

**United Nations Development Assistance Framework  
for the Democratic Republic of Timor-Leste 2015-2019:  
Supporting Equitable and Sustainable Development in a  
Rising Young Nation**

**Dili**

**July 2015**

## Foreword

The Government of Timor-Leste and the UN System in Timor-Leste are pleased to present the United Nations Development Assistance Framework (UNDAF) 2015-2019. This UNDAF provides the framework for a strong and fruitful partnership between the UN System and Timor-Leste over the next five years.

The partnership outlined in this UNDAF is particularly significant. For the first time since the Restoration of Independence of Timor-Leste in 2002, the UN System will focus solely on sustainable development, with the Government fully in charge of its country's development without the presence of a UN peacekeeping or political mission.

As the country moves forward on its development path, away from a post-conflict setting, the UN System has also adapted its presence and mandate to better meet the needs and priorities of Timor-Leste at this juncture in the country's development.

The UNDAF builds on the extensive research and analysis conducted by the Government and its development partners to support the development vision outlined in the Timor-Leste Strategic Development Plan 2011-2030. While great progress has been reached in all development areas, much work remains to be done to meet the aspirations of the Timorese people to create a prosperous, strong and inclusive nation.

Underpinning this UNDAF is both national ownership and a strong commitment on the part of the United Nations to support national priorities and mechanisms. Counterparts from a wide range of Ministries and other national institutions have been actively involved throughout the analytical and design process, in coordination with the Ministry of Finance. As a result, this UNDAF is closely aligned with Timor-Leste's Strategic Development Plan 2011-2030.

During the implementation of the UNDAF 2015-2019, we will witness the final year of the MDGs and enter into a new global development framework, one that Timor-Leste is actively engaged in formulating. During this period, the country's efforts to accelerate achievement of the MDGs will be underpinned by the principles of the New Deal, with an outlook towards the Post 2015 development agenda focused on sustainable development.

On behalf of the Government of Timor-Leste and the United Nations System in Timor-Leste, we would like to express our gratitude to the many national counterparts, UN staff and other stakeholders who contributed to this UNDAF. We look forward to working together under this framework over the next five years for the benefit of the people of Timor-Leste, especially the poorest and most vulnerable.



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United Nations

# Map of Timor-Leste



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Cartographic Section

**Signatories to the UNDAF 2015-2019 for Timor-Leste**



**Signatories to the UNDAF 2015-2019 for Timor-Leste (cont.)**



## Table of Contents

Foreword.....	2
Map of Timor-Leste.....	3
Signatories to the UNDAF 2015-2019 for Timor-Leste .....	4
Table of Contents.....	6
Acronyms and Abbreviations.....	8
Timor-Leste Facts and Figures .....	10
Introduction .....	15
Summary of UNDAF Outcome and Sub-Outcome Statements.....	16
Section I: Accelerating the Transition to Country-Led Development amid a Changing UN Role in Timor-Leste .....	19
1.1 A Defining Moment for a New Partnership.....	19
1.2 Emerging Opportunities .....	20
1.3 Key Challenges.....	23
1.3.2 Demography and a Youthful Population.....	25
1.3.3 Evolving Social Protection.....	26
1.3.4 A Need to Strengthen Quality Education.....	26
1.3.5 High Maternal and Child Mortality, Low Access to Clean Water and Improved Sanitation .....	27
1.3.6 Challenges to Food Security.....	28
1.3.7 High Rates of Malnutrition.....	28
1.3.8 Lack of Essential Infrastructure.....	29
1.3.9 High Vulnerable Employment, High Youth Unemployment, High Dependence on Natural Resources.....	29
1.3.10 Transnational Organized Crime .....	31
1.3.11 Vulnerability to Climate Change and Natural Disasters.....	31
1.3.12 Key Human Rights Issues, Including Persistent Gender Inequalities, Child Abuse and Access to Justice.....	32
1.3.13 Capacity Development.....	34
1.3.14 Decentralization .....	34
1.4 UNDAF Preparation Process .....	35
1.5 United Nations Strengths and Strategies for Cooperation.....	36
Section II: UNDAF Priority Strategic Areas and Expected Results.....	39

UNDAF Outcome 1:.....	39
Social Security Sub-Sector.....	39
Education Sub-Sector.....	40
Health and Nutrition Sub-Sector.....	41
Environment and Resilience Sub-Sector .....	42
Youth Sub-Sector .....	43
UNDAF Outcome 2:.....	44
UNDAF Outcome 3:.....	46
UNDAF Outcome 4:.....	48
Section III: Implementation and Management Modalities.....	52
Section IV: Monitoring and Evaluation .....	56
Section V: Assumptions and Risks.....	57
Section VI: UNDAF Final Statement .....	60
Section VII: UNDAF Results Framework.....	60

## Acronyms and Abbreviations

ADB	Asian Development Bank
AIDS	Acquired Immune Deficiency Syndrome
ASEAN	Association of South East Asian Nations
BMI	Body Mass Index
CAT	Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
CBD	Convention on Biological Diversity
CCD	Convention to Combat Desertification
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CERD	Convention on the Elimination of Racial Discrimination
CFS	Child Friendly School
CLTS	Community Led Total Sanitation
CPLP	Community of Portuguese Speaking Countries
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
DHS	Demographic and Health Survey
DIM	Direct Implementation Modality
DIPECHO	EU Disaster Preparedness Humanitarian Aid and Civil Protection Directorate General
DPCM	Development Policy Coordination Mechanism
DPMU	Development Partners Management Unit
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EITI	Extractive Industries Transparency Initiative
ENSO	El Niño Southern Oscillation
EU	European Union
FAO	Food and Agriculture Organization
GBV	Gender Based Violence
GDP	Gross Domestic Product
GII	Gender Inequality Index
GNI	Gross National Income
HACT	Harmonized Approach to Cash Transfers
HCFC	Hydrochlorofluorocarbon
HDI	Human Development Index
HDR	Human Development Report
HIV	Human Immunodeficiency Virus
HMIS	Health Monitoring Information System
HRBA	Human Rights Based Approach
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICPPED	International Convention for the Protection of All Persons from Enforced Disappearances
ICRMW	International Convention on the Protection of the Rights of Migrant Workers and Their Families
ILO	International Labor Organization
IOM	International Organization for Migration
ISF	International Stabilization Force
IYCF	Infant and Young Child Feeding
LADV	Law against Domestic Violence
LFS	Labour Force Survey



M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MDG-F	Millennium Development Goals Achievement Fund
MDGs	Millennium Development Goals
MMR	Maternal Mortality Ratio
NAP	National Action Plan
NAPA	National Adaptation Programme of Action
NCD	Non-Communicable Disease
OHCHR	Office of the High Commissioner for Human Rights
PMT	Programme Management Team
PSGs	Peacebuilding and Statebuilding Goals
QCPR	Quadrennial Comprehensive Policy Review
R4D	Roads for Development
SDP	Strategic Development Plan 2011-2030
SEFOPE	Labour Market Information Department
SEPI	Secretary of State for the Promotion of Equality
SWAP	System-wide Action Plan
SWG	Sector Working Group
TCPR	Triennial Comprehensive Policy Review
TLDHS	Timor-Leste Demographic and Health Survey
TLPHC	Timor-Leste Population and Housing Census
UN	United Nations
UNCAC	United Nations Convention against Corruption
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department of Economic and Social Affairs
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNISDR	United Nations Office for Disaster Risk Reduction
UNMIT	United Nations Integrated Mission in Timor-Leste
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
UPR	Universal Periodic Review
WASH	Water Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

## Timor-Leste Facts and Figures

<b>Capital</b>	Dili
<b>Area</b>	14,954,44 km <sup>2</sup>
<b>Official languages</b>	Tetum, Portuguese
<b>Government system</b>	Parliamentary Republic
<b>Administrative division</b>	13 Municipalities, 65 Administrative Posts
<b>Ethnic composition</b>	Majority: Malay-Polynesian and Papua; minorities: Chinese, Arabs, Europeans
<b>Religion</b>	Catholic (96.9% of the population), Protestant, Muslim
<b>Currency</b>	American Dollar (USD)

## Timor-Leste Development Indicators

Area	Indicator	Figure	Unit	Year	Source
Demography	Population	1,212,107	People	Projection for 2014	TLPHC 2010 <sup>1</sup>
	Female population (% of total)	49.1	%	2010	TLPHC 2010
	Male population (% of total)	50.9	%	2010	TLPHC 2010
	Urban population (% of total)	29.64	%	2010	TLPHC 2010
	Urban population growth (annual %)	4.20	%	2010	TLPHC 2010
	Population aged 0-14 (% of total)	42.12	%	Projection for 2014	TLPHC 2010
	Population aged 15-64 (% of total)	53.08	%	Projection for 2014	TLPHC 2010
	Population aged 65+ (% of total)	4.79	%	Projection for 2014	TLPHC 2010
	Population density	71.5	People per sq. Km of land area	2010	TLPHC 2010
	Population growth (annual)	2.68	%	Projection for 2014	TLPHC 2010

<sup>1</sup>Timor-Leste Ministry of Finance, *Population and Housing Census 2010*, Dili, 2010.

