agencies is considered an important component of genuine public sector reform. As a result of the successful recruitment of the PNDS facilitators by MSA, the CSC believes it is possible devolved civil service recruitment could be replicated by other government agencies in the future.

As highlighted earlier (Section 2.1.3 – Efficiency), partners have demonstrated great flexibility and the use of rapid learning cycles in their approach to program implementation. During the preparation phase of the program this was extremely important as it allowed the partners to adapt and deploy resources as circumstances evolved. As PNDS-SP moves into implementation it will be necessary for the program to reflect upon the preparation phase and consolidate the foundations already established. The implementation phase should provide an opportunity for the partners to build some structure around planning and implementation. This may include collaboratively work-shopping the program's theory of change to reconfirm its relevance and working towards an annual planning cycle which aligns resourcing and financing against planned and agreed activities.

> **Recommendation 4**
>
> That PNDS partners consider options and opportunities to consolidate upon the foundations already established by the program. This means partners should try and build some formal structures around the joint planning, implementation and delivery of activities and match output to capacity. Ideally the pace of implementation should be moderated i.e. slowed down to match existing resourcing and capacity.

This does not necessarily require adjusting the workplan; it simply means partners should match the pace of implementation to capacity, particularly to the capacity and capability of GoTL partners. If the current pace is maintained without taking into account counterpart capacity, there is high likelihood PNDS-SP resourcing will be supporting capacity substitution within GoTL for longer than necessary.

2.2.3 How should Australia respond?

As discussed earlier, the program is based upon a strong partnership founded upon sound political, organisational and personal relationships. It is essential PNDS-SP continue to facilitate the institutionalisation of these relationships so the program can survive foreseen and unforeseen dislocations. Recommendation 2 (Section 2.2.2 - What has influenced this, and what are the implications?) will hopefully provide a mechanism for maximising the opportunity for continued strong relationships in the future.

Australia must continue to align resources to GoTL resourcing to ensure appropriate targeting of programming objectives occurs. It is important that PNDS-SP continues to build upon, and consolidate the resourcing and capacity both partners have invested in during the preparation phase. This will be achieved by pursuing the joint planning processes outlined earlier (Recommendation 4).

The program must continue to acknowledge the 'demand' side of the program. Ultimately the program is aiming to strengthen communities' capacity to manage devolved processes and resources. It is very easy to get entangled in managing the 'supply' side of the program i.e. resourcing the mechanisms servicing the program, particularly given the substantial human resources (technical advisors) being deployed in support of the program.   It is important PNDS-SP monitor and account for program efficiencies, against what is

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[8] DFAT has been continually supporting the capacity development and institutional strengthening of the CSC – most recently through the GfD program.

actually being delivered at the community level. The (to be developed) monitoring and evaluation system (MES) will assist partners to do this.

PNDS-SP will continue to work closely with the PNDS Secretariat to ensure their skills and capacity are appropriate for sustainable management of the program in the future. The Director General of the Ministry and other key personnel within State Administration recognises there are capacity gaps within the PNDS Secretariat. These capacity gaps need to be understood and resources made available to address them when identified. In doing so PNDS-SP should ensure deployed technical advisors are fully aligned to counterpart Secretariat structures and skill transfer takes place between technical advisors and counterpart groups. When possible, technical advisors should be fully interfaced, including work-plans, to GoTL individuals or teams within partner structures. Advisor and counterpart resourcing should be constantly evaluated and accounted for, and programmed against joint (fully costed) work plans. As outlined earlier, ideally, program work plans should be of an annual nature.

It is critical PNDS-SP continues to provide professional support (through the advisory support team) to ensure the GoTL (through the Secretariat) team is capable and able to performance manage[9] the newly appointed staff. The twelve month probation period will be up very quickly and it is important to account for underperforming and/or inappropriate personnel during the probationary period. Facilitators will also require additional support to support communities during the PNDS development cycle. The ability for facilitators to develop community capacity and confidence will be a cornerstone of success for the program.

Facilitators and district staff will also require professional development with regards to working as a team. PNDS-SP will provide this ongoing professional development through the capacity development and field support teams to further develop facilitators (including as a team) so they have the appropriate skills and competencies to meet the needs of the program.

Recommendation 5

That PNDS-SP undertakes a capacity stock take and competency gap analysis at the end of the first PNDS cycle, identifying further capacity development requirements against the steps and processes within the cycle. Ensure line managers and Community committees views are included as well as Facilitators self-evaluations. The competency gap analysis should inform future training needs for Secretariat and district (including facilitators) staff to better support community development initiatives.

Partnering with national training providers had a number of positive outcomes, including: enhancement to training program design, design of appropriate assessment tools and activities, meeting assessment requirements after the departure of the Indonesian trainers. Similarly; the mapping of the technical training against the Timor Leste Certificate II in Construction enabled Technical Facilitators to gain a full national qualification was an important process in maintaining national training standards.

The program must continue to develop, use and trust local training providers to meet the needs of PNDS. Local training providers, delivering accredited training programs are a sustainable resource to Timor Leste. It is critical all future training continue to align with Timor Leste certification processes and national training standards to ensure trainees continue to receive accredited training and associated providers continue to have their training capacity developed. To ensure this takes place PNDS-SP should continue to build upon and consolidate the relationship with the National Institute for Manpower (INDMO) to monitor and manage accredited training supported by the program.

Recommendation 6

That PNDS-SP, through the contractor and Secretariat, further strengthen the relationship with INDMO by fully involving the agency in all planning for trainings and capacity development to take place in the future. This will ensure all GoTL training protocols are followed and local training providers are fully involved in the delivery of training.

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[9] Any performance management strategies should be aligned to existing Civil Service guidelines.

All program resources should be aligned and co-located where possible. It is critical advisors have well defined counterpart structures and relationships (individual and/or group) and advisory work plans which reflect joint operational and capacity objectives. Advisor's facilitating direct skills transfer to their Secretariat counterparts is deemed by GoTL as the most effective approach to capacity building. A transitioning plan is required that evaluates effectiveness of skills transfer and evolution of skills transfer over time to higher order skills. This will be particularly important given the varied responsibilities of the technical facilitators. Ongoing professional development requirements for PNDS staff are further expanded upon in Section 3 (Future Requirements) of this report.

Logistical and funding implications need to be better considered when directly supporting initiatives[10]. Joint programming and alignment to a planning cycle should maximise opportunities to anticipate unanticipated consequences which may have a negative impact on program implementation. It is essential all program planning and budgeting is jointly managed and fully transparent with regards to the use and deployment of resources. Planning should take on a longer horizon as the program beds down and ideally be aligned to (annual) budget cycles.

