

# STRATEGIC FRAMEWORK

Version 1.0

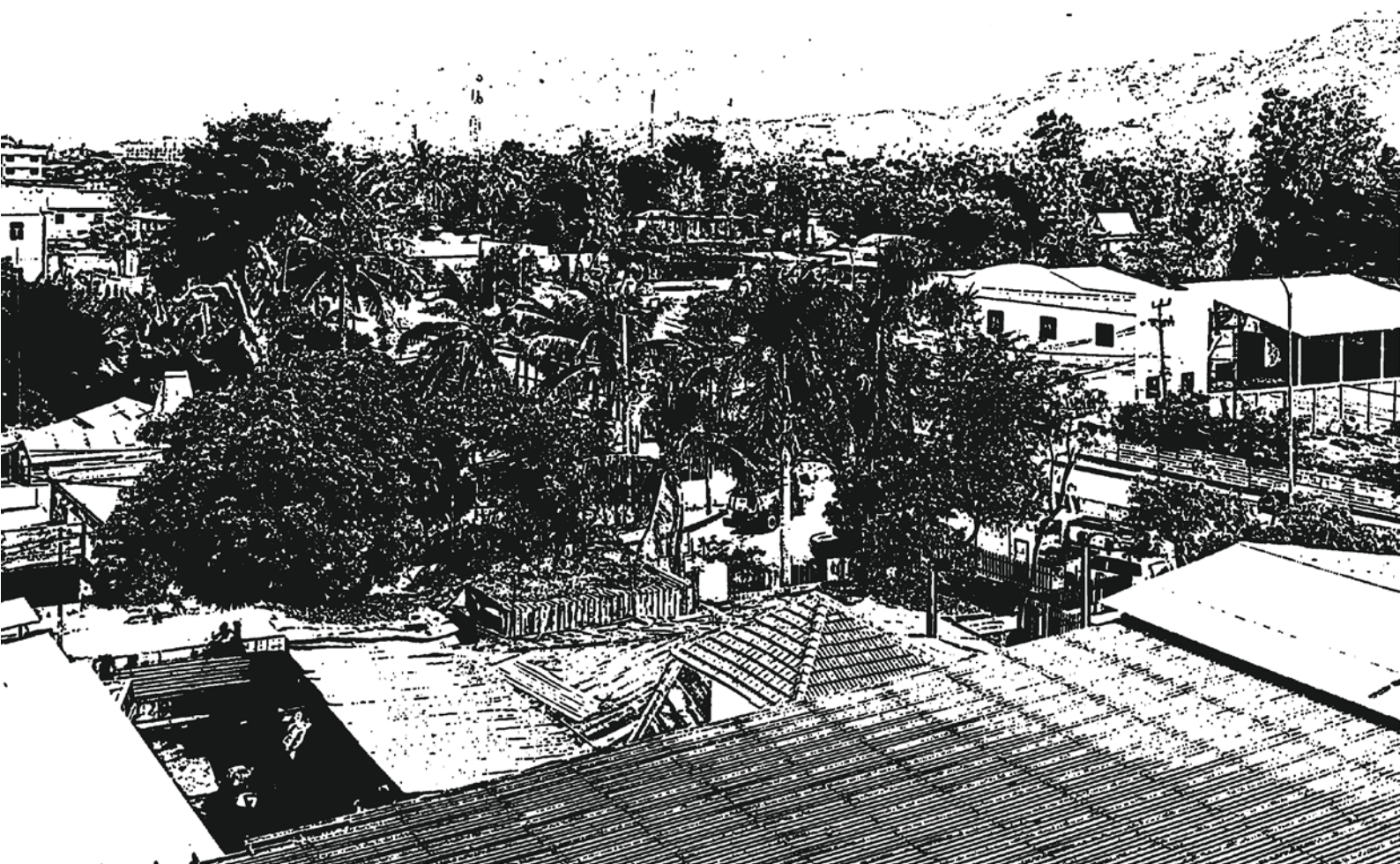
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## Executive Summary

The Partnership for Human Development (PHD) between the Australian and Timor-Leste Governments supports the people of Timor-Leste to reach their potential.

PHD has developed one shared goal that identifies the long term change to which PHD will contribute over the life of the program:

*Support the people and Government of Timor-Leste to build and sustain healthy, educated and prosperous individuals and communities who live with dignity and determine their own future.*

A cross-sectoral approach, combining technical inputs and a broader understanding of the context of change, implemented through a single operating platform, forms the initial operating framework for PHD. It is assumed that by drawing upon the wide-ranging technical expertise available through sector programs, and combining this with practical approaches that work in a Timor-Leste context, PHD will be able to make a substantial contribution to the well-being of people in Timor-Leste.

At the highest level, PHD will track its overall contribution to change:

1. for people, especially women, children and people living with a disability;
2. in government commitment to service delivery; and
3. in service delivery outcomes, as a result of PHD's cross-sectoral approach.

Over the coming 12 to 18 months, PHD will undertake a phased approach to transitioning the program from individual sectors to a collaborative and consolidated program that is effectively and efficiently functioning, and incorporates cross-sectoral objectives. It will combine this with the introduction of several implementation strategies, which aim to accelerate appropriate consolidation of sectoral programs under PHD. These strategies will be reviewed annually, and adjusted as required.

### **Strategy 1 Geographic clustering of activities**

In line with the Government of Timor-Leste's policy for decentralisation, PHD will begin to work in coordinated ways at the municipal level.

### **Strategy 2 Strategic engagement with Government**

Existing programs will continue to be implemented and future activities developed, with attention to maximising efficiencies and opportunities for cross-sectoral cooperation with the Government of Timor-Leste, at the national and sub-national level.

### **Strategy 3 Review and Improvement**

PHD will ensure its approach is underpinned by a rolling process of review and improvement.

### **Strategy 4 Engage people in their own development**

Engage Timorese people in their own development to ensure the needs of the people are addressed, and outcomes are sustainable.

### **Strategy 5 Service Delivery Improvement**

Identify and address specific problems in Timor-Leste's service delivery system, including procurement, distribution, and Public Financial Management (PFM), and propose affordable and replicable investments.

PHD has identified three objectives for 2017.

1. Contribute to improvements in the well-being of people, in particular women, children and people with a disability.
2. Increase cross-sectoral collaboration that maximises delivery of quality services and benefits for people, in particular women, children and people with disability.
3. Support and produce transparent and well-communicated research and evidence that provides PHD, the Government of Timor-Leste and others with sufficient and accurate information and knowledge for continued effective implementation and innovation.

Given the evolving and emerging nature of PHD, this Strategic Framework will be reviewed on an annual basis.

## Glossary

ANCP	Australian NGO Cooperation Program
CHC	Community Health Centre
CSO	Civil Society Organisation
Embassy	Australian Embassy (Timor-Leste)
EPOO	End Of Program Outcomes
DFAT	Australian Department of Foreign Affairs and Trade
DNSA	National Directorate for Water Supply
GfD	Governance for Development [Program]
GMF	Groupu Manage Facilidade   Water Management Group
INGO	International Non-Government Organisation
M&E	Monitoring and Evaluation
MELF	Monitoring, Evaluation and Learning Framework
MoE	Ministry of Education
MoH	Ministry of Health
MSS	Ministry of Social Solidarity
NGO	Non-Government Organisation
PHD	Australia Timor-Leste Partnership for Human Development
PFM	Public Financial Management
PNDS	Programa Nasional Dezenvolvimentu Suku or National Program for Village Development [Program]
SEM	The Secretary of State for the Support and Socio-economic Promotion for Women
SISCa	Integrated Community Health Services
TOMAK	To'os Ba Moris Di'ak / Farming for Prosperity [Program]
USD	United States Dollar

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# 1. Introduction

The Partnership for Human Development (PHD) between the Australian and Timor-Leste Governments supports the people of Timor-Leste to reach their potential.