Area	Indicator	Figure	Unit	Year	Source
Economy	GDP (oil and non-oil, in constant prices)	4.07	Billions	2012	National Accounts Report 2012, General Directorate of Statistics
	GDP growth non-oil (annual % in constant prices)	7.8	%	2012	National Accounts Report 2012, General Directorate of Statistics
	Exports of non-oil goods and services (% of total GDP in constant prices)	3.6		2012	National Accounts Report 2012, General Directorate of Statistics
	Imports of goods and services (% of total GDP in constant prices)	51.2		2012	National Accounts Report 2012, General Directorate of Statistics
	Labour force participation rate	30.60	%	2013	Labour Force Survey 2013
	Employment to population ratio	27.3	%	2013	Labour Force Survey 2013
	Unemployment Rate	11	%	2013	Labour Force Survey 2013
	Youth unemployment rate	21.80	%	2013	Labour Force Survey 2013
	Vulnerable employment rate	55.60	%	2013	Labour Force Survey 2013
Area	Indicator	Figure	Unit	Year	Source
Poverty	HDI	128	Rank	2013	2014 HDR <sup>2</sup>
	Persons living under the national poverty line	41	%	2009	MDG Report 2014 <sup>3</sup>
Area	Indicator	Figure	Unit	Year	Source
Health	Life expectancy at birth	66	Years	2012	WHO 2014 World Health Statistics
	Infant mortality rate	45	Deaths under one	2009-10	TLDHS 2009-10 <sup>4</sup>

<sup>2</sup> UNDP, *Human Development Report 2014*, New York, 2014.

<sup>3</sup> Timor-Leste Ministry of Finance, *Timor-Leste Millennium Development Goals Report 2014*, Dili, 2014.

<sup>4</sup> National Statistics Directorate, Ministry of Finance and ICF Macro, *Timor-Leste Demography and Health Survey 2009-10*, Dili, 2010.

			year of age, per 1,000 live births		
	Under-five mortality rate	64	Deaths under five years of age, per 1,000 live births	2009-10	TLDHS 2009-10
	Maternal mortality ratio	270-570	Female deaths caused or aggravated by pregnancy, per 100,000 live births	2009-10	WHO World Health Statistics 2014 and 2010 TLPHC
	Neonatal mortality rate	22	Child deaths before 28 days of age, per 1,000 live births	2009-10	TLDHS 2009-10
Area	Indicator	Figure	Unit	Year	Source
Education	Pre-primary school gross enrolment ratio	14.4	%	2013	2013 data from the National Directorate of Pre-School Education, Ministry of Education <sup>5</sup>
	Primary school gross enrolment ratio	Grade 1-6: 128 Grade 7-9: 79	%	2010	2010 Education Statistical Yearbook, Ministry of Education
	Secondary school gross enrolment ratio	57	%	2010	2010 Education Statistical Yearbook, Ministry of Education
	Literacy Rate (female/male)	52.5/63.1	%	2010	Education Report Census 2010
	Literacy rate of population aged 15-24 (female/male)	78.10/80	%	2010	Education Report Census 2010
	Literacy rate of population aged 15+ (female/male)	52.50/63.1	%	2010	Education Report Census 2010
Area	Indicator	Figure	Unit	Year	Source
Land and	Total area	14,954,44	Sq. km		Government of Timor-

<sup>5</sup> This data was published in the following report: Democratic Republic of Timor-Leste and UNICEF, *Situation Analysis of Children in Timor-Leste*, 2014.

<b>Agriculture</b>					Leste website
	Forest area (% of land area)	49.9	%	2011	World Bank Data
	Agricultural land (% of land area)	24	%	2011	World Bank Data
<b>Area</b>	<b>Indicator</b>	<b>Figure</b>	<b>Unit</b>	<b>Year</b>	<b>Source</b>
<b>Water and Sanitation</b>	Rural population with access to improved drinking water source	57.1	%	2009-10	TLPHC 2010
	Urban population with access to improved drinking water source	91	%	2009-10	TLPHC 2010
	Rural population with access to improved sanitation	24.7	%	2009-10	TLPHC 2010
	Urban population with access to improved sanitation	80.9	%	2009-10	TLPHC 2010

## Introduction

The United Nations Development Assistance Framework 2015-2019 for Timor-Leste is the result of joint efforts by the Government of Timor-Leste and the UN System to establish a strategic programme framework to support national development priorities as outlined by the Government of Timor Leste in the Timor-Leste Strategic Development Plan 2011-2030. It represents a collective and integrated response by the UN System to Timor-Leste's national priorities. The UNDAF also reflects the aspirations of the post-2015 development agenda, which builds upon the Millennium Development Goals (MDGs) and the broader Millennium Declaration, as well as Timor-Leste's initiatives in this regard as chair of the g7+ and as a pilot country for implementation of the landmark New Deal for Engagement with Fragile States.<sup>6</sup>

The UNDAF 2015-2019 marks a tipping point in the relationship between the UN System and the Government of Timor-Leste. For the first time since the Restoration of Independence in 2002, the UN mandate will focus solely on sustainable development, with a UN Country Team operating without the presence of a UN peacekeeping or political mission. After the departure of UNMIT, United Nations Agencies, Funds and Programmes remain in the country to provide long-term support to national development priorities, leaving behind the post-conflict period and shifting to a longer-term development focus centred on inclusiveness and sustainable development along the priority areas of the Government of Timor Leste.

Timor-Leste's progress in peace and statebuilding, its endowment of natural and cultural resources, and its commitment to use the country's resources to promote sustainable development, offer significant opportunities to increase economic growth and access to social services. At the same time, national socioeconomic indicators provide a compelling rationale for the United Nations System to continue supporting the Government's development efforts. These indicators highlight key development gaps in several areas as well as in overall sustainable development.

The UNDAF is structured along the four strategic development sectors defined in the Timor-Leste Strategic Development Plan 2011-2030. The four sectors are: (1) Social Capital (2) Infrastructure Development (3) Economic Development and (4) Governance and Institutional Development. This structure ensures national ownership and alignment of UN development activities to national priorities and provides the basis for collaboration with all development partners within the Government's national coordination mechanisms.

Aligned with these four sectors, four outcomes and seventeen sub-outcomes have been elaborated to respond to the evolving needs within each sector, based on the vision of the Government of Timor-Leste and the comparative advantage of the UN System.

Building on these solid foundations, the UNDAF 2015-2019 provides a benchmark for success over the next five years. The UNDAF Outcomes, identified and agreed by all parties, will shape the work carried out by the UNCT over the period between 2015 and 2019.

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<sup>6</sup> The New Deal for Engagement with Fragile States released on 30 November 2011 at the 4th High Level Forum on Aid Effectiveness in Busan, South Korea.

## Summary of UNDAF Outcome and Sub-Outcome Statements

### **SOCIAL SECTOR Strategic Development Goal:**

**Strategic Development Plan Goal: To improve the lives of Timorese people –our human capital– by setting out strategies and actions, along with targets, in the critical areas of education, health and social inclusion.**

**UNDAF Outcome 1: People of Timor-Leste, especially the most disadvantaged groups, benefit from inclusive and responsive quality health, education and other social services, and are more resilient to disasters and the impacts of climate change.**

SO1.1: The most disadvantaged groups of men, women and children benefit from gender-responsive and inclusive social protection, social cohesion and behaviour change programmes, including for the prevention and protection of women and children from violence.

SO1.2: Children, youth and adults benefit from inclusive and quality education at all levels in an equitable manner.

SO1.3: Population of Timor-Leste, in particular the most excluded, benefit from equal access to quality health and nutrition services and behaviour change promotion interventions.

SO1.4: People of Timor-Leste, particularly those living in rural areas vulnerable to disasters and the impacts of climate change, are more resilient and benefit from improved risk and sustainable environment management.

SO1.5: In an enabling environment, young men and young women make informed choices for a healthier and more productive life as citizens who actively contribute to the peace and development of their country.

### **INFRASTRUCTURE SECTOR Strategic Development Plan Goals:**

- **Roads and Bridges: An extensive network of quality and well maintained roads will connect our communities, promote rural development, industry and tourism and provide access to markets.**
- **Water and Sanitation: By 2030, all citizens in Timor-Leste will have access to clean water and improved sanitation.**

**UNDAF Outcome 2: People of Timor-Leste, especially the rural poor and vulnerable groups, derive social and economic benefits from improved access to and use of sustainable and resilient infrastructure.**

SO2.1: Improved capacity for the planning, constructing and maintaining of climate-resilient infrastructure for rural development and local service delivery by national and sub-national bodies, with improved institutional frameworks and increased gender equitable citizen participation.



SO2.2: Women and men in Timor-Leste are deriving social and economic benefits from improved rural roads access, with the Government of Timor-Leste effectively planning, budgeting and delivering rural road rehabilitation and maintenance, using labour based methods as appropriate.

SO2.3: Women and men in Timor-Leste, in particular school children and people living in rural areas, have increased access to - and utilize - safe and reliable water and improved sanitation and hygiene services, in an equitable and sustainable manner.

**ECONOMIC SECTOR Strategic Development Goal:**

- **Agriculture: A thriving agricultural sector is needed to reduce poverty, provide food security and promote economic growth in rural areas and Timor-Leste as a whole.**
- **Investment: To build Timor-Leste nation and provide jobs and income for Timorese people. Attract investors to key industry sectors, partner local firms with international partners to start up and grow.**
- **Rural Development: The creation of local jobs is the best way to improve the lives and livelihoods of people living in rural areas.**

**UNDAF Outcome 3: Economic policies and programmes geared towards inclusive, sustainable and equitable growth and decent jobs.**

SO3.1: Capacity of relevant institutions enhanced to carry out inclusive and sustainable economic policy analyses and programmes for better access to decent employment.

SO3.2: Technical capacity enhanced to develop viable and sustainable agribusiness sub-sectors and value chains promoting local bio-diversity.

SO3.3: Rural resilience, livelihoods and food security improved through better production and postharvest management practices, better management of natural resources and ecosystems services including actions on climate change adaptation and mitigation.

SO3.4: Financial and technical capacity of relevant institutions enhanced to deliver skills, productivity, and employability of the workforce.