2.3 PNDS-SP Training: Impact upon District and Sub-district Staff to Implement PNDS?

A major achievement of the program was the selection of trainees, trainings completed, recruitment, selection and mobilisation of a large cohort of Facilitators, District officers and Secretariat staff within a rapid timeframe. Deployed district and sub-district staff advised that the training was practical and directly applicable to their facilitator roles.

The financial facilitators highlighted the program support materials provided a clear set of work instructions and templates that they systematically worked through with community. The social facilitators advised that their training mirrored the participatory processes that they now implement on the job. Working with community is dynamic and complex so it is not surprising that this group were the ones who identified a need for further training in complex and higher order skills e.g. advanced facilitation and conflict resolution skills. A number of the social facilitators rang their national trainers after deployment seeking advice and support on facilitating meetings and working with conflict. This did not occur with the financial facilitators whose role in many respects is more prescriptive and defined.

Overall the trainings are assessed as preparing facilitators well for their work roles and with further capacity development in the identified areas, the PNDS workforce and community participant's competency will increase. The comprehensive development and use of support materials also prepared sub-district personnel, including facilitators, well for the tasks and processes required for Phase 1 implementation.

It was agreed by all training providers that clear instructional learning and program support materials are critical to Timor Leste trainees becoming competent employees. The PNDS materials were evaluated as very comprehensive. They allowed for trainees to go back and check their understandings, revise and reinforce learning and most importantly have provided clear guidelines for the process steps and responsibilities of their respective roles.   There were suggestions for improving the resources, e.g. all materials translated into Tetum, a simplified flip chart and project resources produced for use by community committees.

Materials should be reviewed and updated (in Tetum) for dissemination to the field as the need arises. However; the larger lesson is that newly deployed workers are more likely to be effective when provided with clear guidelines, instructions and templates.   The learning materials were either adapted from existing resources or developed by short term advisors. There is an ongoing need to develop workplace instructions and high quality learning resources for PNDS capacity building activities and as such nationals inside the Secretariat, over time, should gain the skills of instructional design.

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[10] As an example the training allowances paid to Facilitators proved to be higher than civil service salaries and this has resulted in some discontent and unrealised expectations on behalf of the trainees – with hindsight was this appropriate?

There were a number of identified issues associated with the training delivery that impacted upon training effectiveness and should be addressed in future training initiatives supported by the program. These include:

- The duration of a competency based training (CBT) program is determined by establishing the time required for the trainee to be competent in the range of tasks (competencies) for a specified job role. Decreasing the duration of trainings on the basis of time constraints for implementation is not an ideal approach to capacity development.
- The pace of implementation placed considerable stress on all associated with the training i.e. trainers and trainees. Effective training must be sequenced within an appropriate timescale.
- Timor Leste national qualifications state 'actual' hours and providers are required to deliver all hours outlined in any qualification that is being conferred. Providers can meet compliance to hours by identifying performance criteria and number of hours delivered through an 'on the job' placement component.
- All technical training curriculum implemented (e.g. the technical training program) must be contextualised and customised to the Timor Leste and PNDS program objectives. Competency and participatory methodologies are critical for learning success.
- Training programs, including instructional design and resource development were often being developed in parallel to implementation. This is less than ideal, as trainers need to be familiar with the content and resources well before delivering the relevant sessions.
- Training activities, particularly those associated with the technical and financial facilitators were impacted upon by the lack of expertise associated with participatory learning and CBT. The national training providers were more skilled in competency based training and instructional design than their international counterparts.
- Whilst trainings included content on 'inclusiveness'; disability stakeholders indicated insufficient time was allocated to allow an appropriate coverage of key topics for trainees. There was a concern facilitators were not fully prepared for dealing with issues and opportunities associated with inclusion within PNDS.
- Candidates were not fully prepared for the civil service exam. The head of the CSC indicated candidates needed greater support in understanding the importance of the civil service exam and using and understanding resources available to prepare for the examination. PNDS-SP could have provided tutorial support to candidates in preparation for the exam i.e. embed civil service preparation in the technical training. When supporting civil service deployment; it is essential full support be given to potential candidates so they fulfil all civil service requirements. First and foremost they are civil servants and therefore a representative of government at district, sub-district, Suco and Aldeia level.
- District coordinators have not yet been fully equipped to lead, manage and support a cohesive team of facilitators who are working effectively and respectively with community towards program goals. Additional work will need to be done with district teams, particularly the district coordinators to address these deficiencies.
- Practical and applied learning activities, including 'on the job' learning and assessment are deemed highly effective in preparing facilitators for their respective roles. A greater focus on 'workplace assessment' in future trainings is desirable.
- Rural versus urban projects: trainings need to take into account the different program contexts. Dili district facilitators will experience unique issues that require creative solutions and potentially additional focused training in the following areas; maximising community engagement and participation, managing expectations, approach when working with land based community disputes and securing local labourers for urban based projects.

A number of additional observations were made with direct reference to each of the training cohorts, these include:

i. Technical Facilitators – this training contained instruction in areas considered not relevant and therefore requires a review. Examples include: Basic Knowledge of Civil Engineering – Applied

Mathematics to be reviewed for relevance. Role of the Technical Facilitator throughout the implementation cycle, PNDS Facilitator team approaches, gender inclusion and disability awareness should be expanded for this cadre.

ii.   Financial Facilitators – this training program adopted a learning sequence that aligned directly to the implementation cycle and was assessed as highly relevant by both the contracting manager and Financial Facilitators alike. A small number of processes required further clarification in the PNDS Operations Manual e.g. process for reimbursements and delegated sign off when officers not available, and use and understanding bill of quantities (BOQs). To be addressed in current POM update and subsequent refresher training to be provided by PNDS-SP.

iii.   Social Facilitators – this training program required more depth and further training specifically in the areas of Training/Community Education - planning for training, management training, training other trainers and more depth on community conflict resolution. Occupational health and safety matters were not captured in the training.

To maximise training outcomes within the context of PNDS, there was universal agreement that all trainings should lead to formal Timor Leste certification, ideally a full qualification. Existing Timor Leste national qualifications and units of competency can be built upon to provide trainees with accredited training. This may include further qualification development and will require close cooperation with INDMO and accredited training providers (refer Recommendation 6). Similarly; future training should increase practical and applied learning activities, including 'on the job' training and workplace assessments. To some degree the establishment and deployment of the Field Support Team will provide a greater opportunity for supporting 'on the job' training.

Recommendation 7

That current formal training(s) are reviewed and further customised to reflect Timor Leste contexts, address identified gaps and in future, where possible, provide certification through achievement of Timor Leste national qualifications and / or units of competency. This review is based upon the observations outlined in this report.

Recommendation 8

That current and future training and program support materials are translated into Tetum and copies managed and distributed by the PNDS Secretariat. Ownership of documents should be with GoTL.