The Australian Government has, until recently, supported separate development activities in Timor-Leste within the sectors of health, education, water, sanitation, social protection, nutrition, gender and disability. While individual activities have achieved good outcomes, the separate management of these sectors has sometimes overlooked the interconnection between each area, and the benefits that sectoral work may have on the development outcomes of other sectoral areas, which has the potential to achieve greater impact. For example, we know that improved sanitation facilities in schools will probably lead to more adolescent girls attending school, and similarly, improved education outcomes for girls would lead to better health and nutrition outcomes in the future, as they understand the benefits of and are more likely to access health care services and eat more nutritious foods.

Towards that end, PHD has brought together the eight sectors with an intention to deliver more comprehensive and coherent support for women and men, girls and boys, including those living with a disability.

## Cross-sectoral Approaches

PHD will employ cross-sectoral approaches in how the program operates. For the purposes of this strategy, **cross-sectoral** refers to instances whereby two or more sectors work together to address a single, or set of, development challenges to achieve greater development outcomes. An example of this is the PHD geographic approach being trialled in Bobonaro whereby multiple sectors are working in a coordinated and collaborative way to improve the accessibility and functioning of local facilities and services.

The number of sectors engaged around an issue will ultimately be determined by the **nature of the development challenge** that PHD is supporting the Government of Timor-Leste and its citizens to address. The success of these approaches also relies, critically, on the capacity of **Government of Timor-Leste to also coordinate** policy and resources across its different agencies and organisations.

Bringing eight sectors together under one program is an innovative concept. While there is evidence that shows working across more than one sector often delivers better development outcomes, the number and type of sectors that PHD will coordinate is unique.<sup>1</sup> As such, PHD is functioning as an 'emergent design'. This means that it will test, reflect and learn as it goes. It will aim to understand when and why cross-sectoral coordination works best to achieve positive impacts for the people of Timor-Leste.

In addition, given that there are several existing high-quality activities under each of the eight sectors, and because this is a new and untested approach, DFAT has made the decision to transition the program over time. This may take the shape of a phased approach. PHD will initially continue with existing disparate activities in each sector, and through a careful strategic planning and implementation approach, over time PHD may shift to a program addressing a common goal and set of objectives.

This document provides a framework that will underpin the further development of PHD's strategic direction over the next five years (2017-2021) recognising that the implementation approach will be flexible and adaptive, and regularly reviewed. It outlines the PHD goal and approach to change, offers guidance on the strategic approach that will take PHD from eight individual sectors to a cohesive and coordinated program, and sets out the accompanying program wide objectives. This framework complements the PHD Annual Plan, identifying additional roles, responsibilities and timing for key strategic program development. It provides the overarching framework for the PHD sector plans and the PHD Monitoring, Evaluation and Learning Framework (MELF). Along with the annual program budget and activities, this framework will require updating on an annual basis to remain relevant to the Timorese context and needs of the Governments of Timor-Leste and Australia.

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<sup>1</sup> A review of significant, publically available international program evaluations and documentations suggests that an eight sector approach to development encompassing health, education, nutrition, water, sanitation, gender, disability and social protection – as is being tested by PHD – has not been trialed before.

## 2. Focus for Change

The Australian Government's aid policy in Timor-Leste includes a specific objective of 'Enhancing Human Development'<sup>2</sup>. This is in line with the Government of Timor-Leste's policy, which is committed to reducing poverty and increasing well-being of its people, especially those living in rural areas.<sup>3</sup>

While there have been significant improvements in people's lives since independence,<sup>4</sup> several reports, including those referenced in the design document for PHD, identify the ongoing challenges faced by women, men and children living in rural areas of Timor-Leste. These include limited access to some essential services, particularly basic health services and good quality education; very high rates of maternal and child morbidity and mortality; poor nutrition in some locations leading to significant problems with malnutrition; limited access to water and sanitation; and limited opportunity for economic development. Women and people living with a disability are especially vulnerable to many of these challenges.<sup>5</sup>

Further inquiry undertaken for this planning process indicates that while people living in rural areas have high capability and self-reliance,<sup>6</sup> they often lack the information and opportunity to realise their full potential. Alongside the challenges outlined above, people do not necessarily know the services and opportunities to which they are entitled, nor how to work with government and others to effect change and see improvements in their localities. Furthermore, where there are signs that local services are working in rural Timor-Leste, it is often the case that these improvements are not connected to national level support.<sup>7</sup>

Looking at the whole experience of people in Timor-Leste, especially those living in rural areas and people living with a disability, suggests that the barriers to their human development and well-being are multifaceted and interconnected. The World Bank describes poverty in Timor-Leste as 'multidimensional'<sup>8</sup>.

In the past DFAT has supported individual sector programs to address specific elements of this complex system. While these various activities have been effective in bringing about change in aspects of people's lives, or in certain parts of the service delivery system, their impact and sustainability have been limited because of their narrow sector or geographic focus (for example, too Dili-centric or too focused along the national road corridor).<sup>9</sup> The limitations of this approach within the whole Australian aid program are increasingly coming into question.<sup>10</sup> Recent reviews of aid programs in Timor-Leste suggests that single sector programs have introduced good quality solutions to narrow and *complicated* problems, but have not addressed the multiple and *highly complex* burdens faced by people living in rural areas.<sup>11</sup>

## 3. Approach to Change

### 3.1. Cross-sectoral Strategies

Given that there is increasing evidence that multi-sectoral programs are able to make more difference to people's lives,<sup>12</sup> PHD was designed with an ambitious intent – to leverage off the opportunity to work cross-

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<sup>2</sup> DFAT (2015) Aid Investment Plan, Timor-Leste. 2015- 16 to 2018-19.

<sup>3</sup> Government of Timor-Leste (2010) *Strategic Development Plan 2011-2030*.

<sup>4</sup> World Bank (2016) 'Poverty in Timor-Leste', 2014

<sup>5</sup> See PHD design document for more comprehensive analysis.

<sup>6</sup> Anderson, B. (2016) 'An Analysis of Frontline Service Delivery in Rural Timor-Leste', internal PHD report.

<sup>7</sup> Internal PHD Front-Line Analytics Report, 2016.

<sup>8</sup> World Bank (2016) 'Poverty in Timor-Leste', 2014.

<sup>9</sup> This is not unusual in large-scale aid programs. Apart from programs in emergency and relief situations where coordination is required because of limited resources and poor security, technical sectors such as health and education tend to focus on the application of their well-developed standards and approaches (for example, identifying what is required to achieve safe birth practice for women), rather than what more they might achieve by deliberate cooperation with others.

<sup>10</sup> The recent Australian Government inquiry into developing partnerships in agriculture and agribusiness focused on reducing poverty and enhancing stability in the Indo-Pacific region (Commonwealth of Australia (2016) 'Food For Thought: Improving Health and Nutrition in the Indo Pacific region', Joint Standing Committee on Foreign Affairs, Defence and Trade, Canberra, May) specifically recommended that the Australian Government ought to develop intersectional strategies (for example engaging education, agriculture, health, women's empowerment, climate change, and credit support) to underpin Australia's international policy and programme engagement for nutrition under the Australian aid program.

<sup>11</sup> Myat Thu, P. (2014) 'The dry seasons 'triple burden' on rural lives in Timor-Leste', Development Policy Centre, Australian National University.

<sup>12</sup> For example, there is an emerging evidence that as well as access to affordable and appropriate food, the social and living environments of people and their access to health services, water and sanitation are all factors which come together to influence nutritional status (*Global Nutrition Report (2016) 'From Promise to Impact. Ending Malnutrition by 2030'*, International Food Policy Research Group, Washington). The health of women and children is now understood to be intrinsically linked to their social and economic well-being (The Study Group for the Global Investment Framework for Women's Children's Health (2014) 'Advancing social and economic development by investing in women's children's health: a new global investment framework', *The Lancet*, vol 383, no. 9925, pages 1333-1354, 12 April).



sectorally. The investment design proposed that by taking an integrated approach, DFAT will be able to make a more effective and efficient contribution to human development. PHD will bring together DFAT investments across the eight sectors, and coordinate the work, so that interventions address multiple and interrelated issues through this cross-sector approach that limit the development of people in Timor-Leste.

## 3.2. Program Goal

In order to support and facilitate a cross-sectoral approach that addresses the felt needs of people, PHD has developed one common goal to which all activities will contribute. The goal identifies the long term change to which PHD will contribute over the life of the program.