SO3.5: Enhanced business environment and access to financial services and capital promotes growth of socially conscious private sector and pro-poor industries, especially (or including) in rural areas.

**GOVERNANCE SECTOR Strategic Development Goal:**

- **Public Sector Management and Good Governance: The public sector in Timor-Leste will be central to building trust in Government, which is a prerequisite of nation building.**
- **Justice: Timor-Leste will adopt a comprehensive strategy to build the Justice system and enhance its capacity to fulfill its role and functions.**
- **Security: Timor-Leste will build a security sector that can undertake its role of serving its people and ensuring the peace, safety and stability of our nation.**

**UNDAF Outcome 4: State institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.**

SO4.1: Citizens' access to effective and efficient justice system improved, particularly for women, children and disadvantaged groups.

SO4.2: Public sector oversight, accountability and transparency of institutions, mechanisms and processes strengthened.

SO4.3: Decentralized institutions provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged groups.

SO4.4: Relevant state institutions have improved capacity to collect, analyse and use reliable and timely socio-demographic disaggregated data for evidence-based planning, budgeting, monitoring, reporting and decision-making targeting disadvantaged groups.

## Section I: Accelerating the Transition to Country-Led Development amid a Changing UN Role in Timor-Leste

### 1.1 A Defining Moment for a New Partnership

To support the Democratic Republic of Timor-Leste in its efforts to achieve upper-middle-income country status and inclusive development, the United Nations Country Team (UNCT)<sup>7</sup> and the Government have prepared this United Nations Development Assistance Framework (UNDAF) 2015-2019. As a strategic planning framework for UN development operations and cooperation at country level, the UNDAF provides a basis for increased inter-agency collaboration and greater coherence and effectiveness of the UN System to better support country-led initiatives. It further aims to enable people in Timor-Leste to enjoy lives of security and dignity, while deepening the UN/Timor-Leste partnership.

Critically, this UNDAF represents a collective and integrated response by the UN System to support national priorities set out in the Strategic Development Plan 2011-2030 (SDP) and the Programme of the VI<sup>th</sup> Constitutional Government, with which it is fully aligned. The UNDAF also reflects the aspirations of the post-2015 development agenda, which build upon the Millennium Development Goals (MDGs) and the broader Millennium Declaration, as well as Timor-Leste's initiatives in this regard as former chair and active member of the g7+, and as a pilot country for implementation of the New Deal for engagement with Fragile States, an outcome of the fourth High Level Forum on Aid Effectiveness.

The UNDAF 2015-2019 has paramount significance, coming at a moment when the UN is redefining its role in Timor-Leste. In all, the UN has enjoyed a special relationship with the Government, it played a significant role in the process of independence and in support to the Government's leadership through the process of peace and stabilization in Timor-Leste's first decade as a sovereign nation.

Now, in Timor-Leste's second decade of independence, national priorities have shifted to a longer-term development focus, centred on deepening the process of institution building and fostering people-centred sustainable development that will result in transformative change. Timor-Leste has firmly emerged from its 2006 political crisis and made significant progress in restoring peace and stability. The 2012 presidential and parliamentary elections were conducted credibly, followed by orderly transitions to the V<sup>th</sup> and VI<sup>th</sup> Constitutional Governments. The security situation has continued to be stable since the Policia Nacional de Timor-Leste resumed full policing responsibility in March 2011<sup>8</sup>. Based on these political and security achievements, the United Nations Integrated Mission for Timor-Leste (UNMIT) completed its mission in December 2012 and has withdrawn from the country. In January 2015, the Prime Minister, H.E. Xanana Gusmao, led a Government restructuring process. By resigning from his position as Prime Minister, the VI<sup>th</sup> Constitutional Government was established.

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<sup>7</sup> As for June 2014, the UNCT in Timor-Leste comprises IOM, FAO, ILO, UNDP, UNDSS, UNESCO, UNFPA, UNICEF, UNV, UN Women, WB, WFP, WHO. Additionally, a number of non-resident agencies (UNEP, UNESCAP, UNCDF, UNHCR, UNIDO, UNODC and UNOPS) operate under the framework of the Resident Coordinator System and the UNDAF.

<sup>8</sup> Policia Nacional de Timor-Leste - <http://www.pntl.tl> "Istória PNTL nian: Transferénsia kbiit polísiamentu ezekeutivu tomak hosi UNPOL ba PNTL mak hakotu iha Dili iha lora 27 Marsu 2011, tinan sanulu-resin-ida tuir nia fundasaun."

As a result of the departure of UNMIT, the mandate, size, budget and presence of the UN in Timor-Leste has changed. UN Agencies, Funds and Programmes remain in the country to provide long-term support to national development priorities, with a focus on promoting national ownership and integrating into national systems and processes.

At the same time, experiences in other countries, supported by evidence in One UN pilot countries, indicate that the UN System is more relevant in contexts where greater coherence among agencies is achieved. This UNDAF document and its formulation process therefore provide an important opportunity to reposition the UN System, led by the UNCT, and to engage in dialogue with the Government and other national partners to agree on the main elements of the future UN/Timor-Leste partnership. The UN System thus welcomes a new phase of its mandate and a new way of working in Timor-Leste to assist a country-led direction for national development.

The evidence provided by national socioeconomic indicators provides a compelling rationale for the UN System to remain as a relevant development partner. Indeed, these indicators highlight strategy to strengthen the institutions and their resilience to support areas such as nutrition, education, climate change, environment, culture, youth and employment, human rights and gender equality as well as in overall sustainable development.

Based on its mandates, knowledge, and international experience, the UN System has a particularly important role to play in supporting efforts to reduce disparities in development and to strengthen social cohesion between women and men, rural and urban areas, youth and other age cohorts, wealth quintiles, and regions (for a further discussion of comparative advantages of the UN System, see Section 1.5). Significant gains in development can be achieved by targeting the most disadvantaged, while also being good for society as a whole.<sup>9</sup>

Conversely, no society can expect to achieve sustained economic and social progress when significant numbers of its people – often disproportionately women and girls – are poorly nourished, in poor health, and lack the education and/or skills needed for their own and their families' development. With an emphasis on equity and sustainability, the UN System can thus help to ensure a better future for all in Timor-Leste.

## 1.2 Emerging Opportunities

Timor-Leste's social and macroeconomic stability, along with an endowment of considerable natural resources, have provided the country with significant opportunities to increase economic growth and access to social services for many of its 1.2 million people,<sup>10</sup> of whom 70 percent live in rural areas. In barely a decade, the country has fostered many conditions for successful and sustainable development, while focusing on statebuilding and the rebuilding of virtually all social support systems.<sup>11</sup>

Key human development indicators also reflect Timor-Leste's rising trajectory: A Human Development Index (HDI) value of 0.620 gives Timor-Leste a rank of 128 out of 187 countries and

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<sup>9</sup> United Nations System Task Team on the Post-2015 UN Development Agenda, *Addressing Inequalities: The Heart of the Post-2015 and the Future We Want for All*. New York, May 2012.

<sup>10</sup> Projected population as of 2014. National Statistics Directorate, Ministry of Finance, *Population and Housing Census 2010*. The total includes 50.9 percent men, 49.1 percent women, for a sex ratio of 102.99.

<sup>11</sup> SDP: In 1999, most education infrastructure in Timor-Leste was destroyed, much of health infrastructure much of Timor-Leste's urban water and sanitation infrastructure, including pumping stations, transmission pipes, valves and tanks, was damaged or destroyed.

territories,<sup>12</sup> placing it in the medium human development category. Between 2000 and 2013, the Government's development policies and initiatives resulted in a HDI increase by 33.4 percent.<sup>13</sup> Life expectancy at birth has risen to 66 years, up from 50 in 1990, and nearly double the 35 years recorded in 1980. Timor-Leste has enrolled 90 percent of children in basic education,<sup>14</sup> while also reducing under-5 mortality to the extent that it has become an early achiever of the MDG4 target. Important milestones have been achieved in furthering gender equality, including its identification by the Government as a priority for realizing national development goals. Women's representation in national politics is the highest in Asia, at 38 percent<sup>15</sup> and ranks 17<sup>th</sup> on the global ranking of Women in national parliaments."<sup>16</sup>

Moreover, with over half of its population under the age of 19,<sup>17</sup> and 60 percent under the age of 25,<sup>18</sup> Timor-Leste benefits from having a young and dynamic human capital and potential workforce for building an emerging nation. At the same time, population growth remains rapid, at more than 2.62 percent annually.<sup>19</sup> A National Youth Policy<sup>20</sup> and a Youth Strategy<sup>21</sup> have been formulated to harness the very positive resource represented by this young cohort.

Economic growth has been strong, averaging more than 10 percent per year since 2007,<sup>22</sup> and is beginning to show signs of a transformative effect. Indicating oil's economic significance, the petroleum sector contributes almost 80 percent of GDP and is the source of more than 90 percent of Government revenues.<sup>23</sup> Petroleum revenues have been channelled to the public sector through a well-managed and -supervised Petroleum Fund, which has grown from US\$1.8 billion in 2007 to US\$16.8 billion in March 2015.<sup>24</sup> Timor-Leste has also recorded solid progress in public financial management systems, with improvements measured in 12 of 29 indicators.<sup>25</sup> Overall, Gross National Income (GNI) per capita increased 370 percent between 2000 and 2013.<sup>26</sup>

Based on extensive national consultations, the Government has developed the SDP, articulating the country's long-term vision as well as targets and indicators to be phased in over the coming decades. Seeking to transform Timor-Leste into a medium-high-income country by 2030, with a healthy, educated and safe population that is prosperous and self-sufficient in terms of food, the

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<sup>12</sup> UNDP, *Human Development Report 2014 – Sustainable Human Progress: Reducing Vulnerabilities and Building Resilience*, July 2014

<sup>13</sup> UNDP, *Explanatory note on the 2014 Human Development Report composite indices*, July 2014.