3. Future Requirements

It is essential PNDS-SP continue to work closely with the PNDS Secretariat to ensure programming delivery mechanisms and competencies meet the ongoing needs of PNDS. This requirement will primarily be achieved by developing and implementing a capacity development plan for Secretariat and district staff which includes structured trainings in priority areas. Mechanisms by which this can be achieved are outlined below.

It was confirmed by stakeholders interviewed that PNDS-SP's (through the managing contractor) planned capacity building strategies are deemed an effective mix of formal, informal and on the job capacity development approaches as they provide for: structured trainings for pre-service cadres; mentoring; coaching and refresher training for reinforcing and embedding skills and knowledge gained in formal training and the opportunity for extension training programs in areas not adequately covered in initial pre-service training programs. There was also agreement that the overarching role of all advisors is to effectively transfer knowledge and skills to their national counterparts.

3.1 PNDS Staffing Capacity

The establishment and mobilisation of the Field Support and Capacity Development teams provides a sound mechanism for identifying further capacity building needs and determining effective, efficient and sustainable approaches to meet the needs of both individuals and cadres alike.

There is a need to assess and understand Secretariat capacity and competency as the program progresses beyond the preparation phase. As per Recommendation 5 (page 17), a Secretariat capacity stock take

should be undertaken to assess capacity strengths and weaknesses in the work unit. The capacity development of Secretariat staff will be enhanced if an initial competency assessment is conducted jointly with advisor and national counterparts and individual initial capacity building plans are developed for all counterparts. The plans should be monitored regularly to identify competency achievement and areas for future 'skills transfer'.

The planned methodology for the deployment of the Field Support Team will take place on two levels. Field Support Advisors will work as direct counterparts with PNDS national staff. At the next level, Field Support Team members will work as direct counterparts to the PNDS District Coordinator, District Engineer and District Account. At the district level, the model focuses on skills transfer via 'on the job' mentoring and coaching of district officers who in turn will mentor and coach PNDS Facilitators. National Field Support Team Advisors and their national counterparts, District officers and District Coordinators will report on ongoing capacity building needs for their respective cadre's and work closely with the Capacity Development team when structured trainings or district forums are required.

The MRG view this model as an efficient and effective way to provide for 'skills transfer' and 'on the job' refresher training. It enables procedural clarification and updated program information to be communicated to facilitators and community management committees in a timely way. Importantly it provides the mechanism for a sustainable and planned approach to the capacity development needs at all program levels. It provides opportunities for staff to demonstrate competency 'on the job' and achieve higher level certification. The model needs further refinement and will be adapted throughout its implementation. Further field testing and evaluation is required to assess impact, ideally when facilitators and communities have completed a PNDS cycle.

National training providers who are accredited to deliver national qualifications have an in depth understanding of competency based training and assessment. There are now over two hundred trainers in the Timor Leste TVET system and the majority have completed a national training and assessment qualification. New providers are regularly being established at the district level as a result of work being done by the DFAT funded Training for Employment and Support program (TESP) who are capable of working with PNDS and PNDS-SP. The Timor Leste TVET sector is viewed as critical to meeting the broader goal of developing a decentralised skilled vocational workforce as required by PNDS.

The national training providers who participated in the PNDS trainings are assessed as highly capable to deliver future trainings in their respective industry areas. Where possible, PNDS-SP should engage with providers who are accredited with INDMO to deliver national qualifications and units. Accredited providers have training facilities located in Dili and the districts and can work with PNDS-SP program to identify skilled trainers in a range of vocational areas including administration, training delivery and the full complement of trade skills. If further trainings are planned, national trainers should participate in the training and assessment design prior to implementation.

When formal training is deemed necessary, short term advisors should be used to provide relevant technical expertise and work closely with local providers and national trainers in determining the instructional design (delivery model, learning sequencing and work related assessment) that best meets the needs of Timor Leste learners. National advisors should be used when available.

The PNDS-SP contracted CNEFP (Tibar Trade Training Centre) for the delivery of the Technical Facilitator trainings. As CNEFP are one of only two government training centres it is important to ensure protocols are established within the Secretariat of State of Professional Training and Employment[11], Ministry of Education (SEPFOPE) to ensure future technical trainings are coordinated and do not conflict with planned public provision.

> **Recommendation 9**
>
> That PNDS-SP continues to actively work with local (accredited) training providers where possible and appropriate to deliver training to Secretariat and district/sub-district

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[11] The managing authority for government training centres.

personnel when trainings are deemed necessary. Liaison with training providers should
be done in partnership with INDMO and SEPFOPE. An advisor should be specifically
allocated this responsibility within PNDS-SP.

3.2 PNDS Female Staff

PNDS-SP and PNDS have made good progress with regards to managing gender and equity training and deployment issues within the program (see Section 4.3 - Gender Equality and Inclusiveness). Approximately thirty nine percent of personnel recruited to manage and implement PNDS activities are women. Many of these have been deployed as facilitators working at the district and sub-district level. A majority of women trained and deployed are aligned to the financial and social facilitator cohorts; there is a need to explore opportunities to increase female representation within the 'technical' areas of program support i.e. aligned to infrastructure development and implementation.

Stakeholders recognised women working on PNDS will encounter unique and challenging domestic and professional circumstances[12] which differ from their male colleagues. The PNDS-SP Investment Design Document (IDD) also confirms ongoing support for gender and equity management in the program. As a consequence it is important PNDS and PNDS-SP continue to develop and implement strategies which will enhance opportunities for female personnel, particularly facilitators to perform their duties to the best of their ability. The following are proposed as mechanisms, which also build upon PNDS-SP IDD proposals, to enhance support to women working on PNDS.

i. Identify, or recruit a local gender resource person on the PNDS-SP team (based within the PNDS Secretariat) to manage and coordinate all gender and equity strategies and practices. This person would work with the program to ensure a PNDS gender and equity strategy was in place and being implemented. The gender and equity strategy would be an integral part of the program monitoring and evaluation framework.
ii. Survey the domestic and employment conditions of all PNDS facilitators, particularly the females, to ensure deployees are living and working in safe environments.
iii. Establish mechanisms whereby female deployees can contact the gender resource person and discuss gender specific issues impacting upon individuals, or PNDS implementation at a local level.
iv. Ensure female facilitators have the opportunity to network together at district level to discuss how gender issues impact on program outcomes and share strategies that ensure women's voices are heard, respected and acted on[13] in PNDS projects
v. Continue to interface inclusive and gender and equity practices across the program. This should result in enhanced program support for community planning and management of gender and inclusive appropriate initiatives.
vi. Field testing continue to monitor gender inclusion initiatives, particularly with regards to the role of female facilitators in influencing community development programming.