***The Partnership for Human Development will support the people and Government of Timor-Leste to build and sustain healthy, educated and prosperous individuals and communities who live with dignity and determine their own future.***

By focusing on one common goal, each sector is incentivised to utilise the expertise of other sectors to achieve change that is greater than simply the 'sum' of the sector outcomes. The goal facilitates a cross-sectoral approach.

The program goal also provides an important 'line of sight' for the whole program. Programs with multiple partners and many activities run some risk of being so 'busy' that they lose sight of what they are trying to change. With this clear and concrete goal, PHD's activities will be assessed against how they contribute to the sustained well-being of people at the frontline: women, men, girls and boys, including people living with a disability. All activities will need to demonstrate how they make the most effective and efficient contribution to this end.

## 3.3. Lessons Learned

### Effectiveness

The process of development (that is, change) in Timor-Leste is complex, unpredictable and often political. Aid responses must take this complexity into account by designing and implementing programs which are capable of adapting as they go. Experience from elsewhere shows that beyond a cross-sectoral approach, combining the specific technical expertise of service delivery sectors (for example, health systems financing or teacher training) with a broader understanding of the political, economic and social aspects of change, and adapting activities to these contextual realities achieves more significant and sustained change.<sup>13</sup>

The PHD design outlines a set of practice principles (refer to Annex 1) that reflect lessons learned and past DFAT experience in Timor-Leste. Based on these and wider development experience it proposes key strategies for PHD implementation.<sup>14</sup>

In summary, these include:

- Giving good attention to context, adjusting activities and interventions as required by the conditions.
- Increasing cooperation and work with leaders and service providers at national and local level, and with communities at the frontline, to assist them to develop their own solutions.
- Working in a flexible way, learning from experience and improving over time.

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<sup>13</sup> Research shows that sustained health and nutrition outcomes in rural communities requires both technical inputs and work to mobilise communities and advocate with policymakers (Scaling Up Nutrition in Practice (2014) 'Social Mobilisation, Advocacy and Communication for Nutrition', Briefing Paper 3, July). Results from various programs suggest that sustained impact from technical interventions requires attention to underlying change processes, including social protection, women's empowerment and strategies that address inequality (Global Nutrition Report (2016) 'From Promise to Impact. Ending Malnutrition by 2030', International Food Policy Research Group, Washington).

<sup>14</sup> The PHD design proposes that PHD should learn from previous DFAT programs in Timor-Leste and utilise strategies that have been shown to be effective, including:

- Build effective partnerships based on trust and mutual understanding.
- Jointly solving particular service delivery problems with counterparts at the national and local level.
- Using accessible evidence for joint decision-making and policy dialogue with Government.
- Manage flexibility transparently and systematically

(DFAT (2016) Australia Timor-Leste Partnership for Human Development. Investment Design Document)

PHD will draw from specific analysis and research exercises,<sup>15</sup> information available from other DFAT program and advisers,<sup>16</sup> and the knowledge of the well-informed Timorese senior staff within the program, to ensure regular review and updates of the political and social contexts in Timor-Leste. PHD will utilise this information to undertake regular environmental ‘scans’ to ensure its programs are relevant, and are responding appropriately to political and other social and cultural changes or opportunities.

### Efficiency

Previously, the Australian Government used multiple managing contractors and grantees to deliver its sector interventions in Timor-Leste. A core assumption underpinning the move to the PHD model has been that it can support a reduction in overhead costs – as programs are now able to work under a single, and more efficient, operating platform (rather than multiple or duplicative platforms). Experience from elsewhere also shows that, under the right conditions, working in more flexible and adaptive ways can be cost effective over time.<sup>17</sup> This is because programs are able to adjust or cease activities that are underperforming or not delivering desired results, and redirect those activity funds to other activities that would be more likely to achieve impact.

## 4. Operating Framework

These lessons learned – a cross-sectoral approach, combining technical sector inputs with a broader understanding of the political, economic and social aspects of change, under a single operating platform – form the initial operating framework for PHD. As outlined in the original design document, it is assumed that by drawing upon the wide-ranging technical expertise available through sector programs, and combining this with practical approaches that work within the Timor-Leste context, PHD will be able to make a substantial contribution to the well-being of people in Timor-Leste.

A key feature of this approach is that it specifies common outcomes, to which all PHD activities must contribute to, and be accountable for. This is an important shift in how the Australian Government is managing its sector programs – programs that were previously only responsible for their sector-specific outcomes or goals.

At the highest goal level, PHD will track its overall contribution to change in three ways.

- 1. Changes for people, especially women, children and people living with a disability.** This change will be measured by improved scores from baseline in the municipalities in which PHD works, using a multidimensional tool that assesses people’s well-being and allows for differential measurement (for example, what are the differences in experience of men versus women).<sup>18</sup>
- 2. Change in government commitment to service delivery.** This change will be tracked through qualitative methods (including policy engagement) in sectors which are delivering at the sub-national level, through an analysis of budget allocations to key service sectors at the national and municipal level, as well as disbursement rates or municipal budget prioritisation documents,<sup>19</sup> as far as possible. Such measures will reflect a clear indication of government focus and commitment to recurrent and capital service delivery costs – as well as indicate the effectiveness of PHD advocacy efforts across the various sectors.
- 3. Improvements in service delivery outcomes as a result of PHD’s cross-sectoral approach.** This change will be tracked through two indicators: (1) improved ‘readiness’ of frontline service delivery facilities to meet the needs of their clients (noting that the actual data available will vary by sector); and (2) the increased use of facilities by the Timorese people, especially women and girls,

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<sup>15</sup> PHD employs a Frontline Specialist who is available to undertake regular front line ‘scans’ of service delivery contexts and related political, social and other influences. In addition, the program has the capacity to commission specific research and inquiry, as discussed later in this document.

<sup>16</sup> PHD has a dedicated systems advisor, working across multiple sectors to examine the common challenges and ways forward. PHD is also able to call upon the experience of the DFAT Governance for Development program for increased economic understanding, as well as the community based PNDS program for relevant local information and insight.

<sup>17</sup> In absolute terms, The Asia Foundation found that teams working in highly adaptive and flexible ways spent between approx. \$200,000 - \$1million USD over several years to contribute to economic and social policy reforms that (in some cases) are posed to return millions of dollars back to the local economy. For more information see Cole, Ladner, Koenig and Tyrrel (2016) ‘Lessons on Implementing Politically informed Searching Programs: Lessons for Aid Practitioners and Policy Makers’ and The Asia Foundation (2011) ‘Built on Dreams, Grounded in Reality: Economic Policy Reform in the Philippines’

<sup>18</sup> This is likely to be the Individual Deprivation Measure (see [https://www.iwda.org.au/assets/files/IDM-Report-16.02.15\\_FINAL.pdf](https://www.iwda.org.au/assets/files/IDM-Report-16.02.15_FINAL.pdf)).

<sup>19</sup> This reflects the fact that, even if not all service delivery functions are decentralised to the municipal level, municipal prioritisation or budget commitment documents could indicate their level of commitment to service delivery.

and people living with a disability (with the assumption being that if more people are using the facilities they believe they have the right to do so, and are able to access these services).

## 5. Program Implementation

### 5.1. Current Program Context

When PHD commenced it took on existing activities from previous DFAT-funded programs, financial pre-commitments, and implementing partners. While these are expected to change over time as opportunities for cross-sectoral collaboration and different ways of working emerge, this will be a gradual process.

Furthermore, it is clear that the process of shifting previously siloed sector programs and technical experts into one program that is highly integrated and able to work in interdisciplinary ways is a significant change management process. After consolidating programs under the new PHD operating platform, and establishing an overarching strategic direction for the program, teams will then need to better integrate activities *within* each sector. For example, under the health program, there is work to better match 'supply side' support (i.e. advisers working on the upstream functions of government) with those working on the 'demand side' (i.e. downstream with communities and facilities). After this initial intra-sector integration work teams will be in a better position to adopt cross-sectoral programming approaches.

Over the coming 12 to 18 months, PHD will undertake a phased approach to transitioning the program.