<sup>14</sup> Ministry of Education, *2011 Basic Education Enrollment Summary for All Schools*, Dili, 2013.

<sup>15</sup> Secretary of State for the Promotion of Equality (SEPI), Government of Timor-Leste. *Country Gender Assessment 2013* (draft), Dili, 2013

<sup>16</sup> Inter-Parliamentary Union (IPU) classification on Women in national parliaments (<http://www.ipu.org/wmn-e/classif.htm>). Timor-Leste became affiliated with the IPU in 2008

<sup>17</sup> 52.9 percent of the population is projected to be under the age of 19 in 2014. Source: TLPHC 2010, Volume 8 Population Projection, Table A, p. 75

<sup>18</sup> Government of Timor-Leste, *Democratic Republic of Timor-Leste 2013 Development Partners' Meeting Background Paper: Implementing the Strategic Development Plan*, Dili, 18-20 June 2013.

<sup>19</sup> TLPHC 2010

<sup>20</sup> Timor-Leste National Youth Policy adopted on 14 November 2007 by Council of Ministers. The National Youth Policy is currently being updated

<sup>21</sup> Timor-Leste National Youth Strategy 2015-2017 adopted by Secretary of State for Youth and Sports in 2014.

<sup>22</sup> Democratic Republic of Timor-Leste 2013 Development Partners' Meeting Background Paper, op.cit.

<sup>23</sup> General Directorate of Statistics, National Accounts -2012; Timor-Leste 2015 Budget Book 1

<sup>24</sup> Banco Central de Timor-Leste, *Petroleum Fund of Timor-Leste – Quarterly Report, Vol. 11 Number XXVIII, 31 March, 2015* [http://www.bancocentral.tl/Download/Publications/Quarter-Report39\\_en.pdf](http://www.bancocentral.tl/Download/Publications/Quarter-Report39_en.pdf)

<sup>25</sup> International Monetary Fund, *Democratic Republic of Timor-Leste. Public Financial Management – Performance Report*, Washington, D.C., 2013 (Published in 2014).

<sup>26</sup> UNDP, *Human Development Report 2014 – Sustainable Human Progress: Reducing Vulnerabilities and Building Resilience*, July 2014

SDP is built around four pillars: (i) Social Capital; (ii) Infrastructure Development; (iii) Economic Development; and (iv) Institutional Framework. In April 2013, in the Spirit of the New Deal of country-owned and country-led development, the Government established a Development Policy Coordination Mechanism (DPCM) to implement, monitor and coordinate the SDP, and serve as a policy dialogue forum between the Government and development partners. Further, the Programme of the VI<sup>th</sup> Government is based on the SDP and policies initiated by the previous Government, giving further short-term structure to national ambitions.

At the same time, Timor-Leste is leveraging its accomplishments through proactive engagement in the g7+, representing more than 350 million people in 20 countries which are or have been affected by conflict and are now in transition to the next stage of development. The core mission of the g7+ is to promote peacebuilding and statebuilding as the foundations for this transition, to be achieved through a process of country owned and led dialogue and planning. In the post-2015 global development framework, the g7+ also supports increased attention to inclusive growth as well as climate change and environmental management. These goals are outlined in the Dili Declaration of February 2013 and the Global Partnership for Effective Development Cooperation, in which Timor-Leste has demonstrated active leadership. With such development principles being fully embraced by the Government, the UN System considers them as important entry points in the UNDAF for more effective engagement.

The principles established in the New Deal, which is further guiding Timor-Leste's transition to sustainable development, have guided the formulation of this UNDAF. Endorsed by more than 40 countries and organizations, including the United Nations Development Group (UNDG), the policy's five Peacebuilding and Statebuilding Goals (PSGs) include: fostering inclusive political settlements and conflict resolution; establishing and strengthening people's security; addressing injustices and increasing people's access to justice; generating employment and improving livelihoods; and managing revenues and building capacity for accountable and fair service delivery. Significantly, the New Deal commits to a new way of engaging with international development partners to move towards resilience, by managing development resources effectively and aligning these resources for results.

In another key development, Timor-Leste has applied to join the Association of South East Asian Nations (ASEAN) and the Secretariat of the Pacific Community (SPC), with a view to enhancing the country's long-term strategic interests. It is also serving as Chair of the Community of Portuguese Speaking Countries (CPLP) between 2014-2016, further underscoring the country's emerging role as a dynamic international voice. Significant international commitments by Timor-Leste have included support of the MDGs and ratification of seven international human rights treaties,<sup>27</sup> as well as accession to the United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD) and the Convention to Combat Desertification (CCD). The country has also taken steps toward ratifying ILO Conventions 111 and 100<sup>28</sup>, which are key for gender equality in the workplace.

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<sup>27</sup> The International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), the Convention on the Elimination of Racial Discrimination (CERD), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW).

<sup>28</sup> The ILO Conventions 111 and 100 were approved by the Council of Ministers and are expected to be ratified by the parliament of Timor-Leste after the latter formally ratified the ILO Constitution in May 2015.

### 1.3 Key Challenges

Deeply-rooted economic and social issues remain, despite Timor-Leste's considerable development progress. Areas that continue to be particularly challenging include poverty, undernutrition among young children and women, maternal mortality, improved sanitation and hygiene, education, gender inequalities and violence against women and children, environment and climate change, youth employment, economic diversification and effective and transparent Governance, as well as Government capacity across all sectors to deliver services. The need for strengthened data for development, along with enhanced effective use of existing data, represents a major issue that affects virtually all sectors (see Section 1.5 and Section II, Sub-Outcome 4.4). Regional integration also requires enhanced capabilities for state institutions, in particular law enforcement and border management, as transnational organized crime increasingly constitutes an impediment to sustainable development in the region.<sup>29</sup>

The root causes of inequity in Timor-Leste are complex and interconnected.<sup>30</sup> Children in Timor-Leste face particular deprivation due to limited coverage of quality basic social services, which subsequently hinders their development. Just over half of pregnant women receive professional antenatal care, with a third having skilled attendance during delivery and professional postnatal care. In addition, 54 percent of infants less than 6 months of age are exclusively breastfed, and 68 percent of infants are immunized against measles.<sup>31</sup>

In regards to education, access to pre-school and secondary education is limited, with the majority concentrated in urban areas. Just 65 percent of primary schools have toilet facilities, with water available in just over half of schools.<sup>32</sup> Low quality teaching and learning materials also have negative impacts on teaching and learning.<sup>33</sup> The new curriculum for pre-school and Cycle 1 and 2 (Grades 1-6) have been developed and approved for improvement of education quality, and the Government has placed the effective implementation and monitoring of the new curriculum as an utmost priority<sup>34</sup>.

Direct services for children at risk or child victims of abuse, neglect, violence and exploitation are also limited, with most services based in Dili. Of these services, many target female victims of violence, leaving violence against boys (which is more widely tolerated) with even fewer services available<sup>35</sup>. In this context, the insufficient amount, skills and misdistribution of human resources and facilities result in poor quality basic social services. Gaps in knowledge, attitude and behaviours, influenced by social norms, culture and local practices<sup>36</sup>, also contribute to the lack of demand for accessing social services<sup>37</sup>. For example, some adverse traditional health prevention,

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<sup>29</sup> UNODC, *Transnational Organized Crime in East Asia and the Pacific: A Threat Assessment*. April 2013.

<sup>30</sup> See: General Directorate of Statistics of the Ministry of Finance and the UNICEF Country Office in Timor-Leste, *Situation Analysis of Children in Timor-Leste*, Dili, 2014.

<sup>31</sup> TLDHS 2009-10

<sup>32</sup> Ministry of Education, *National Stocktake of School Facilities and Equipment in Basic Education Schools in Timor-Leste*, Dili, 2012

<sup>33</sup> General Directorate of Statistics of the Ministry of Finance and UNICEF. *Situation Analysis of Children in Timor-Leste*, (SITAN 2014)

<sup>34</sup> Programme of the VI<sup>th</sup> Constitutional Government

<sup>35</sup> Ministry of Social Solidarity & UNICEF, *Mapping and Assessment of the Child Protection System in Timor-Lest*, March 2011

<sup>36</sup> Ministry of Health. *Reproductive, Maternal, Newborn, Child and Adolescent Health, 2014*. page 28: "Traditional birth attendants assisted 18% of deliveries, while a relative or some other person assisted 49% of deliveries and 3% of births take place without any assistance at all"

<sup>37</sup> Ministry of Health. *The National Health Sector Strategic Plan 2011-2030*. page 16. "Poor health seeking behavior as a threat to positive lifestyle"

treatment, birth delivery and newborn care practices are still widespread<sup>38</sup>. In terms of practicing hygiene, open defecation is widely accepted, with 27 percent of the population not using any kind of latrines,<sup>39</sup> and just one fifth of the population wash their hands with soap prior to preparing food.<sup>40</sup> The National Health Sector Strategic Plan 2011-2030 and the Reproductive, Maternal, Newborn, Child and Adolescent Health Strategy (2014) are examples of Government initiatives to promote healthy behaviours and practices.