Recommendation 10

That PNDS-SP identifies, and/or recruits a local part-time gender specialist to guide and manage the development and implementation of a PNDS gender strategy. This person will also provide direct support to female deployees, particularly female facilitators working on PNDS.

3.3 PNDS Professional Development Priorities

The Organisational Development Adviser, together with the Capacity Development Team and Field Support Team will be responsible for the professional development of Secretariat and sub-national personnel. The

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[12] Examples include: isolation from extended family structures; lack of professional networks; dealing with domestic/family issues whilst working, and residential and safety issues.

[13] Potential to liaise with DFAT's proposed future 'Ending Violence against Women' program (EVAW).

following table summarises the collated findings of the MRG for further training and capacity building requirements across the program.

Table 2 – Ongoing Training Needs of PNDS Cadres

Further Training Need	Target Cadre /s	Stakeholder/s Who Identified Training Need
Leadership skills	Secretariat District Coordinators	DG – MSA PNDS Secretariat
Management skills	Secretariat District Coordinators	DG – MSA PNDS Secretariat
Effective performance management	Secretariat District Coordinators (target first)	DFAT DG, Ministry for State Administration President, Civil Service Commission PNDS-SP Interim Contractor
Analysis and report writing skills	Secretariat District Coordinators	DG – MSA PNDS Secretariat
Resource design and development (basic instructional design for writing procedures and general work place manuals)	Secretariat	DG – MSA PNDS Secretariat
Team approaches (both 'on the job' and workshop based)	District and sub-district teams	PNDS-SP Interim Contractor training team National training providers
Compliance to relevant GoTL decree law and standards	Technical facilitators – construction regulation and laws on access for people with a disability Social & Finance facilitators – where relevant	DG – MSA DFAT
Delivering training and community education sessions *NOTE: TL Certificate III in Training and Assessment is recommended as appropriate*	Technical, social and financial facilitators	PNDS-SP Interim Contractor National training providers Social facilitators District Coordinator
Effective skills transfer techniques & assessing skills acquisition *NOTE: Field support team, local advisors, locally employed staff and national counterparts may require structured coaching and mentoring training. A suitable Timor Leste accredited unit titled Coaching and mentoring is available and sits in the*	Technical Advisors & relevant PNDS Secretariat staff Field support teams and their national counterparts District Coordinators	PNDS-SP Interim Contractor MRG assessed as priority

Further Training Need	Target Cadre /s	Stakeholder/s Who Identified Training Need
Certificate IV in Training and Assessment.		
Effective communication, supporting community based decision making and conflict resolution skills *NOTE: This was covered to a small degree in social facilitator training but was deemed a requirement for all facilitators. Social facilitators would benefit from a structured and in depth 'extension training program' on the above topics.*	District Coordinators Technical, social & financial facilitators	Social Facilitators National training providers PNDS-SP Interim Contractor
Civil service orientation & Ethics and culturally appropriate communication when working with community *NOTE: Ethics and culturally appropriate communication could be given more emphasis in future trainings.*	PNDS District & sub-district teams	President, CSC GfD DFAT *NOTE: President, CSC identified the young age of facilitators and explained that respectful ways of communication with elders was essential to gain trust and influence within community.*
Financial skills with a focus on further development of numeracy skills.	Financial facilitators	PNDS-SP Interim Contractor Training Provider – Finance training program Financial facilitators
PNDS project planning and management *NOTE: Study tours to neighbouring PNDS projects can provide an excellent learning opportunity and enhances collaborative learning and community building.*	Community management committees	Community management committee members PNDS-SP Interim Contractor National Advisor

Recommendation 11

That PNDS-SP immediately incorporates the training priorities outlined by the MRG into the PNDS capacity development plan to be implemented during 2014.

4. Additional Quality at Implementation Considerations for the Program.

4.1 Initial Impacts

As outlined earlier, it is too early to determine the impact of PNDS-SP's contribution against end of program outcomes. It is however possible to outline the activities and the impacts they have had on PNDS implementation which can be directly attributed to investments already made by PNDS-SP.

Many of the initial impacts have been described earlier in this report. However; it is worthwhile summarising them again, as the activities which align to the initial investments establish a baseline for

longitudinal implementation of the program and therefore ultimately impact upon PNDS implementation. Over time, program effectiveness will be substantially impacted upon if the initial investments by the partners are not monitored and issues addressed as they arise.

Substantive initial impacts include:

i. Both governments have established a strong and genuine partnership in the management and implementation of both PNDS-SP and PNDS. This partnership has guided investments by both countries so mutually agreed outputs could be achieved during the preparation phase of the program.

ii. Inter-ministerial Commission and Technical Working Group (IMC / TWG) have been established to guide PNDS implementation across six key agencies i.e. Finance, State Administration, Health, Education, Agriculture, Public Works and the National development Agency.

iii. The recently developed and endorsed PNDS-SP Investment Design Document (IDD) formalises program operational, governance and management arrangements for ongoing implementation of the program. The IDD transitions the program beyond the preparation phase.

iv. Over five hundred persons were selected and trained across five disciplines over an eight month period. Four hundred and eighty eight district and national staff has been recruited and deployed within PNDS (Secretariat and District/Sub-district staff) using as civil servants devolved Civil Service Commission systems. This has established a government cadre of personnel to manage the implementation of PNDS.

v. Local training providers have been used to support the training program sponsored by PNDS-SP. Local training capacity has been tested, developed and proven to meet the needs of the program. Training sponsored by PNDS-SP has already, or will likely be accredited, providing successful trainees with training which meet Timor Leste certification standards. Positive relationships have been established with INDMO to facilitate ongoing accredited training sponsored by PNDS.

vi. Field tests have been conducted across thirty sucos. This has resulted in the PNDS Program Operations Manual being adapted to better meet programming requirements; provided better insight into the transparent management of PNDS processes at the community level, and allowed for the development of more appropriate communication and learning strategies and materials to be used within the program.

vii. The PNDS program and particularly the district and sub-district facilitators are the unofficial early adopters of the goals of decentralisation; increasing community participation in local level decision making. Future case studies may inform other government decentralisation initiatives, programs and community based strategies.

Attribution will be an ongoing issue for PNDS-SP. Almost all activities supported by PNDS-SP directly facilitate and impact upon GoTL's ability to manage and implement PNDS. At this point in time, it would appear many PNDS activities would not have been completed in a timely matter or to the same quality without direct investment from PNDS-SP. It is the opinion of the MRG team that without PNDS-SP, PNDS would not be operational to the degree it is currently. A future MRG could do an analysis of attribution relationships once both PNDS and PNDS-SP are more fully bedded down.