This will include:

- **Consolidation (0 to 12 months).** This period will focus on the consolidation of existing programs and integration of novated partners under the new PHD operating platform, as well as setting the overarching strategic direction for PHD (this document and yet-to-be developed Strategic Plan). During this period, the program will also need to engage and socialise partners to the program's overarching strategic direction and goal – including the re-shaping of work plans. The marker of success will be the smooth transition of existing programs into PHD, the finalisation of this Strategic Framework, and the development of a widely agreed Strategic Plan for PHD. The development of the MELF will also be a key component of this period.
- **Intra-sector Integration (12 to 18 months).** This period will focus on integration of programs and activities *within* each sector to be more effective and coherent in how they operate (for example, matching supply and demand, linking support to different levels of government, and combining partner data collection systems); mainstreaming gender and disability across PHD's existing portfolio of activities; and identifying immediate areas where it makes sense for sectors to begin planning and working together (this includes the design of the geographic clustering activity – detailed below). Some sectors will use evaluative techniques (detailed below) to assist in this process. The marker of success will be the articulation of a clear plan for how each sector and its partners will operate, contribute to each other's sector activities, and realign to work towards PHD's overarching goal.
- **Cross-sector Integration (18 months and ongoing).** This period will be characterised by full implementation of the PHD Strategic Framework and development of the PHD Strategic Plan, including the planning and rollout of key cross-sectoral activities, particularly at the municipal level. The markers of success will be the contribution each sector makes to the 2017 objectives listed under 'Five Year Objectives'.

In addition, it should be noted that PHD works within what is best understood as a complex context.<sup>20</sup> There are many actors who influence how services are delivered in Timor-Leste, and there are multiple reasons why Timorese people face challenges in accessing service delivery. PHD is widespread within this context – besides its partnerships with the Government of Timor-Leste (refer to Annex 2), PHD works with multiple implementing partners, and across several locations and levels across its eight sectors. However, the program does not engage with all actors, nor does it address all problems within a sector. It does not, and will never be able to, support a comprehensive approach to achieving well-being in Timor-Leste on its own. The challenge for PHD therefore is to both manage, and further develop existing activities, while also trying

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<sup>20</sup> Kelly, L. & Roche, C (2012) "The evaluation of politics and the politics of evaluation", Developmental Leadership background Paper 11, August.

to create new strategies and activities, which will leverage the greatest possible positive change in a complex multi-actor system.

Towards this end, PHD will use the following guidelines to determine which projects it will or will not support.

1. **Changing behavior.** Will the project change actual behavior and incentives, particularly relating to service delivery, to improve well-being for the people of Timor-Leste?
2. **Scale of impact.** Will the effects go beyond the program areas?
3. **Champions/change agents.** Does the program or activity engage with others who are either champions for change or able to act as change agents to support the change process? Will these people be in place beyond the life of this program?
4. **Politically important and possible.** Does it align with the Australian and Timor-Leste Government's policies and approaches, and are those with power willing to spend capital making it happen?
5. **Durable/sustainability.** Will it continue to create positive change for the lives of the people of Timor-Leste, even when the intervention has ended?
6. **Inclusion and gender.** Will the program also improve the lives of women, girls, people living with a disability and other marginalised groups?
7. **Beneficiaries at the front line.** Does our analysis tell us that end users/beneficiaries believe the program will be of value to them, and meet their development needs?
8. **Learning.** Can we learn from our programming to improve other investments or to replicate itself?

## 5.2. Strategies

It is proposed that PHD should move deliberately, but carefully, towards an integrated and cross-sectoral approach to programming – noting that the success of this approach will also depend, largely in part, on the ability of the Government of Timor-Leste to work across government silos, and different administrative levels. Such factors can be 'nudged' by PHD, but remain largely out of the program's control.

PHD needs to test and adapt this approach as it implements it. PHD should thus underpin its activities with a strong focus on review and evidence in order to ensure all stakeholders identify the value of this new approach.

Drawing on the overall change strategies that form part of the approach, PHD has several implementation strategies.

These strategies will be adjusted annually but will include:

- Geographic clustering of activities.
- Strategic engagement with the Government of Timor-Leste.
- Review and improvement.
- Engaging with people and their solutions.
- Addressing specific problems in the service delivery system.

Each of these strategies are outlined in detail below (with more detailed information in Annex 3).

### Strategy 1 – Geographic clustering of activities

In line with the Government of Timor-Leste policy for decentralisation, PHD will begin to work in coordinated ways at the municipal level.

This strategy is consistent with the Government of Timor-Leste's decentralisation program that will be implemented in 2017, and reflects the overarching strategy of adjusting the program to address the different contexts within which it is implemented. It will be a priority strategy for PHD's first year of implementation.

The purpose of this strategy is three-fold.

- Demonstrate solutions at the local level which are cross-sectoral.
- Demonstrate increased effectiveness and efficiency through coordinated engagement with the

municipalities.

- Demonstrate ways of working with local leadership and others to resolve barriers to service delivery at the local level to contribute to the evidence and experience that can be replicated elsewhere.

For 2017, PHD sectors will identify opportunities to work together to address barrier's attaining a state of well-being for Timorese people. This will be initiated in Bobonaro prior to the elections, where several PHD sectors are already implementing activities. The aim will be to have these sectors plan and coordinate together, identifying opportunities to complement and utilise each other's activities to both maximise outcomes, and increase the quality of services for the women and men, girls and boys, including people living with a disability, in Bobonaro. The program will also reach out to other partners, in particular other Australian-funded programs (such as TOMAK, PNDS, Nabilan, GfD; including ANCP partners) and seek to increase the complementarity of assistance. This also provides an opportunity to learn how to tailor the delivery of cross-sectoral activities to better meet the particular needs of people in a specific location.

It is expected that after the elections PHD will work closely with the Government on the selection of the next focus municipality, including defining appropriate criteria for scale-up (initial draft criteria to guide the selection of municipalities are listed at Annex 4<sup>21</sup>). PHD will then look to commence implementation in other municipalities (possibly another two) in early 2018.

Drawing on the experience of working in Bobonaro, from other Australian-funded programs, and a wider examination of opportunities, a PHD approach to working in municipalities, particularly with municipal authorities, will then be designed. This model will include a plan for resourcing and logistics that also incorporates support and assistance from the Australian Embassy. This model will be progressively rolled out nation-wide, in agreement with the Government of Timor-Leste, over the next four years of the program. Each location will be subject to tailored analysis to ensure that the approach employed, and the desired outcomes are best suited to that location.<sup>22</sup>

## Strategy 2 – Strategic engagement with Government

Existing programs will continue to be implemented and future activities developed, with attention to maximising efficiencies and opportunities for cross-sectoral cooperation with the Government of Timor-Leste, at national and sub-national level.

In line with the intention to improve coordination and communication with Government of Timor-Leste, PHD will develop a program wide strategy for government engagement.

The purpose will be to:

- Maximise the benefits from existing activities through collaborative strategies.
- Engage effectively with the Government at all levels to maximise PHD's influence.
- Share information demonstrating the work being done with the Government and other partners to maximise the quality of PHD activities.

Experience has shown that a respectful, coordinated and transparent approach to working with the Government of Timor-Leste, at the national, municipal and local level supports the Government to engage with donor activities and utilise the learning and ideas within its own systems. For the sector activities (and those within the selected focus municipality), PHD will have a coordinated approach to working with the Government that focuses on good quality relationships, evidence and engagement. The aim will be to provide a coherent engagement that minimises the duplication of meetings and resources, and maximises on the key lessons and ideas being communicated to the Government of Timor-Leste.

Opportunities to design and implement programs in more efficient ways – including by reducing duplication, using common program resources, and testing new and more effective program approaches – will also be

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<sup>21</sup> The length of work in each municipality will need to be considered, with a sustainability strategy developed as part of the overall approach within that location. The strategies related to building local solutions and using research to build evidence for change are deliberately intended to establish a more sustainable path for change beyond the life of PHD.

<sup>22</sup> While this approach will be developed in detail following review of the first municipal engagement, it is likely to include particular attention to a mixture of the specific needs of people in that location, the engagement and focus of local government, the availability of other service providers, including NGOs and other donors, and the existing strengths, contacts and opportunities PHD is able to mobilise in that situation. It is possible that on this basis some municipalities or some areas within a municipality are not prioritised initially by PHD. Alternatively, work in those locations is kept to a minimum level. This will need to be negotiated with government and with a view to most effective use of DFAT resources.