In mid-2012, as part of the New Deal implementation, the Government conducted a Fragility Assessment that identified progress made, as well as remaining challenges and potential risks that could undermine stability and derail the development process.<sup>41</sup> Against the five PSGs, the assessment found that the most progress had been made in security (PSG2), while some good progress was made in both legitimate politics (PSG1) and in revenue and services (PSG5). Progress in political dialogue, checks and balances over the executive branch, and reduced conflict between different groups within society was highlighted, as were enhanced capacity of the security institutions and their performance. Strengthened service delivery, budget transparency and establishment of the independent Civil Service Commission and the Anti-Corruption Commission were also cited as positive developments. However, significant shortfalls were found in justice (PSG3), linked to a large extent to needs for capacity building among the main actors, including in the expansion of judicial services at Municipal level and in rural areas; in a continuing perception of impunity for past abuses; and in limitations of judicial actors and judicial institutions including language barriers (particularly with Portuguese language at the judicial and trial processes) as well as drafting of legislation. The economic foundation also requires further strengthening, particularly in economic activities at municipal level, sustainability of investment in agriculture, building good infrastructure to enhance business start-ups, and enhancing national capacity in the natural resource industries.

At the same time, delivery of quality services and achieving equity (particularly for women and a young, heavily rural population), continues to be at the heart of ensuring opportunities for all people of Timor-Leste to fully develop their human potential. A fundamental issue thus considered in the UNDAF is that of unequal distribution of socioeconomic resources, significantly compounded by individual and institutional capacities that further require significant strengthening. Timor-Leste faces critical human resource constraints in most areas of the economy.<sup>42</sup> In addition, “there is a general concern in Timor-Leste related to the current lack of productivity and effective service delivery by state institutions, in particular line ministries, and to their insufficient successes in achieving the common goals and outcomes of the SDP.”<sup>43</sup> This skills shortage is expected to become even more challenging as Government programmes expand and private sector investment increases.

### 1.3.1 Widespread Poverty

Positive poverty reduction trends have been reported in recent years. The Timor-Leste 2013 MDG progress report showed a reduction of national poverty levels from 49.9 percent in 2007<sup>44</sup> to 41

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<sup>38</sup> Ministry of Social Solidarity & UNICEF, *Mapping and Assessment of the Child Protection System in Timor-Leste*, March 2011

<sup>39</sup> *Timor-Leste Population and Housing Census 2010*, op.cit.

<sup>40</sup> Ministry of Health, *Knowledge, Attitude and Practice (KAP) baseline survey in five districts (Aileue, Ermera, Viqueque, Manatuto and Oecusse)*, 2011

<sup>41</sup> Ministry of Finance Fragility Assessment Team, *Summary Report: Fragility Assessment in Timor-Leste*. Dili, 26 February 2013.

<sup>42</sup> Timor-Leste Strategic Development Plan 2011-2030. op.cit

<sup>43</sup> Timor-Leste Strategic Development Plan 2011-2030 op.cit

<sup>44</sup> National Statistics Directorate, *Timor-Leste Survey of Living Standards 2007*, Dili, 2007.



percent in 2009<sup>45</sup> with higher incidence in rural areas. Meanwhile, the preliminary results of the 2013 National Nutrition Survey, reported a 7.8 percent decrease of stunting prevalence among children under five years of age (from 58 percent to 50.2 percent in 2013). In spite of this positive trend, chronic food insecurity, low agricultural production, high vulnerable employment and youth unemployment (see Sections 1.3.6 and 1.3.9) remain pressing concerns and addressing such issues need to be prioritized for overall poverty reduction. Available official data also indicates poor housing conditions (lack of sanitation facilities, rudimentary or natural flooring, crowding in households) especially in rural areas<sup>46</sup>. Government infrastructure programmes, however, have improved access to water and sanitation, electricity and access to roads in most parts of the country.

### 1.3.2 Demography and a Youthful Population

Timor-Leste has one of the youngest populations in the world, with 62 percent of the population under the age of 25.<sup>47</sup> Large numbers of young people can represent great economic potential, but only if families and the government can adequately invest in their health and education and stimulate new economic opportunities for them. In Timor-Leste the young population is expected to increasingly pressure the economy, resources and social services alike, with the youth population (15-24) expected to grow by 70,000 in 2020 compared to 2010.<sup>48</sup> With 51 births per 1,000 women aged 15-19, Timor-Leste has the highest adolescent fertility rate in Southeast Asia.<sup>49</sup> Adolescent mothers have a higher probability of suffering difficult pregnancy outcomes and maternity-related mortality compared with older women. From a social perspective, teenage childbearing lowers the chance for women to pursue higher education and to participate in the labour market. The incidence of adolescent mothers who are not literate in Tetum or Bahasa Indonesia is double the proportion of adolescent mothers who are literate in these languages.<sup>50</sup>

Timor-Leste has a youth population that accounts for 20 percent of its people.<sup>51</sup> Estimates place the number of young people who enter the labour market every year to range from 15,000 – 20,000.<sup>52</sup> In spite of periods of very high GDP growth, the economy has not yet been able to sufficiently absorb the new entrants that join the labour market every year, nor been able to reduce the backlog of existing unemployed youth. In 2013, the size of the youth population (15-24) made up more than one quarter of the total number of unemployed. Thus, the youth labour force was almost twice at risk of unemployment (21.9 percent) than the overall labour force (11 percent)<sup>53</sup>

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<sup>45</sup> Government of Timor-Leste, *2014 MDG Progress Report*, Dili, 2014

<sup>46</sup> 2009-10 TLDHS

<sup>47</sup> Timor-Leste's estimated 2014 population of 1,212,107 people is one of the fastest growing in the world. By 2019, the population is expected to reach in excess of 1,387,000 people. [The 2010 Census calculated an annual population growth rate of 2.66 percent which is projected to rise to 2.70 in 2020. With this rate, the population will double by 2037. [NSD and UNFPA 2012. *Timor-Leste Population and Housing Census, Population Projection Monograph, Volume 8*. Dili]. Timor-Leste has one of the highest fertility rates in the world, with each woman having on average 5.9 children.

<sup>48</sup> Population and Housing Census 2010, *ibid*.

<sup>49</sup> Population Reference Bureau. *The World's Youth 2013 Data Sheet*

<sup>50</sup> Population and Housing Census 2010, *op.cit*

<sup>51</sup> Population and Housing Census 2010, *iop.cit*.

<sup>52</sup> SEFPOPE. *National Youth Employment Action Plan (NYEAP) 2009*.

<sup>53</sup> SEFPOPE and GDS. *Timor-Leste Labour Force Survey 2013*. *Op.cit*.

### 1.3.3 Evolving Social Protection

The Constitution of Timor-Leste gives all citizens the right to security and social assistance and imposes an obligation on the State to promote an economically sustainable social security system and over the next five years, a universal system of financial support for Timorese citizens beyond working age will be introduced.<sup>54</sup> Steps toward the creation of a full social security system have been taken such as the “Bolsa de Mae” programme, social safety nets for people living with disabilities and the elderly.<sup>55</sup> While poverty rates in Timor-Leste are improving,<sup>56</sup> challenges remain to establish social protection schemes which promote sustainable socio-economic development.

Improvement of management and implementation of social protection schemes will ensure inclusiveness and widespread protection of vulnerable groups. For example, facilitating access to financial services in remote rural areas will increase the transparency and efficiency of the cash transfers. It will be increasingly necessary to ensure that resilience is built for all, especially for the most disadvantaged.

### 1.3.4 A Need to Strengthen Quality Education

A substantial increase has been achieved in the net primary enrolment (Grade 1-6), from 64.4 percent in 2005 to 93.5 percent in 2010.<sup>57</sup> However, primary school enrolment has fallen and stood at 91.9 percent in 2013. Based on current trends, Timor Leste is not on-track to achieve its target of 100 percent primary enrolment by 2015<sup>58</sup>. Completion of basic education and enhanced learning outcomes remain key challenges as a result of high repetition and dropouts, especially in early grades, and with persistent geographic and socioeconomic disparities. In 2010, only 32 percent of students were at the official school age when entering the first grade. Over 10,000 students dropped out from primary (cycle 1 and 2) and pre-secondary school (cycle 3) in 2010. The dropout rate was 4.4 percent for primary education (cycle 1 and 2) and 2.8 percent for pre-secondary education (Cycle 3).<sup>59</sup>

These statistics relate back to education quality factors, including: inadequate school facilities; a serious lack of qualified teachers; teachers’ lack of proficiency in the languages of instruction and non-availability of bilingual textbooks; limited contact time between teacher and pupil; distance to school; and an un-conducive environment, with a lack of basic facilities like water, sanitation and hygiene at school. Illustrating the extent of these challenges, only 40 percent of teachers meet the national qualification standards in 2010.<sup>60</sup> The limited coverage of pre-school education, which could prepare children for formal schooling, represents another major cause of the high repetition rate and poor learning outcomes. The pre-primary gross enrolment ratio was 14.4 percent in 2013.<sup>61</sup>

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<sup>54</sup> SDP op.cit.

<sup>55</sup> SDP. Page 46: “Since 2008, all citizens of Timor-Leste over 60 years of age or with a proven inability to work are entitled to a benefit of \$30 per month”

<sup>56</sup> Ministry of Finance, Timor-Leste MDG Progress report 2013.

<sup>57</sup> Ministry of Education, 2010 Education Statistical Yearbook.

<sup>58</sup> Ministry of Finance, *Timor Leste the Millennium Development Goals Report 2014*.

<sup>59</sup> Ibid.

<sup>60</sup> Ministry of Education, *Education Management Information System (EMIS)*, 2010.

<sup>61</sup> Ministry of Education, National Directorate of Pre-School Education, 2013. Published in: Democratic republic of Timor-Leste and UNICEF, *Situation Analysis of Children in Timor-Leste*, 2014.