4.2 Sustainability

Again it is far too early to determine the likely sustainability of initiatives managed and implemented by PNDS-SP and PNDS. However; sound sustainable foundations appear to have been established and this in itself is a significant achievement for the program. Substantive initiatives which are likely to impact upon program sustainability include:

i. The establishment of the PNDS Secretariat within the Ministry of State Administration (MSA). Civil servants have been recruited and deployed to fill most but not all of the substantive positions within the PNDS Secretariat.

ii. Civil servants have been trained and deployed on behalf of PNDS to districts and sub-districts. This has benefited de-concentration and de-centralisation practices and policies supported by GoTL.

iii. District and sub-district deployees are seen as good government representatives at the sub-national level to help manage PNDS. They are establishing relationships with community representatives likely to influence the successful implementation of PNDS at a local level.

iv. Selection and recruitment practices and procedures allowing deployment have been devolved to the MSA by the Civil Service Commission (CSC) establishing an important precedent for civil servant recruitment in other government agencies. The CSC has been supportive of the devolution trial to MSA.

v. CSC, MSA and the Ministry of Finance (MoF) have worked well together (in partnership with the Inter-ministerial working groups) to ensure civil service systems have collaborated ensuring PNDS deployed officers are being put on the payroll in a timely manner. Good interagency cooperation is an important outcome when supporting public sector development initiatives; apropos working closely with Governance for Development (GfD).

vi. Pre-selection and training of potential civil service recruits as conducted by PNDS is seen as a strong and potentially replicable model for use across the Timor Leste civil service. With support, the CSC would look to trial this training model when recruiting future civil servants in and across other government agencies.

vii. The use and inclusion of local training providers has proved capability and capacity exists within Timor Leste to train and develop personnel for private sector and civil service deployment. Previous support by GoTL and GoA has positively impacted upon Timor Leste TVET accreditation processes and INDMO's ability to develop accredited providers across the country. There is ongoing potential to use local accredited providers to further develop skilled personnel within PNDS and beyond.

viii. Good foundations have been established for the management and construction of basic infrastructure using community expertise by PNDS. There is potential and opportunity to expand the existing program beyond support for basic infrastructure; e.g. interface with rural development, urban development, women programs and health and education opportunities.

Many of the above initiatives have been implemented as a result of PNDS-SP providing considerable technical input to PNDS. Much of this technical input has been via technical advisors. As outlined elsewhere in this report, there is some risk of technical support being used to subsidise capacity gaps if not managed properly. This poses a risk to sustainability.

4.3 Gender Equality and Inclusiveness

All partners have demonstrated a joint commitment to using gender and inclusive strategies within both PNDS and PNDS-SP. This has resulted in the integration of gender and inclusive initiatives being included in the (accredited) training modules and in the implementation and application of recruitment and deployment strategies and processes.

Through PNDS, there have been substantive efforts to support and strengthen community planning and the management of gender and inclusive practices at the local level. This is evidenced by guidance outlined in the PNDS Program Operations Manual i.e.

> 'The government recognises that existing gender and social inequality have resulted in many people being excluded from community development efforts and their benefits. It is necessary that PNDS provides specific support and resources for affirmative action initiatives. This is to ensure that all citizens are able to participate in decision making processes and have equal access to benefits resulting from PNDS.'

Evidence provided by the program[14] confirms female participation and representation rates are generally good across the program. Women comprise 86 of 221 civil servants (or 39%) recruited to the PNDS Secretariat. Participation rates of women in socialisation activities (39%) and priority setting meetings (40%) as part of the field test is at a moderate level while representation in community management teams (CMT) is at 47% (155 women out of 330 CMT members). Of the 83 projects identified to be built in the field

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[14] PNDS-SP Quarter 5 Draft Report – December 2013.

test phase, 53 (or 64%) are those that were proposed in women-only priority setting sessions. The gender imbalances across facilitation cohorts (i.e. more males in the technical fields) are reflective of gender roles in the labour market in both Timor Leste and elsewhere e.g. Australia.

Limited discussions in the field would suggest women are taking an active role in the management and implementation of PNDS activities. Female facilitators interviewed were very appreciative of the training provided by PNDS-SP and are confident they will have an impact upon the way the PNDS will be implemented.

Concerns have been raised by disability stakeholders in Timor Leste that PNDS/PNDS-SP has not been as active as they would like with regards to acting upon inclusive concerns they believe important. An example being: insufficient emphasis on inclusive initiatives in the technical training program. All partners are cognisant of the importance of addressing the issues raised and DFAT is actively in dialogue with inclusive stakeholders in Timor Leste to ensure future programming will account for their concerns.

> **Recommendation 12**
>
> That the partners have immediate active dialogue with social inclusion and disability stakeholders in Timor Leste to ensure they have a complete understanding of PNDS and PNDS-SP, and are fully involved in future programming discussions. To facilitate this process, PNDS-SP should nominate a social inclusion contact person as a key focal point for consultations with relevant Timor Leste stakeholders. Partners must also ensure relevant and appropriate social inclusion and disability initiatives are integrated into the program. DFAT should initially manage this relationship on behalf of PNDS-SP.

Continued integration of gender equality and inclusive policies and practices across the program is necessary. Field testing will continue to monitor gender and inclusion activities, particularly in relation to community level decision making.

A future MRG should more closely examine the quality and impact of female participation and inclusion initiatives supported by both PNDS-SP and PNDS.

4.4 Monitoring and Evaluation Arrangements

Partners made a conscious decision to slow down the development and management of monitoring and evaluation arrangements across both PNDS and PNDS-SP during the preparation phase of the program. This decision was largely a function of pace of implementation and the need to focus on the delivery of supportive activities to the program i.e. training and deployment of PNDS personnel.

Nevertheless preliminary work was progressed with regards to the development of management and evaluation systems across the program. The POM outlines a monitoring and evaluation framework (page 92) to guide GoTL in the development of a credible evidence base to measure the performance of PNDS and account for public spending. In support of collecting data outlined in the POM's monitoring and evaluation framework the PNDS-SP supported the PNDS Secretariat to develop an interim monitoring and evaluation system (MES) to track program data. Preliminary monitoring and evaluation learning workshops have also been conducted allowing stakeholders to anticipate the needs for the development of the program's monitoring and evaluation framework.

Internal PNDS monitoring through the MIS appears to have started well (with support from PNDS-SP) and work is advancing to strengthen data collection systems and establish the interim MIS. However; the MRG team is of the opinion it may be threatened by the transition from field testing to the scaling up of PNDS initiatives and there is a strong chance that it will impact on PNDS reporting in the short term.