In light of this, a specific strategy for each municipality that combines feasibility of inputs with a political and social assessment of opportunity for those inputs, will underpin all work.



pursued by PHD. Progress will be measured from a baseline set by the Embassy (based on past contractor cost estimates and program performance history).

### Strategy 3 – Review and Improvement

PHD will ensure its approach is underpinned by a rolling process of review and improvement.

In line with a general strategy of learning from experience and seeking to continuously improve, PHD will start, and continue a process of review and development across all work areas.

The purpose of this is to:

- Ensure that there is a program culture of learning and improvement that will support ongoing development of PHD strategies.
- Provide the information and evidence for decision-making around program activities.
- Provide evidence and information to communicate to the Government of Timor-Leste and other partners to ensure that all stakeholders have a clear basis for understanding and evaluating changed PHD strategies and approaches.
- Ensure good accountability for program resources and implementation.

The focus of this review process is to improve effectiveness and efficiency. To this end, while all of PHD's activities will be subject to review, significant focus will be given to cross-sectoral activities. Additional focus will also be given to the review of activities that aim to improve working relationships and influence with the Government of Timor-Leste.

This strategy will start with review of existing activities, including those of existing partners. PHD has not been developed from a 'blank slate'. There are a number of existing activities (and partners) within the sectors. While these individual activities each have a reasonable (and sometimes compelling) rationale, there is now an opportunity under PHD to examine their 'fit' and relevance within this coordinated and complementary program. In other words, given the resources available and the opportunities opened up by working together, what is the best mix of activities required to achieve the PHD goal?

The largest sector program, Health, will be the first to undergo this review process in 2017. The Education sector will also undergo a review later in 2017, while the Water and Sanitation sector will also undergo a rapid review in 2017. It will be important that these reviews do not simply look at whether the sector work can be done better to achieve its sector goals, but rather at how the sector work can be done differently in combination with other sectors to contribute to achieving the PHD goal. In each case, current program partners will be involved in the review process to help inform and shape the future direction of each sector. Ongoing research and review of program activities will be a feature of the program, likely in close cooperation with M&E house.

Moving ahead, every six months, in line with the MELF, PHD will undertake an evidence based review and reflection exercise for the whole program that will allow it to examine the current mix of its portfolio and make recommendations for change and improvement. This process will be transparent and will include the Government of Timor-Leste and other partners, as relevant. The aim will be to ensure PHD maintains a clear 'line of sight' to the best possible outcomes for women and men, girls and boys, including people living with a disability, at all times. These review and reflection sessions may have implications for how future activities and budgets are structured.

### Strategy 4 – Engage people in their own development

Engage Timorese people in their own development to ensure the needs of the people are addressed, and outcomes are sustainable.

Global evidence indicates that only focusing on improving how up-stream government departments and policies function will rarely translate into tangible improvements for poor people on the ground. Therefore, in line with the intent to facilitate people developing their own sustainable systems for service delivery, PHD will engage with people and communities, as well as local service providers at the frontline, and leaders.

The purpose of this strategy will be to:

- Strengthen accountability, connections and relationships between PHD programs, the local community, and its local government structures.
- Ensure PHD programs hear, and are responsive to, community voice, and are relevant to addressing community priorities.



- Ensure PHD understands and leverages off existing community assets and knowledge to build community ownership and agency, and utilise this in addressing problems of service delivery.

This strategy is expected to take a variety of forms. For example, the Sanitation sector has demonstrated what can be achieved in one municipality through engagement with local leaders and communities in working for their own outcomes. The Education sector has demonstrated the value of engaging with principals and teachers to shape the program approach. The education sector is now poised to expand their work to include parents and community leaders. Other activities might include providing information to communities so that they are better able to demand high quality services or working with PNDS to engage communities in thinking about how they can be better organised to address their own development needs.

Investment will also be made in behavioural change, political economy, and frontline research and analysis, to utilise the local knowledge and ideas from staff in facilities and administrative posts. Recent research from the PHD Frontline Specialist shows many of these people are working under very difficult circumstances, but are still managing to deliver some services. Using the local knowledge and innovation will ensure the best, and suitable, ideas are developed, which are more likely to be sustained when the support from the Australian Government concludes.

### Strategy 5 – Service Delivery Improvement

Identify and address specific problems in the service delivery system in Timor-Leste, including procurement, distribution, and PFM.

Political economy analysis will occur at all levels of the program to ensure understanding of the interests, incentives, and institutions that are supporting or blocking change, and what role, if any, the program might play in trying to influence positive developmental outcomes.

The purpose of this work will be to:

- Minimise gaps in service delivery which are clearly due to system wide problems.
- Develop capacity within the Government and other stakeholders to identify and address systems wide issues.

Rather than trying to do ‘everything all at once’ and improve the entire system of service delivery in Timor-Leste, PHD will work with Governance for Development (GfD) program and other programs to hone in on specific problems preventing quality services from reaching people (especially those in rural areas). Given previous experience, this will not involve a large program resource focused at the national level. PHD will use its local level experience to identify specific bottlenecks (such as procurement challenges and access to wages for facility staff), and will work directly to improve the quality and accessibility of services at the frontline. PHD will only support activities that are both technically sound and politically feasible.

## 6. First Year Objectives

In light of the proposed strategic approach outlined above, PHD has identified three objectives for 2017. These are a mixture of outcome and process assessment, looking to identify both what PHD has achieved in 2017 and how well the strategic approach has served those ends.

The 2017 objectives include:

### **Contribution to the improvement in the well-being of people, in particular women, children and people living with a disability.**

Outcomes from this objective are expected to include both sector specific measures, as well as qualitative information from women, children and people living with a disability. The qualitative information will focus on both the quality and value of the service people have received or are receiving. These two sets of information will be important in gaining an understanding about the value of particular activities and services, and the degree to which the program has addressed the most significant development needs of Timorese people.

The assessment will also provide information about the effectiveness of service delivery strategies, and the degree to which they have given attention to factors such as difference in context, local knowledge and resources, local leadership, and so on.

Particular attention will be given to the value of cross-sectoral collaboration in specific locations and how effectively activity implementation was able to adjust to local opportunities and conditions.

Results for 2017 under this objective are expected to provide significant insight and evidence to further shape activities going forward.

**Increase cross-sectoral collaboration that maximises delivery of quality services and benefits for people, in particular women, children and people living with a disability.**

Outcomes from this objective will be drawn from specific examples of cross-sectoral collaboration. The work undertaken in municipalities will also be examined under this objective, with particular attention given to the most effective strategies and examples in order to promote these more widely across all of PHD implementation.

This will provide learning and direction for further program planning and development. It will also inform the PHD approach to change, identifying further elements in the process that are required for a more effective integrated program.

To address the efficiency of the approach, an efficiency baseline for PHD will be determined by the Embassy (based on past contractor cost estimates), and reported against by PHD to determine savings over the life of the program.

**Support and produce transparent and well-communicated research and evidence that provides PHD, the Government of Timor-Leste and others with sufficient and accurate information and knowledge for continued effective implementation and innovation.**

The outcomes from this objective will be demonstrated through engagement with the Government of Timor-Leste and partners in program activities, and through evidence that program learning and experience is being utilised both within Government policies and in the practice of the Government and other stakeholders. Where possible, PHD will also commission primary analysis – or work to consolidate existing research on service delivery challenges and approaches – through the expertise of the Frontline Specialist, and other effective partners.

As part of its commitment to ongoing review, PHD is intending to trial, with DFAT, a new measure – the Individual Deprivation Measure – which looks at assessing multiple dimensions of poverty for individuals.<sup>23</sup> Application of this measure is expected to provide considerable valuable information for PHD in understanding progress towards achieving its goal of well-being. The measure is also expected to assist DFAT in assessing its overall aid program in Timor-Leste. PHD has not yet discussed the use of this measure with the Government of Timor-Leste, but anticipates to do so post-election. The measure will have wider application and benefits beyond its support to the Government of Timor-Leste.