### 1.3.5 High Maternal and Child Mortality, Low Access to Clean Water and Improved Sanitation

Although significant progress has been made in reducing the number of malaria cases and related deaths,<sup>62</sup> Timor-Leste's health indicators rank among the lowest in the region, and an estimated 20 to 30 percent of the population does not access health care services.<sup>63</sup> Estimates of the maternal mortality ratio range from 270 to 570 deaths per 100,000 live births.<sup>64</sup> Women in Timor-Leste have two to four times the risk of dying in childbirth as their counterparts in Papua New Guinea, and over three to six times the risk of their counterparts in Indonesia. Young females between 15-19 years old have a maternal mortality ration (MMR) of over 1,000.<sup>65</sup> The Under-5 Mortality Rate, though improving to 64 per 1,000 live births, remains high with an Infant Mortality Rate of 45 per 1,000 live births.<sup>66</sup> The neo-natal mortality rate remains largely unchanged since 2003.<sup>67</sup> DHS 2009-2010 data show that care around delivery and the post-natal period represents the weakest link in the continuum of care. Disparities in rates between rural and urban areas, as well as between wealth quintiles, are wide. Meanwhile, about 23 percent of one-year olds have not received vaccinations.<sup>68</sup> Overall, Timor-Leste faces a double burden of disease: while communicable diseases such as malaria, dengue and tuberculosis continue to pose a public health challenge, non-communicable diseases (NCDs) such as heart disease and chronic lung disease have emerged among the 10 leading causes of death.<sup>69</sup> Primary health care facilities lack adequate infrastructure, human resources and supplies needed to provide basic health services. Health services for persons with disabilities, particularly those with intellectual disabilities, require significant strengthening.

The number of people using improved drinking water sources has increased from 490,000 to over 703,000, while the number of people using improved sanitation facilities has increased from 269,000 in 2003 to over 418,000 in 2010.<sup>70</sup> Nevertheless, only 57.1 percent of the rural population has access to improved drinking water sources, and only 24.7 percent has access to improved sanitation facilities.<sup>71</sup> Dili's urban population also suffers from inadequate sanitation facilities with a significant percentage (21 percent) of toilet facilities shared among more than one household.<sup>72</sup> Only 100 of the country's 400 water stations are functional.<sup>73</sup> The situation of water, sanitation and hygiene (WASH) in schools in Timor-Leste is similar to that found in communities, in that 59.9 percent of basic education schools (grades 1-9, public and private) have access to improved water source. Similarly, 70.2 percent of basic education schools have toilets (40.3 percent functional, 29.9 percent partially functional)<sup>74</sup>. Even in the schools with WASH facilities, adequacy, quality and reliability are major issues. Likewise, more than 50 percent of rural health

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<sup>62</sup> WHO honoured Timor-Leste's National Malaria Control Programme with an award for excellence in public health in the South-East region in September 2014.

<sup>63</sup> Ministry of Health, *Proposal for Health Systems Strengthening Support to the Global Fund/GAVI Alliance 2013-2018*, Dili, 2012.

<sup>64</sup> WHO et. al. 2014, Trends in maternal mortality: 1990 to 2013, Estimates by WHO, UNICEF, UNFPA, The World Bank and the United Nations Population Division.

<sup>65</sup> National Directory of Statistics and UNFPA 2012, *Timor-Leste Population and Housing Census, Analytical Report on Mortality, Volume 6*, Dili.

<sup>66</sup> Ibid.

<sup>67</sup> DHS 2003 and DHS 2009-2010.

<sup>68</sup> DHS 2009-2010, op.cit.

<sup>69</sup> Ministry of Health, *National Health Strategic Plan 2011-2020*, Dili, 2011.

<sup>70</sup> Demographic Health Survey (DHS) Timor Leste 2003 and Timor-Leste Population and Housing Census 2010.

<sup>71</sup> Timor-Leste Population and Housing Census 2010, op.cit.

<sup>72</sup> Timor-Leste Population and Housing Census 2010, op.cit

<sup>73</sup> SDP, op.cit.

<sup>74</sup> Ministry of Education, *Education Management Information System*, 2012

posts lack running water, leading to compromised hygiene and medical procedures.<sup>75</sup> The two most significant causes of infant and child mortality in Timor-Leste (lower respiratory infections and diarrhoeal disease) are directly related to a lack of safe water supply and poor sanitation and hygiene,<sup>76</sup> and are also often related to malnutrition.

### 1.3.6 Challenges to Food Security

As noted in Section 1.3.1, moderate and severe food insecurity widely persists, affecting 74 percent of the rural population, and especially children and women in these areas.<sup>77</sup> On average, rural households go without enough rice or maize to eat for 3.8 months each year, while urban households experience food shortages for two months.<sup>78</sup> Apart from seasonal causes of food insecurity, longer-term issues include inadequate staple food production and storage, post-harvest losses, and low availability of quality seeds and other inputs. This is compounded by inadequate income to buy food grains and an unbalanced intra-household food distribution and consumption pattern that disadvantages women and children. Critically, Timor-Leste imports almost half of what it consumes, illustrating a high dependency on food imports<sup>79</sup>. It is important to continue UN support to ongoing Government strategies to promote the diversity and consumption of locally produced food.

### 1.3.7 High Rates of Malnutrition

Nutrition security is an outcome of good health, a healthy environment, good caring practices and household-level food security. Thus, issues related to access to and utilization of health care, improved care for women and children, environmental sanitation and hygiene, and utilization of diversified diet (described in Section 1.3.5) are major contributors to malnutrition, while malnutrition is a determinant of overall health impact on women and children. This affects their educational outcome and economic productivity. A combination of inadequate caring practices for children and women, inadequate use of preventive health and nutrition services, high burden of childhood illnesses, inadequate dietary intake and food deficits in Timor-Leste contribute to malnutrition rates that have been among the highest in the world.<sup>80</sup> Malnutrition is higher among the poor, but all wealth quintiles have rates above the international threshold for a severe public health problem.<sup>81</sup>

Timorese children have the highest levels of stunting and wasting in the region, at 50.2 percent and 11 percent respectively.<sup>82</sup> Underweight among under-5 children stands at 37.7 percent,<sup>83</sup> down from approximately 46 percent in 2001.<sup>84</sup> The prevalence of reported low birth weight is 10.1 percent.<sup>85</sup> Moreover, 24.8 percent of women were found to have a Body Mass Index (BMI) of

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<sup>75</sup> Democratic Republic of Timor-Leste and UNICEF, *Situation Analysis of Children in Timor-Leste*, 2014

<sup>76</sup> Ministry of Health data in UNICEF, "Nutrition Statistics, Challenges and Way Forward." PowerPoint presentation given at the Meeting to Explore Joint UN Strategies Toward Food and Nutrition Security in Timor-Leste. Dili, 13 October 2013.

<sup>77</sup> Food and Nutrition Security Task Force, *Ministry of Agriculture and Forests Algis Map*, Dili, January 2012.

<sup>78</sup> SDP, op.cit.

<sup>79</sup> Timor-Leste Strategic Development Plan 2011-20130

<sup>80</sup> World Bank, Country Partnership Strategy, op.cit.

<sup>81</sup> Data from the Ministry of Health, *National Nutrition Survey 2013* – also published in: Democratic Republic of Timor-Leste and UNICEF, *Situation Analysis of Children in Timor-Leste*, 2014. WHO thresholds: stunting of at least 40 percent, underweight of at least 30 percent, and wasting of at least 18 percent (WHO, Global Database on Child Growth and Malnutrition).

<sup>82</sup> Ibid. However, these figures are down from 58 percent and 18.6 from DHS 2009-2010, op.cit.

<sup>83</sup> DHS 2009-2010, op.cit.

<sup>84</sup> Prime Minister Xanana Gusmão, Speech presenting the 2015 Draft Budget Law, 1 December 2014, Dili.

<sup>85</sup> Ministry of Health, *National Nutrition Survey 2013* (draft)

less than 18.5,<sup>86</sup> indicating that malnutrition among women likewise remains a serious concern, even as the trend shows some improvement. Young women aged 15-19 are most likely to be undernourished. Micronutrient deficiencies such as iron, vitamin A and iodine represent a significant issue and a total of 62.5 percent of children aged 6-59 months are anaemic.<sup>87</sup> All quintiles and all municipalities also have low levels of appropriate child feeding.<sup>88</sup>

Overall, Timor-Leste has a good policy framework for nutrition and food security, and is committed to revise the National Nutrition Strategy and to develop a Food and Nutrition Security Policy that will tackle undernutrition through a multisectoral approach. This will encompass both nutrition-specific interventions and nutrition-sensitive interventions focused on underlying causes of malnutrition.

### **1.3.8 Lack of Essential Infrastructure**

Continuing needs for basic infrastructure are acute and create difficult access to markets, leading to a lack of predictable income for many families. Survey work indicates that only 3.5 percent of rural roads are in good condition, with more than two-thirds in poor and very poor condition.<sup>89</sup> Likewise, about 35 percent of rural water supply systems are not functioning efficiently.<sup>90</sup> Access to electricity by Timorese households has risen from 22 percent in 2007 to 53 percent in 2013, but much electricity infrastructure is still needed. Moreover, 90 percent of Timorese rely on firewood for energy needs,<sup>91</sup> and this is one of the primary reasons behind deforestation.<sup>92</sup>

### **1.3.9 High Vulnerable Employment, High Youth Unemployment, High Dependence on Natural Resources**

Lack of productive employment is one of the root causes of poverty and vulnerability across the country. In 2013, the Government of Timor-Leste carried out the second Labour Force Survey (LFS) using the revised international labour framework agreed at the 19<sup>th</sup> International Labour Statisticians Conference in Geneva, Switzerland<sup>93</sup>, which defines work, employment, and introduces labour underutilization as a composite measure of people who are at the margins of labour force<sup>94</sup>. The application of the new framework in Timor-Leste means that a majority of the subsistence food producers are no longer considered as part of the labour force. Only those who are working for pay or profit are counted as employed. Subsistence foodstuff producers grow food mainly for their own consumption and as such are not categorized as employed. The results from the LFS 2013 show that close to 70 percent are engaged in informal employment while 55 percent of total employed are considered to be in vulnerable employment. Approximately 79,000 people are classified as wage employees, but more than 76 percent of them are men<sup>95</sup>. The report also underlines employment challenges among the youth population (15-24). The youth unemployment was 21.9 percent which almost doubles the national average

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<sup>86</sup> Ministry of Health, *National Nutrition Survey 2013* (draft)

<sup>87</sup> Ministry of Health, *National Nutrition Survey 2013* (draft)

<sup>88</sup> UNICEF, "Nutrition Statistics, Challenges and Way Forward," op.cit. Exclusive breastfeeding of children aged 0-6 months was reported at 52 percent in the DHS 2009-2010.