An overarching monitoring and evaluation reporting framework has also been delayed by events associated with the scale-up of PNDS. On the evaluation side, baseline designs are being developed and should soon be finalised. There has been some delay in the development of clear hypotheses by the World Bank (WB) team. External monitoring of the field test continues to be conducted by The Asia Foundation (TAF) and lessons shared. An expanded schedule of process monitoring locations is likely to allow TAF (and soon World Bank) monitors to process monitor phase 1 implementation which will be important to understanding any early issues with implementation.

Advisors have been deployed by DFAT and PNDS-SP to progress the development of monitoring and evaluation frameworks for both PNDS-SP and PNDS. Progressing the development and implementation of a formal M&E system which allows for linkages between PNDS and PNDS-SP i.e. interface and integrate program M&E systems will be priority for 2014. It is critical there are robust linkages between the PNDS and PNDS-SP monitoring and evaluation frameworks to be developed during the coming year. The monitoring and evaluation frameworks need to account for gender equity and inclusiveness data.

4.5 Lessons Learned and Risk Management

4.5.1 Lessons Learned

The preliminary phase of the program has been characterised by rapid learning cycles and direct knowledge and experience from past CDD programs implemented elsewhere by Australia and other donor partners. As a result partners have been able to adapt to changing circumstances and demands quite well. Examples of how the rapid learning cycles were applied include:

- Good relationships and trust between partners resulted in constructive dialogue which facilitated discussions taking place and decisions to be made which could be rapidly implemented.
- Several policy notes were drafted to establish policy guidelines and give direction to program implementation and management.
- Contracting the World Bank and The Asia Foundation to establish CDD baseline data and conduct PNDS activity cycle process monitoring to facilitate longitudinal monitoring and learning within and across the program.
- Learnings and implementation decisions often built upon other past and existing development initiatives and required interfacing with and support from GfD[15] and other Australian sponsored programs[16] in Timor Leste.
- Deciding to delay the development and implementation of formal monitoring and evaluation frameworks to allow programming resourcing to focus on implementation.
- Significant iterative learning was applied to the management, interpretation and implementation of facilitator training which allowed for enhancements to be applied as the trainings progressed.
- Certification processes associated with the training has evolved and improved over time as issues have been addressed.
- Trainee selections, training and deployment processes adapted as partners discussed and negotiated employment options associated with civil service deployment[17].

Whilst the learnings were appropriate in the context of the preparatory phase of the program, it was realised the PNDS-SP required a more formal framework to contain and manage planning, implementation and learnings; hence the PNDS-SP investment design document was developed and recently tendered. As PNDS and PNDS-SP progress beyond the preparation phase it is appropriate the management of program learning become more formalised and both PNDS and PNDS-SP finalise and apply their respective (to be developed) monitoring and evaluation frameworks. Ideally, the two monitoring and evaluation frameworks should overlay each other where appropriate.

> **Recommendation 13**
>
> That a future MRG visit evaluate how appropriate the (to be) developed program monitoring and evaluation frameworks are to program requirements. This should include assessing how the monitoring and evaluation frameworks are being applied as learning tools for PNDS and PNDS-SP.

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[15] Work being supported in the MoF and CSC.

[16] Examples include: the Training for Support and Employment (TESP) and the Roads for Development (R4D) Program.

[17] Ultimately GoTL deployed the trainees as civil servants establishing a series of other actions which had to be managed by the program.

4.5.1 Risk Management

Risk management appears to have been appropriate to the requirements of the preparation phase of the program. Partners appear to have a good understanding of the risks associated with the program, largely because of the ability to apply lessons learned from other CDD programs partners have experienced. It is clear partners have benefitted from the knowledge and experience of key personnel associated with similar programming and then being able to apply this experience in the local context.

Some issues did arise as a result of the rapid transposition of CDD principles and practices into the Timor Leste context (refer to the issues outlined in Section 2.3). These were largely associated with the first phase of technical training, and partners quickly recognised the issues and adapted future training so that they were better contextualised to Timor Leste circumstances. The use of Timor Leste training providers and working with INDMO also ameliorated a number of these risks.

DFAT worked closely with the interim managing contractor to ensure quarterly reporting was comprehensive and able to describe and analyse issues and risks impacting upon program implementation. Risk management and reporting is founded upon a risk management plan which generally covers six months of program implementation. The risk management plan is a separate deliverable under the GfD head contract and is a core document with regards to managing and mitigating program risks. The program is closely monitoring a number of issues which could impact upon PNDS, substantive issues being monitored and have active management plans in place, these include:

- Financial risks with the GoTL system;
- Institutional development of the PNDS Secretariat;
- Payroll for Secretariat personnel;
- Status and management of PNDS facilitators;
- PNDS implementation before evaluation, and
- Infrastructure design and construction.

Additional risks which have been discussed during MRG consultations and should be monitored as the program progresses include:

- Ongoing management of the program in a highly political context – including the management of personal and professional relationships in an institutional context;
- Ensuring PNDS is managed and implemented in a multi-sectoral context, working across government systems. This includes close cooperation with other bi-lateral and multi-lateral programs which interface PNDS;
- Continued contextualisation of all training initiatives, with a particular focus on competency based training; on-the-job training, and certification of training;
- Ongoing cooperation and support for local training providers;
- The need for 'team building' at a district level;
- Ongoing management of conflict resolution and participatory consultation processes at the community level;
- Monitoring and assessing the use of technical advisors as the primary form of technical assistance within PNDS and PNDS-SP.

Risk management needs to be constantly monitored, and PNDS-SP appears to be doing this quite well. All partners should continue to manage risk mitigation as the program progresses beyond the preparation phase.

> **Recommendation 14**
>
> That risk management continues to be managed closely and the PNDS-SP risk management plan is maintained as a deliverable in the new PNDS-SP contract. Risk management should be fully integrated into future quarterly reporting requirements beginning this quarter. DFAT should actively manage risk management recommendations arising from quarterly reports.

The MRG is an integral component of PNDS-SP risk management. The first MRG used an evaluation methodology which simultaneously examined two foci i.e. broad overview questions about PNDS-SP and the specific theme (training). The MRG team found this to be an effective methodology as it provided an opportunity to examine and comment on a thematic priority within the overall context PNDS-SP. It is the opinion of the MRG team that this methodology should continue in subsequent MRG visits. The MRG team recommends this methodology continue and that future MRG visits actively explore a number of themes outlined in this report.