## 7. Implementation and Resourcing

Further details about the implementation of the Strategic Framework are available in the PHD Annual Plan and the MELF. Annex 3 outlines key steps for strategic implementation and identifies how these are likely to be resourced.

## 8. Principles and Ways of Working

Decisions at all levels of the program will be guided by the following core principles, as identified in the PHD Design Document (further detail is available at Annex 1).

- Principle 1** Political economy approach.
- Principle 2** Partnerships that support the Government of Timor-Leste's policies and investments will be prioritised.
- Principle 3** Working across sectors where it enhances development outcomes.
- Principle 4** Prioritising investments that benefit women and girls.
- Principle 5** Government of Timor-Leste's fiscal position means service delivery models need to be affordable and sustainable.
- Principle 6** Working responsively and flexibly but with an end goal in sight.

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<sup>23</sup> This is likely to be the Individual Deprivation Measure (see [https://www.iwda.org.au/assets/files/IDM-Report-16.02.15\\_FINAL.pdf](https://www.iwda.org.au/assets/files/IDM-Report-16.02.15_FINAL.pdf)).

**Principle 7** Continual analysis and learning by doing.

**Principle 8** Innovation and use of the private sector.

The following principles will also guide how PHD engages with the Government of Timor-Leste.

- **Prioritise** – not just our priorities but their priorities.
- **Response** – be clear about what we are responding to so we do not just ‘gap fill’.
- **Practical and sustainable** – realistic solutions which are not unduly complex.
- **Evidence** – show how things change through evidence and monitoring, not only what we are doing.
- **Present a range of options/actions** – to enable the Government of Timor-Leste to then decide which option/action is the best for the future of their country.
- **Ensure the voices of all Timorese are included** – including the most vulnerable and disadvantaged.

In order to take forward the key elements of the Strategic Framework existing human resources must also be utilised in the best way possible. This includes clarifying the roles and responsibilities of the Australian Embassy and Abt Associates personnel, and ensuring respectful and enabling workplace environments.

As detailed in the ‘Ways of Working’ Partnership Agreement there is a clear delineation between the roles undertaken by the PHD technical and operational teams and Australian Embassy personnel. This includes providing an enabling workplace for people from all cultures and backgrounds to contribute to PHD.

Given the significant challenges identified in shifting PHD from a program focused in eight individual sectors to a comprehensive program focused on shared objectives and a common goal, it is expected that personnel will require guidance and support to move ahead. Individual staff development plans will be produced in the first half of 2017 to address systematic opportunities for staff development and capability building.

## 9. Review of the Strategic Framework

Given the evolving and emerging nature of PHD, this Strategic Framework will be reviewed on an annual basis. The Framework will utilise the evidence base derived from PHD to ensure strategic directions are reviewed, budgets and activities updated as required, and a revised Plan developed for each year of the program.

This Strategic Framework will be accompanied on an annual basis by the PHD Annual Plan, and as appropriate, by PHD sector implementation plans.

## Annex 1: PHD Guiding Principles

(Taken from the PHD Design Document)

Decisions at all levels of the program will be guided by the following core principles:

### **Principle 1 – Political economy approach.**

The choice and scale of interventions at all levels will be guided by an assessment of value for money, including an appreciation of the institutional environment. Australia will prioritise support where there is political will, strong leadership and we can make the best contribution. We will actively assess our engagement and, in consultation with the Government of Timor-Leste, where activities are not progressing and results are poor, we will exit or modify our investment.<sup>24</sup> Analysis of political economy drivers will occur *at all levels of the program* to ensure we understand the interests, incentives and institutions that are supporting or blocking change, and what role, if any, the program might play in trying to influence positive developmental outcomes. We will only support activities that are *both* technically sound *and* politically feasible.

### **Principle 2 – Partnerships that support Government of Timor-Leste policy and investments will be prioritised.**

The program will prioritise investments that support and catalyse the Government of Timor-Leste's own pro-poor policies and spending in the social sectors. Activities will be designed around Australia's value add, and leveraging knowledge and finance, so the Government of Timor-Leste's social sector spending has greater impact for beneficiaries. Mutual accountability will apply to all investments and form a central plank of discussion in the governance arrangements.

### **Principle 3 – Working across sectors where it enhances development outcomes.**

The program will operate so there is coherence across the sectors in annual planning, activities and monitoring, and the achievement of synergy in the program's end of program objectives (EOPO).

### **Principle 4 – Prioritising investments that benefit women and girls.**

All activity designs need to demonstrate how they prioritise women and girls. The "if not, why not" principle to show how it benefits women shall apply to all choices at the sector, EOPO and activity level. Monitoring and reporting will need to disaggregate benefits for women and girls (including those living with a disability).

### **Principle 5 – Government of Timor-Leste's fiscal position means service delivery models need to be affordable and sustainable.**

The Government of Timor-Leste's declining revenue base and plans for increased fiscal austerity in 2016 onwards will underpin all investment choices, policy engagement and activity design. It is acknowledged that fungibility is a risk that will need to be carefully assessed and managed through activity choices and dialogue.

### **Principle 6 – Working responsively and flexibly but with an end goal in sight.**

The program will have scope to provide high priority advice and responsive evidence-based information that can inform the Government of Timor-Leste's decision-making, including informing annual planning, budgets and policy decisions. With limited resources, priority will be for activities that contribute to the agreed sector level end of program goals but with an appreciation that whole systems need to operate for services to be delivered sustainably. We will not default to large international technical assistance programs that operate at the national level only – there needs to be a link to service delivery and the EOPO to focus the activity.

### **Principle 7 – Continual analysis and learning by doing.**

The program will have the capability to undertake analysis and evaluations and ensure lessons and best practice are fed into program level decisions and activity design across the sectors. It will use pilots and evidence to demonstrate to the Government of Timor-Leste, DFAT, the contractor, and other partners why certain approaches can improve services, outcomes and value for money. Where appropriate this information should go beyond the program, enabled through the communication strategy.

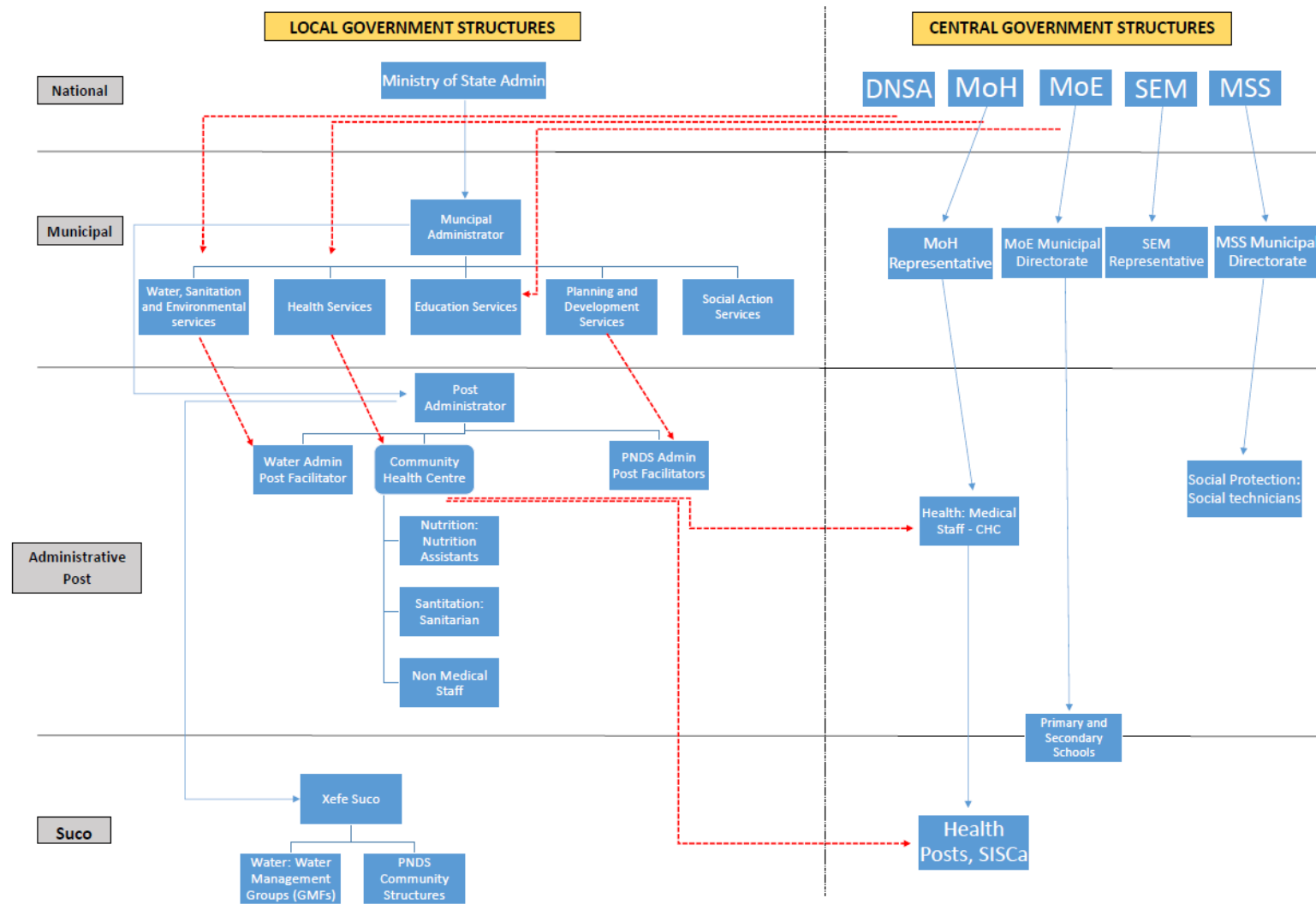
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<sup>24</sup> In line with principles of Australian aid, Julie Bishop, Foreign Minister, The New Aid Paradigm, 2014.