<sup>89</sup> Timor-Leste Strategic Development Plan 2011-2030, op.cit.

<sup>90</sup> Sistema Informasaun Bee no Saneamento (SIBS), Dili, 2013.

<sup>91</sup> Xanana Gusmão, op.cit.

<sup>92</sup> International Bank for Reconstruction and Development/World Bank Group, *Timor-Leste Key Issues in Rural Energy*, Washington, 2010.

<sup>93</sup> 2-11 October 2013, Geneva, Switzerland

<sup>94</sup> For definitions of key labour market indicators refer to the box

<sup>95</sup> General Directorate of Statistics, Ministry of Finance and SEFOPE, *Labour Force Survey 2013*, Dili, 2013

## LABOUR DEFINITIONS

**Work:** Comprises any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use.

**Employed:** Those of working age who, during a short reference period, were engaged in any activity to produce goods or provide services for pay or profit.

**Unemployed:** Those of working age who were not in employment, carried out activities to seek employment during a specified recent period and were currently available to take up employment given a job opportunity.

**Labour force:** Combined total of employed and unemployed persons.

**Labour force participation rate:** Labour force as a proportion of the total working-age population.

**Subsistence foodstuff producers:** Those who produce foodstuff from agriculture, fishing, hunting or gathering for own household consumption.

**Labour underutilization:** Measures of labour underutilization include, but may not be restricted to:

- a. *time-related underemployment*, when the working time of persons in employment is insufficient in relation to alternative employment situations in which they are willing and available to engage
- b. *unemployment*, reflecting an active job search by persons not in employment who are available for this form of work
- c. *potential labour force*, referring to persons not in employment who express an interest in this form of work but for whom existing conditions limit their active job search and/or their availability

**Own-account workers:** Those of working age who, during a short reference period, performed any activity to produce goods or provide services for own final use.

**Contributing family workers:** People working in a market-oriented establishment operated by a household member, who cannot be regarded as partner, in a “self-employment job”, not engaging any “employees” on a continuous basis

**Vulnerable Employment:** Combined proportion of own-account workers and contributing family workers in total employment

**Informal Employment:**

- a. Employees with no formal relationship with their employers. For operational purposes, informal employees are defined as those who do not benefit from paid sick leave and paid annual leave
- b. Employers and own-account workers of informal sector enterprises. For operational purposes, informal sector enterprises are defined as all economic units engaging fewer than 5 workers and are not registered under specific forms of national legislation.
- c. All contributing family workers

unemployment rate of 11 percent. Moreover, a total of 48,534 youth were neither employed, nor studying or attending any training suggesting that many young people are inactive.

As noted in Section 1.3.1, agriculture in particular is underdeveloped and characterized by low productivity, contributing to broad-based rural poverty and food insecurity. Farmers are reluctant to increase productivity due to lack of market incentives. Limited access to manpower, roads, post-harvest technologies and infrastructure result in costly local production, which cannot compete with imported goods.

Reform of the land law is of crucial importance not only in addressing a highly sensitive issue that has often been the source of local conflict, but also in spurring the long-term private sector development of agriculture, particularly for potential agribusinesses that need to attract investment. Improving agricultural yields and expanding income opportunities in rural upland



areas, including through production of organic coffee and high-value hardwoods for the export market, is also essential.

To address the high levels of poverty, it will be imperative to strengthen rates of decent employment creation and decrease unemployment, especially among young people aged 15-24, about 22 percent of whom are jobless. Overall labour force participation is low. Less than one third (31 percent) of the working-age population aged 15-59 participate in the labour force, with significant differences between men (40 percent) and women (21 percent).<sup>96</sup> Young women in particular are underrepresented.<sup>97</sup>

Timor-Leste's economy remains highly dependent on oil revenues. *"Particularly at a time when the price of oil has been falling, leaving economies such as ours in a situation of vulnerability, it is important to enhance economic diversification by way of making intelligent investments in the sectors that may generate profits for Timor-Leste and increase domestic revenues."*<sup>98</sup> High dependency on the Petroleum Fund presents challenges to fiscal sustainability and economic growth. Through support for investment in the private sector, the Government is taking effective measures to promote economic diversification and to increase the non-oil share of the GDP in order to promote fiscal sustainability in the medium and long term. During his presentation of the 2015 budget rectification to the National Parliament, Prime Minister Dr. Rui de Araújo made reference to the need to reduce dependency from the Petroleum Fund. He explained how Timor-Leste is shifting to a second stage in its economic development whereby growth will be lower in economic terms but will be of a higher quality due to four reasons: i) private sector will increasingly contribute to economic growth; ii) a low inflation rate coupled with increased purchasing power; iii) an increased average household consumption rate; and iv) inclusive economic growth and lower inequality. The Prime Minister added that, "for these reasons, while economic growth will be lower, it will be more sustainable and the people's living standards will increase faster."

### 1.3.10 Transnational Organized Crime

Regional integration provides many opportunities for Timor-Leste to strengthen its long-term strategic interests, diversify its economy and advance the overall development of the country. However, rapid economic and social changes also create considerable challenges for public authorities. Throughout the region, criminal enterprises have developed alongside legitimate commerce, strengthening corruption and diverting valuable resources away from essential social services. Enhancing cross-border cooperation and the awareness, capacities and data-gathering mechanisms among state institutions, in particular law enforcement and border management, is imperative to prevent transnational organized crime from undermining the rule of law and hampering sustainable development in the country.

### 1.3.11 Vulnerability to Climate Change and Natural Disasters

As the nation diversifies its economic activities and develops rural and urban infrastructure, there exists a critical need to ensure that Timor-Leste's land, water and biological resources are used within sustainable limits and protected from practices that damage or degrade these resources' natural capacity for renewal and replenishment. For instance, the proportion of land area covered

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<sup>96</sup> SEFOPE and National Statistics Directorate, *Labour Force Survey 2013*, Dili, 2015

<sup>97</sup> SEFOPE and National Statistics Directorate, *Labour Force Survey 2013*, Dili, 2015

<sup>98</sup> Prime Minister Rui Maria de Araújo. *Speech on the Occasion of the presentation of the Legislative Proposal on the 2015 rectification Budget*. National Parliament, Dili. 1 April 2015. Op.cit

by forest has decreased from 73.8 percent in 2003 to 59 percent in 2012 with an annual loss of 1.7 percent.<sup>99</sup>

Timor-Leste is particularly vulnerable to climate change, arising from the cyclical effects of the Pacific region's El Niño Southern Oscillation (ENSO), rainfall variability and lack of adequate water infrastructure. The impacts of climate change are likely to be severe and to further exacerbate food security concerns, given households' dependency on their own food production. Decreasing forest coverage will further exacerbate soil erosion, landslide, flooding and depletion of groundwater yield. Mainstreaming of measures to mitigate and adapt to climate change will therefore be critical.

At the same time, Timor-Leste also faces widespread levels of risk associated with multiple natural hazards. Every year Timor-Leste suffers from localized and relatively small-scale but extensive disaster events, mostly related to climate variability.<sup>100</sup> In all, 78.5 percent of Timorese are reported to have experienced shocks due to natural hazards.<sup>101</sup> Timor-Leste has developed disaster management institutions and improved its basic capacities to face natural disasters. In this regard, the Government has already finalized a Policy for Disaster Risk Management which is pending for approval.

### **1.3.12 Key Human Rights Issues, Including Persistent Gender Inequalities, Child Abuse and Access to Justice**

Timor-Leste has made strong commitments to respect, protect and fulfill human rights as guaranteed in the Constitution and through ratification of various international human rights instruments. Numerous efforts have been made to address gender inequalities. However, gender disparities continue to exist in health, education, employment and other sectors, and the subordinate social status attached to women as well as economic hardship have placed women in a weak position in society, reflected in Timor-Leste's high Gender Inequality Index (GII) ranking in 2011 (0.547, or 111<sup>th</sup> out of 187).<sup>102</sup> Despite the country's enviable record of women's political participation at the national level, with 38 percent of women in national parliament, the situation is very different at the local level, with almost all *suco* (village) and *aldeia* (community) chiefs being men and only 2 percent women's representation in the suco councils.<sup>103</sup>

Domestic violence became a public crime following enactment of the Penal Code and the Law on Domestic Violence, and measures to prevent violence and guarantee justice for victims were reinforced by the National Action Plan on Gender-based Violence (2012-2014). 38 percent of women aged 15-49 years have experienced physical violence during their lifetime and 34 percent of ever-married women have experienced physical violence at the hands of their husband or partner.<sup>104</sup> Despite the criminalization of domestic violence, it is still considered a private matter; sexual crimes such as rape, including within marriage, often go unreported. Moreover, domestic violence is exacerbated by women's economic dependence, social norms and traditional views on marriage and stereotype gender roles.