Recommendation 15

That future MRG visits continue to use an evaluation methodology which simultaneously examined two foci i.e. broad overview questions about PNDS-SP and a specific theme. The next MRG should assess the effectiveness of using technical advisors to develop human resource and institutional capacity across PNDS. Additional themes to be explored should include, in priority order, in subsequent MRG visits include:

- The appropriateness of the (to be) developed program monitoring and evaluation frameworks are to program requirements (recommendation 13 – page 28)
- Examine the quality and impact of female participation and inclusion initiatives supported by both PNDS-SP and PNDS (page 27).
- An analysis of attribution relationships once both PNDS and PNDS-SP are more fully bedded down (page 25)

5. Conclusion

There is a consensus amongst partners, stakeholders and the MRG team that Australia has delivered its support to PNDS through a mechanism (PNDS-SP) which has been relevant, effective and efficient. This is particularly so, given the rapid mobilisation of the PNDS during the preliminary phase of implementation.

It is too early to ascertain PNDS-SP's contribution to end of program outcomes. However; PNDS-SP has certainly had a substantial positive impact on the successful establishment of PNDS resourcing and systems during initial mobilisation of PNDS.

Good sustainability foundations have been established as a result of the investments though PNDS-SP, largely as a result of decisions made by partners to link implementation to GoTL systems and structures. These decisions have been facilitated by the strong personal, professional and institutional relationships which have been established between implementation partners.

The MRG team is of the opinion that the training provided by PNDS-SP has been appropriate and relevant to needs and circumstances given the pace of program implementation. Local training capacity has been developed and well used in the provision of training to all targeted cohorts. Ongoing training and support is necessary for personnel deployed and this will require substantial investments in on-the-job strategies and a focus on team building in the workplace.

Opportunities exist to further align resourcing to enhance program delivery. Joint planning and budgeting of GoTL and GoA resourcing will contribute to program enhancements. It is important program management and planning be allowed to stabilise and consolidate, so decision making is more strategic and less reactive in the future.

Annexes

Annex 1: Abbreviated Evaluation Plan – Methodology

Methodology

The MRG methodology will include the following activities:

- review and analysis of documentation and data (Annex 4) relating to existing and proposed activities;
- Structured consultations with key PNDS stakeholders (Annex 3) in Timor Leste, namely GoTL and GoA personnel; in-country contractor personnel; PNDS training partners staff and community representatives, and
- Other external stakeholders and beneficiaries, as appropriate, namely the World Bank and the Asia Foundation.

The four priority questions to be answered, indicative additional questions and the proposed methods for gathering information by the MRG team are as follows:

Evaluation question	Indicative additional/sub-questions	Proposed methods of gathering information
1. **Is Australia delivering its support to PNDS in the most relevant, effective and efficient manner?**	Relevance of training objectives and methodology? Are training objectives on track to being achieved? Has implementation of activities made effective use of time and resources to achieve outcomes? Is resourcing appropriate to needs?	Analysis of reports and program documents. Client, partner and stakeholder interviews. Triangulation of information and responses.
2. **Is the Support Program's contribution to end of program outcomes adequate?** **What has influenced this, and what are the implications?** **How should Australia respond?**	Are contributions relevant to the context and needs of beneficiaries? Examples of contributions which have impacted (positive and negative) upon program management and implementation? What lessons from supported activities and training can be applied to future programming?	Analysis of reports and program documents. Client, partner and stakeholder interviews. Triangulation of information and responses.
3. **To what extent has the PNDS training regime prepared sub-district facilitators and district staff to implement PNDS effectively?**	Staff selection, deployment and impact? Training outcomes: relevance, effectiveness, efficiency, and sustainability? Training design/curriculum, standards, competency assessment and certification? Socialisation and program training materials: relevance and appropriateness? Opportunities to enhance training and professional development, including ongoing capacity development requirements?	Analysis of reports and program documents. Client, partner and stakeholder interviews. Beneficiary focal groups will be used where appropriate. Triangulation of information and responses.
4. **What recommendations would you make on how GoTL and Australia design the training**	What are the key priorities for the future? What changes (if any) would be	Analysis of reports and program documents. Client, partner and stakeholder

Evaluation question	Indicative additional/sub-questions	Proposed methods of gathering information
and support regime from 2014 to ensure it contributes positively to PNDS effectiveness, efficiency, inclusion and sustainability?	required to organisational, governance, training, capacity development, inclusion, priority setting, and/or implementation arrangements? Are there design efficiencies which can be applied to enhance opportunities for the future?	interviews. Beneficiary focal groups will be used where appropriate. Triangulation of information and responses.

DFAT representatives in Timor Leste will assist in the coordination of all in-country meetings and the preparation of a consultations schedule. DFAT is currently in negotiation with the GoTL to identify and deploy an appropriate counterpart to participate in the first MRG. This person will add an invaluable local perspective and insight to process.

Individual and small group/focal meetings will be the means by which consultations take place. The MRG team will jointly and collaboratively interview stakeholders and beneficiaries, when necessary and appropriate, the team may separate to pursue answers to specific technical issues (e.g. training, M&E, design structure, synergies) depending upon program scheduling and according to areas of expertise i.e.

	MRG team Leader	MRG Training and Human Resource Specialist
MRG Leadership, Management and Coordination	✓✓✓	✓
Program Design and Implementation	✓✓✓	✓
Monitoring and Evaluation – lessons learned	✓✓	✓✓
Community Development Programming and Implementation	✓✓	✓✓
Public Sector Development	✓✓	✓✓
Training and Capacity Development	✓✓	✓✓
Adult Learning Methodologies	✓	✓✓✓
Training Design and Evaluation	✓	✓✓✓
MRG Presentations and Reporting	✓✓	✓✓

Consultations will take into account:

- Australia's current and ongoing relationship with Timor Leste;
- Ethical and professional issues – including confidentiality of responses and the reporting of serious issues if identified during consultations.
- the (still) developing monitoring and evaluation system (MES);

- adult learning constraints – including technical and vocational education training (TVET) methodologies;

- language – translation and interpretive considerations (including TVET terminology);

- gender and inclusiveness issues, and

- the Timor Leste cultural context – including working in remote and isolated communities.

Meetings and interviews will be structured to ensure sampling is representative and appropriate. Where necessary, interpreters will be made available to the MRG team to ensure all discussions are accurate and reflective of stakeholder/beneficiary input.

The MRG team structure the consultations to ensure a consistent strategy is taken with all partner agencies, stakeholders and beneficiaries, recognising that there will be a different focal emphasis for respective cohorts.

Similar questions will be used across common cohorts to maximise the opportunity for triangulation of responses. All responses will, where possible, be triangulated across stakeholder groups and cross-referenced to review documents to ensure there is a consistency of interpretation and understanding by the MRG team.