**Principle 8 – Innovation and use of the private sector.**

The program will engage with risk and strive to find innovative and transformational approaches to help solve service delivery problems. This program will build on innovations that are working in existing programs in the Timor-Leste context including through partnerships with private sector.

## Annex 2: Government Counterparts





## Annex 3: Framework Implementation

Strategy	Implementation	Timing	Responsibility/ Resourcing
<b>Geographic clustering of activities</b>	<p><u>Purpose:</u></p> <ul style="list-style-type: none"> <li>Demonstrate solutions at the local level which are cross-sectoral.</li> <li>Demonstrated increased effectiveness and efficiency through coordinated engagement with the municipality.</li> <li>Demonstrate ways of working with local leadership and others to resolve barriers to service delivery at the local level in order that this contributes to evidence and experience that can be replicated elsewhere.</li> </ul> <p><u>Location:</u></p> <ul style="list-style-type: none"> <li>Initial location proposed to be Bobonaro (based on review of existing activities and partner relationships).</li> </ul>	<p>Initial exploration early 2017</p> <p>More comprehensive planning and implementation post elections 2017</p>	PHD and Embassy
	<p>Second location to be identified in collaboration with Government of Timor-Leste and following a transparent set of agreed criteria. These criteria are included at Annex 4.</p>	Post-elections	Embassy supported by PHD Deputy Team Leader - Technical
	<p><u>Approach:</u></p> <ul style="list-style-type: none"> <li>Initial municipality would be a low-key approach utilising existing connections.</li> </ul>		
	<p>Activities will include:</p> <ul style="list-style-type: none"> <li>All sectors commit to some activities in this location.</li> <li>Mapping of existing partnerships and program activities.</li> <li>Engagement with municipal leaders and administration.</li> <li>Appoint PHD municipal focal points.</li> </ul>	<p>December 2016</p> <p>Across 2017 as Openly is populated</p> <p>February 2017</p> <p>February 2017</p>	<p>Sector Leads</p> <p>PHD Technical teams and Catalpa via Openly</p> <p>Embassy</p> <p>PHD and Embassy personnel</p>

	<ul style="list-style-type: none"> <li>Identify opportunities to coordinate and streamline activities through shared resourcing and knowledge.</li> </ul>	March 2017 and ongoing	PHD Deputy Team Leader - Technical together with sector leads
	<ul style="list-style-type: none"> <li>Implementation of identified opportunities.</li> <li>The approach to the second location would be designed throughout the latter six months of 2017, with attention to maximising cooperation between the sectors and opportunities available within the particular location. Lessons learned from the initial location would be drawn into this design.</li> <li>Implement second location municipal approach.</li> <li>Establish local PHD office.</li> <li>In 2018 PHD would showcase its municipal approach, inviting expressions of interest from other municipalities. This is expected to lead to a countrywide program redesigned around municipal and local interests and needs by the end of program life.</li> </ul>	<p>March 2017 and ongoing</p> <p>June-December 2017</p> <p>(Post-election) January 2018 and ongoing</p> <p>August 2017</p> <p>February 2018</p>	<p>Sector Leads</p> <p>PHD Deputy Team Leader – Technical</p> <p>All of PHD</p> <p>Deputy Team Leader – Operations</p> <p>All of PHD</p>
<p><b>Maximising opportunities for cross-sectoral cooperation with the Government of Timor-Leste, at National and Sub-national level</b></p>	<p><u>Purpose:</u></p> <ul style="list-style-type: none"> <li>Maximise the benefit from existing activities through collaborative strategies.</li> <li>Engage effectively with government at all levels to ensure PHD maximises its influence.</li> <li>Share information around working with the Government and other partners in order to maximise the quality of PHD activities.</li> </ul> <p><u>Focus:</u></p> <ul style="list-style-type: none"> <li>Strategy and communication with government at national municipal and local levels.</li> </ul>		
	<p><u>Approach:</u></p> <ul style="list-style-type: none"> <li>PHD Sector Leads and other relevant technical personnel required to meet once</li> </ul>	Monthly from April 2017	PHD Sector Leads and other technical personnel

	<p>a month to review cross-sectoral opportunities and implementation.</p>		
	<p><u>National level:</u></p> <ul style="list-style-type: none"> <li>• Prior to elections, provide the current Government with thorough briefing about PHD. It should be communicated to line ministries, senior and influential people in government and all other partners.</li> </ul>	<p>April/May 2017</p>	<p>Embassy Sector personnel</p>
	<ul style="list-style-type: none"> <li>• Prior to the elections, launch the program through a public ceremony ensuring the presence of senior members of the Government of Timor-Leste, the Ambassador, implementing partners, other development partners (including women's organisations and organisations representing people living with a disability).</li> <li>• Regular program reporting should be provided for Government. These reports should be flexible and provide accessible information about program progress, analysis and cross-sectoral approaches.</li> <li>• Consistent information should be provided across forms – informal meetings, high-level meetings, technical group meetings, and through PHD newsletter and website.</li> <li>• Reports should be evidenced-based to demonstrate PHD's commitment to evidence and value of this for decision-making.</li> <li>• Regular sector meetings with the Government.</li> <li>• Regular high-level or cross-sectoral meetings with the Government.</li> <li>• Following the elections, there needs to be a plan for Government wide courtesy calls, slowly and consistently presenting PHD and its approach to supporting the new Government.</li> </ul>	<p>April/May 2017</p> <p>April/May 2017 onwards</p> <p>April/May 2017 onwards</p> <p>April/May 2017 onwards</p> <p>Mid-2017 onwards <i>(depending on election outcomes and Government of Timor-Leste timelines)</i></p>	<p>All of PHD</p> <p>Embassy personnel and PHD Sector Leads supported by PHD Communications Adviser and PHD M&amp;E resource(s)</p> <p>PHD Sector Leads</p> <p>Australian Ambassador DFAT Counsellor, Human Development PHD Team Leader</p> <p>Australian Ambassador DFAT Counsellor, Human Development and Embassy personnel PHD Team Leader</p>

	<ul style="list-style-type: none"> <li>Consider establishing a national cross-sectoral working group.</li> <li>Each sector to plan and undertake regular joint monitoring trips with other sectors and government representatives.</li> <li>Municipal and lower levels (Administrative post, Suco and Aldeia):</li> </ul>	<p>Mid-2017 onwards <i>(depending on election outcomes and Government of Timor-Leste timelines)</i></p> <p>August 2017 onwards</p>	<p>DFAT Counsellor, Human Development and Embassy personnel PHD Team Leader and Sector Leads</p> <p>Sector Leads</p>
	<ul style="list-style-type: none"> <li>Enquire about current priorities both within the present and the long-term intentions.</li> <li>Provide information about current PHD activities.</li> <li>Provide regular updates and information.</li> <li>Showcase PHD activities and local engagement.</li> <li>In focus municipalities, employ a locally based focal person who would be responsible for overseeing and facilitating communication and engagement with Government.</li> </ul>	<p>April/May 2017 onwards</p> <p>April/May 2017 onwards</p> <p>April/May 2017 onwards</p> <p>April/May 2017 onwards</p> <p>In line with municipal engagement</p>	<p>Embassy personnel and Sector Leads</p> <p>Embassy personnel and Sector Leads</p> <p>Embassy personnel and Sector Leads</p> <p>Embassy personnel and Sector Leads</p> <p>PHD Team Leader</p>

<b>Review and Improvement</b>	<p><u>Purpose:</u></p> <ul style="list-style-type: none"> <li>To ensure that there is a program culture of learning and improvement that will support ongoing development of PHD strategies.</li> <li>To provide the information and evidence for decision-making around program activities.</li> <li>To provide evidence and information for communication to Government of Timor-Leste and other partners.</li> <li>To ensure good accountability for program resources and implementation.</li> </ul> <p><u>Focus:</u></p> <ul style="list-style-type: none"> <li>The focus of this review process is to improve effectiveness and efficiency. To this end, while all of PHD activities will be subject to review, significant focus will be given to cross-sectoral activities.</li> <li>Additional focus will also be given to review of activities aiming for improved working relationship and influence with the Government of Timor-Leste.</li> </ul>		
	<p><u>Approach:</u></p> <ul style="list-style-type: none"> <li>Comprehensive monitoring and evaluation: all sector activities and sector strategies, together with any cross-sectoral activities, will be expected to accompany monitoring and evaluation frameworks. These be included under the MELF.</li> </ul>	April/May 2017 onwards	M&E resource(s)
	<ul style="list-style-type: none"> <li>Regular review: PHD will undertake six-monthly review and reflections. All Sector Leads and key technical and operational personnel will be expected to attend together with Embassy personnel. This may be externally facilitated by M&amp;E House, and will draw from monitoring and evaluation evidence, additional information and perspectives from partners and other stakeholders.</li> <li>The outcome of the mid-year review will be input to the six-month reporting.</li> <li>The outcome of the end year review will be a revised annual plan.</li> </ul>	June 2017 and following at six monthly intervals	M&E resource(s) Deputy Team Leader – Technical
	<ul style="list-style-type: none"> <li>A series of rolling reviews be undertaken major sectors to assess this strategic fit and suitability within the intention and approach of PHD.</li> </ul> <p>These will include:</p>		

	<ul style="list-style-type: none"> <li>Health</li> </ul>	July-December 2017	Health Sector Lead and Embassy personnel Additional review resource(s)
	<ul style="list-style-type: none"> <li>Education</li> </ul>	July-December 2017 and ongoing	DFAT Office of Development Effectiveness
	<ul style="list-style-type: none"> <li>Additional sector reviews will be undertaken in discussion with Embassy and M&amp;E House.</li> </ul>		Additional review resource(s) Embassy personnel M&E House
	<ul style="list-style-type: none"> <li>As far as possible field monitoring visits will be undertaken in cooperation with other sectors encouraging opportunities for peer exchange and learning. As far as possible government representatives will be included in these monitoring visits.</li> </ul>	Mid-2017 and ongoing	Sector Leads
	<ul style="list-style-type: none"> <li>A program wide internal communication strategy will be developed to ensure easy sharing of lessons ideas and experiences.</li> </ul>	Mid-2017 and ongoing	Communications Adviser
<b>Engage people in their own development</b>	<p><u>Purpose:</u></p> <ul style="list-style-type: none"> <li>To strengthen accountability, connections and relationships between PHD programs and the local community and its local government structures.</li> <li>Ensure PHD programs hear and are responsive to community voice and relevant to community priorities.</li> <li>PHD understands and leverages off existing community assets and knowledge to build community ownership and agency and utilise this in addressing problems of service delivery.</li> </ul> <p><u>Focus:</u></p> <ul style="list-style-type: none"> <li>The focus will be different in each sector but should include attention to local communities and local community structures.</li> <li>For some sectors, focus should also include facilities and/or the administrative posts.</li> </ul>		



	<p><u>Approach:</u> PHD's approach to this work will be characterised by the following:</p> <ul style="list-style-type: none"> <li>• Understanding the structures and relationships at the suco level.</li> <li>• Understanding what assets exist at the suco level.</li> <li>• Focusing on strengthening and utilising the capacity that exists.</li> <li>• Ensuring responsiveness to community voice and needs.</li> <li>• Monitoring and learning from the process.</li> <li>• Ensure learning is communicated to national level.</li> </ul>	As relevant from February 2017	Sector Leads and technical personnel together with Deputy Team Leader – Technical
<p><b>Address systems wide issues in service delivery in Timor-Leste</b></p>	<p><u>Purpose:</u></p> <ul style="list-style-type: none"> <li>• Minimise gaps in service delivery which are clearly due to system wide problems.</li> <li>• Develop capacity within government and other stakeholders to identify and address systems wide issues.</li> </ul> <p><u>Focus:</u></p> <ul style="list-style-type: none"> <li>• Particular attention needs to be given to systems of procurement, distribution and PFM.</li> </ul>		
	<p><u>Approach:</u></p> <ul style="list-style-type: none"> <li>• To be developed in cooperation with GfD and other Australian-funded programs, as well as Government of Timor-Leste and other relevant partners.</li> </ul>	As relevant from February 2017	PFM specialist together with other technical personnel

## Annex 4: Criteria for Considering Municipal Scale-up Under PHD

### Purpose

Potential criteria for PHD teams, the Australian Embassy, the Government of Timor-Leste, and Timor-Leste partners to consider when determining whether to scale up or enter a new municipality.

### Proposed Criteria to Apply

- **Commitment to change** (leadership and potential for collective action), defined as:
  - *Individual ‘champions’*: municipal administrators and national Ministers are key stakeholders and their commitment is critical in influencing the impact of aid.
  - *Political and administrative alignment*: The work of individual leaders is more likely to succeed where there is administrative commitment and alignment (suco and municipal) to the intervention.
  - *Potential for collective action*: Reform minded individuals need to be buttressed by the wider popular movements – such as community groups and civil society organisations (CSOs).
- **Low development and/or economic status (including poverty and/or poor services)**. Focus on municipalities where the greatest development need exists – defined by poverty indicators (such as the Individual Deprivation Measure), gender indicators, service quality indicators and growth rates.
- **Government of Timor-Leste/key Government central agency preferences for certain municipalities**. The Government of Timor-Leste is working to realise a vision for decentralisation. PHD may consider prioritising its activities at the sub-national level, in line with government mandated processes for administering decentralisation.
- **Cross-sectoral opportunities**. Under PHD there is significant opportunity to leverage results, operating platforms or programmatic presence in one sector for better outcomes in another (for example water supply for better sanitation outcomes).
- **Profile and coordination with other DFAT/Embassy programs at the municipality level for leveraged impact**. Other Australian-funded programs are engaging independently across various municipalities. The presence of these programs could complement PHD and would help leverage greater impact and better profile for Australian aid. The Embassy may also have specific interests in certain municipalities.
- **Other non-government actors**. Depending on the program, opportunities to coordinate with other non-government actors (such as INGOs, NGOs, CSOs) may produce better results.
- **Administrative capacity**. Some municipalities may be assessed as more operational and functional – and thus more viable to operate in. This is a specific consideration for sector teams looking to work through government systems and strengthen the relationship between citizens and the state.

A number of other issues may also require consideration.

- **Cost consideration**. Accessibility is more challenging and costly in some areas.
- **Equal Distribution**. It might also be necessary to give consideration to ‘equity’ in the selection of municipalities (for example, identify municipalities that are better performing and others that are performing poorer).