Targeted Discussion

Stakeholders to be consulted and issues to be discussed include the following:

Stakeholders	Indicative Issues to be Discussed
All – as appropriate	**General - Views on program relevance and effectiveness;** comments on governance structure and program management systems.
	Training - **quality of sub-contractor work and (training) impact/outputs?** This includes differentiation between Cardno personnel and partners (CNEFP, STVJ & Empreza Diak) subcontracted to conduct training.
GoTL/DFAT officials responsible for PNDS and PNDS-SP	**General (GoTL)**
	What are the key drivers for, and constraints to, PNDS and PNDS-SP management and implementation?
	General (DFAT)
	Opportunities to enhance the management and delivery of PNDS-SP? Design variations?
	General (GoTL and DFAT)
	How effectively the PNDS has supported national interests; views on major ongoing bottlenecks to PNDS-SP implementation in support of PNDS?
	Comments on commitment of parties to PNDS-SP implementation?
	How effectively the PNDS-SP has supported the PNDS Secretariat; establishment and capacity building of Secretariat staff?
	Comments on synergies with other development cooperation initiatives?
	Relevance, appropriateness and use of learning and monitoring and evaluation methodologies employed by the program?
	Training (GoTL and DFAT)

Stakeholders	Indicative Issues to be Discussed
	How significant is the PNDS-SP's training regime's contribution to achieving intermediate and long-term program outcomes?
	Opportunities to enhance inclusive training in the Support Program – appropriateness of existing strategies?
	Relevance and appropriateness of human resource development strategies in community development programs?
	How effectively the PNDS-SP aligned trainings to the quality standards and qualification levels of the national TVET system?
District and sub-district GoTL staff and trainees	**General**
	Relevance, effectiveness, efficiency and impacts? (intended/unintended) of PNDS-SP?
	Staff selection, deployment and impact?
	Inclusiveness issues and opportunities?
	Training
	Training outcomes – relevance, effectiveness and sustainability?
	Training design/curriculum, standards and certification, PNDS-SP socialisation and training program learning materials, – relevance and appropriateness?
	Training delivery model and assessment of competency – relevance and appropriateness?
	Ongoing training and capacity development requirements?
	Field management of PNDS-SP?
PNDS training partners – Including Cardno	**General**
	Opportunities and confidence of training partners to plan and deliver future training without technical assistance? Sustainability timeline?
	Training
	Selected Training Providers and the deployment of vocationally competent trainers – relevance and appropriateness?
	Relevance, effectiveness, efficiency and impacts (intended/unintended) of training?
	Opportunities to enhance training and professional development initiatives?
	Comments on the quality and any suggested improvements to training and learning materials.
	Use and application of inclusive strategies when selecting and training personnel?
	Synergies and linkages across training partners?
	Alternative delivery models?
	Capacity issues and opportunities – training partners and

Stakeholders	Indicative Issues to be Discussed
	beneficiaries?
	Evaluation methodologies – participants and training partners?
	Accreditation issues and opportunities?
	Use and appropriateness of adult and vocational education training methodologies?
	Comments on ongoing training and capacity development requirements of trainees?
In-country contract personnel	**General**
	Interface and relationship with PNDS and PNDS-SP partners and stakeholders – issues and/or opportunities to enhance the program?
	Impact and opportunities for locally employed staff (LES) to plan and deliver ongoing training – sustainability options? Cross-reference ongoing need for technical assistance.
	Policy and operational issues and opportunities?
	Management of learning and M&E systems – opportunities to enhance program impact?
	Workplan and budget management?
	Training
	Opportunities to enhance capacity of local Training Providers and their trainers?
Other development partners	**General**
	What are the perceived strengths and weaknesses of PNDS and the PNDS-SP? How do these initiatives compare and contrast to other development programs being implemented in Timor Leste, or elsewhere? Are there any lessons to be drawn in terms of future support?
	M&E Systems (MES) development – in partnership with the World Bank. **Progress and issues in the development of the MES.**
	Training
	Key findings and lessons learnt from Field Test Review - The Asia Foundation?

Annex 2: Persons Consulted

Name	Position	Agency
Miguel Carvalho Dulce Guterres	DG Director	Ministry State Administration
Libório Pereira Jose Reali	President CSC Legal Adviser, GfD (Cardno)	Civil Service Commission
Paulino Albano Amandio Belo Ligaya Valmonte	Accreditation Team	INDIMO
Gerson Martins Apolinario dos Santos Joanico da Costa Belo	Socialisation Training Team	STVJ
Simao Barreto Abel La Costa Zacharias Periera	Infrastructure – Technical Training Team	CNEFP Office – Tibar
Ariana Almeida	Financial Training Team	Empreza Diak
Sandra De Curo Constatine de Coru Ilde Policupo de Costa Marcelna Paulo Pergio de Carralho Joam Carceito Vladadimm Benevides Juan Bopita	FEZ EOHA FFSM FFSM KPA UM PNDS EIY	Manatutu Subdistrict – PNDS Pilot site
Jonio Soares Tim Lawther Joaozito dos Santos Sarah Louise	Representatives from Asosiasaun Defisiensia Timor-Leste and Ra'es Hadomi Timor Oan	via email
Ivonia Santos Eldine da Silva Maria Isabel de Guterres Carlos Airas Iame Maria dos Santos Dias Santos Casilia Olisa Juliana de Silva Maria Ricardo Marcal Jacinta Mairul Henrique Mauno Teoploldo Moniz	Kontatilista FFSD FFSD MIS Estagiano Estagiano Estagiano Estagiano FSSD Kailibrisla Estagiano PNDS – FSSD	Dili District Office

Name	Position	Agency
Caroz do Reis	FFSD	
Rosa Bonaparte	FFSD	
Liliana De Deus Figueira	Sunperbarja	Dili Subdistrict – PNDS Pilot Site
Jacinto Mario Soaros	Chiefe IP	
Maria Rosa	Teziureisa	Dili Subdistrict – PNDS Pilot Site
Mateus Alves Coreta	Vice KPA	
Al Cina Cos	Vice KPA	
Meliana Momz	FS	
Paulina Rp	Pres KPA	
Cancio D F	FS	
Vincent Ashcroft	Minister Counsellor	DFAT
Chloe Olliver	DFAT PNDS team	
Annette Madvig	DFAT PNDS team	
Alvaro Ribeiro	(former) DFAT PNDS team	
Anita Dos Santos Silva	DFAT PNDS team	
Dave Green	DFAT M&E	
Sarah Lendon	DFAT Health and Education	
Katie Smith	DFAT Education	
Marcus Powell	DFAT TVET Adviser	
Steven Rose	PNDS M&E adviser	
Manoj Nath	PNDS Adviser	
Jonathan Gouy	GfD Team	
Carmeneza dos Santos Monteiro	GfD Team	
Frankie Lawe-Davies	Ex – DFAT PNDS Training Design	
Jose Reali	CSC - Advisor	
Susan Marx	Country Representative	Asia Foundation
Satornino Amaral	Governance	
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