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<sup>99</sup> Ministry of Agriculture and Fisheries, Forestry Directorate, *National Forest Conservation Plan*, 2013

<sup>100</sup> UNISDR, *Global Assessment Report 2011*, New York, 2011.

<sup>101</sup> European Union Disaster Preparedness, Humanitarian Aid and Civil Protection Directorate General (DIPECHO), and also based on the Timor-Leste Living Standards Survey 2007.

<sup>102</sup> Secretaria do Estado para Promoção da Igualdade, Asian Development Bank and UN Women, *Country Gender Assessment 2013*, op.cit.

<sup>103</sup> Ibid.

<sup>104</sup> DHS 2009-2010, op.cit.



“The Timorese State recognizes that ill treatment occurs in schools in the form of corporal punishment and verbal abuse.”<sup>105</sup> In addition, Civil Society has noted the possible widespread occurrence of incest, the lack of adequate legal protection in this regard, and gaps in the implementation of existing legislation.<sup>106</sup> Despite the Government’s progress in developing structures for an effective child protection system, core principles and approaches to child and family welfare are not yet specified by law and existing human resources are not adequately prepared to systematically implement these mechanisms. Traditional ways of resolving conflict and crimes perpetrated against children thus remain the norm, limiting children’s access to formal justice.<sup>107</sup> At the same time, there are sizable gaps in the legal framework for child protection including the Draft Child Rights Code and the Draft Juvenile Justice Laws which are pending for approval.

In terms of civil rights, access to justice represents a prominent issue. As noted in Section 1.3, the national Fragility Assessment found justice to be the least advanced of the five PSGs. The Programme of the VI<sup>th</sup> Constitutional Government places justice development within a broader goal of peace, stability and international relations, and calls for citizen-centred legal services, as well as capacity building and staff specialization, enhanced legal security, improved criminal justice and, above all, rule of law based on democratic, ethical and just principles and values. Investment for continued assistance to the rule of law is particularly critical given its association with some of the structural drivers of conflict, including in land disputes. Ensuring proper functioning and operation of the justice system at national and municipal levels remains a challenge, particularly with respect to violence against women<sup>108</sup>. Due to lack of understanding of violence against women and low legal literacy, women victims of domestic violence often engage in mediation through informal justice systems. Suspended sentences for those that reach the formal court system persist. Moreover, all laws are written in Portuguese, with only a few official translations into Tetum,<sup>109</sup> and general awareness of the law is low.<sup>110</sup>

In addition, there has been limited accountability for the serious human rights violations that occurred in Timor-Leste between 1974 and 1999; and draft laws on the establishment of a Memory Institute and a reparations programme for victims of such human rights violations remain pending in Parliament. The Government notes that greater awareness of society and the strengthening of institutional mechanisms for accountability has resulted in an increase in reporting of alleged ill treatment by the police, F-FDTL and prison guards.<sup>111</sup> Furthermore, since

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<sup>105</sup> Human Rights Council. Working Group on the Universal Periodic Review. National report submitted in accordance with paragraph 15 (a) of the annex to Human Rights Council resolution 5/1\* - Timor-Leste (A/HRC/WG.6/12/TLS/1). Twelfth session. Geneva, 3–14 October 2011. Op.cit.

<sup>106</sup> Judicial System Monitoring Programme, *Incest in Timor-Leste: An Unrecognized Crime*, Dili, 2012.

<sup>107</sup> Ministry of Social Solidarity and UNICEF, Mapping and Assessment of the Child Protection System in Timor-Leste, March 2011

<sup>108</sup> Secretary of State for Gender Equality. *Gender-based Violence and Access to Justice*. Chapter 4, pp 52: Barriers to accessing justice by women include the limited outreach of police, the low number and long distances to courts, coexistence of customary and formal justice systems, language and literacy (both legal and general literacy), and insufficient resources and long delays in the legal process . Chapter 4, pp 60: The poor record of prosecuting and punishing perpetrators has been attributed to the police failing to file charges in response to complaints, as well as victims withdrawing at various stages of the criminal proceedings.[...] It is still common, however, for victims to experience lengthy delays or no follow-up by the police, putting them in a dangerous situation when they take a risk of reporting the crime.” (CGA p60

<sup>109</sup> Judicial System Monitoring Programme, *Annual Report 2012*, Dili, 2012.

<sup>110</sup> Report of the Special Rapporteur on Extreme Poverty and Human Rights, op.cit.

<sup>111</sup> Timor-Leste National report submitted in accordance with paragraph 15 (a) of the annex to Human Rights Council resolution 5/1\*, to the Human Rights Council, Working Group on the Universal Periodic Review, A/HRC/WG.6/12/TLS/1, 2011, paragraph 27

2011 a number of forced evictions have been carried out and a need exists to ensure that if these occur, they conform to international human rights standards.<sup>112</sup>

### 1.3.13 Capacity Development

Since Timor-Leste gained independence in 2002, the country has made major investments in human and institutional development. The income provided by oil revenues has enabled the Government to invest in several areas of human development.

Alongside human development, Timor-Leste has also made progress in the development of its institutions. In just a decade the architecture of a democratic state has been established, including the main state institutions envisaged in the Constitution: the National Parliament, the justice system, electoral management bodies, the Civil Service Commission, the Provedoria for Human Rights and Justice and the Anti-Corruption Commission. During this time the role of line ministries and State Secretaries has also evolved and these institutions are increasingly taking on more complex functions to ensure service delivery to the population. Initiatives have been taken towards fiscal reform and strengthening of the budget process. Despite this progress, institutional capacity remains weak. While several systems and processes have been established for the State machinery to function, limited human capacity has been a major constraint. Inadequate number of trained and competent staff in Government departments means that there is a wide gap between people's expectations about how these State organs should run and how they are actually performing.

There has been focus on planning but capacity to implement these plans is very weak. *“Specific institutional challenges, identified by the Government, need to be addressed. One, key management functions, such as planning, budgeting, executing, monitoring and reporting are still inadequate and related technical skills are lacking. Two, the ministries and departments still have no coherence, coordination and complementarity in their implementation plans and control. Three, human resources capacity and institutional capacity are not delivering at a satisfactory level.”*<sup>113</sup> Incentives in the public institutions can also play an important role in overall capacity development. In Timor-Leste, while many people aspire to become public servants to gain secure employment, accountability mechanisms are still rudimentary, as a result affecting the motivation of public officials. In this regard, *“it is important to fight a culture of excessive bureaucracy in the Government, making it more effective through a more functional structure, technically capable, where the members are fully committed to the aspirations of the population”*.<sup>114</sup>

### 1.3.14 Decentralization

The Constitution of the Democratic Republic of Timor-Leste observes the principle of local self-government through the decentralization of public administration to ensure citizen participation in decision-making at the sub-national level.<sup>115</sup> In this context, the Government is taking steps to fulfil this constitutional requirement and to increase citizen participation in decision-making, especially in rural areas - home to over 70 percent of Timor-Leste's population.

In June 2009, the Law on Administrative and Territorial Division established 13 municipalities (based on Timor-Leste's former 13 districts) and the administrative headquarters for each municipality. In January 2014, the Decree-Law establishing the Organizational Structure of the Administrative Pre-deconcentration was promulgated by the President as an intermediary step towards the final goal of decentralization.

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<sup>112</sup> Periodic Report on Human Rights, 1 July 2010-31 December 2011, op.cit. See also Report of the Special Rapporteur on Extreme Poverty and Human Rights, op.cit.

<sup>113</sup> GoTL- SEFI 2014, First Phase Integrated Report Institutional Strengthening National Diagnostic

<sup>114</sup> Decree Law No. 6/2015, 11 March 2015 on the Organic Structure of the VI<sup>th</sup> Constitutional Government

<sup>115</sup> Constitution of the Democratic Republic of Timor-Leste, article 5.

Transition from the existing district, sub-district and *suco* structures into the process of Administrative Pre-deconcentration has been identified as a challenge. Due to the aforementioned limited institutional capacity, important efforts will be required to develop strategic planning, policy and implementation capacities, as well as individual and institutional investment planning capacities – all grounded in accountability, transparency and inclusiveness – to ensure better service delivery and responsiveness to the needs of the most marginalized and excluded women, men and children, and successful administrative pre-deconcentration.

#### 1.4 UNDAF Preparation Process

The UNDAF 2015-2019 results from a consultative, comprehensive and dynamic strategic priority-setting process involving close consultation between the UNCT and the Government. In July 2013, the UN System held preparatory consultations and shortly thereafter started discussions with relevant line Ministries, followed by Parliament, the judiciary and civil society. A decision was taken to produce an Outcome-only UNDAF, with the option for “Joint Work Plans” with specific goals and objectives encouraging improved coordination and joint planning and programming on multisectoral areas. A further decision was made to have four UNDAF Outcomes, one for each strategic sector, mirroring the priorities of the SDP, the Programme of the V<sup>th</sup> and VI<sup>th</sup> Constitutional Governments and the DPCM.<sup>116</sup> A Sub-Outcome level was created to further describe UN Agencies’ contribution in each of the DPCM sub-sectors. Indicators were established using baselines and targets from official Government strategies, policies and plans and agreed with Government counterparts during the consultation process. Meanwhile, the document to be developed for output-level coordination will provide more details of the UN System’s contribution to the SDP and national development goals, as well as give space for joint collaboration around key development areas, particularly where a multisectoral approach is appropriate.

Critically, UNDAF analysis indicates several crosscutting areas that offer important potential opportunities for responsive and strategic UN System collaboration. These areas include nutrition, youth, gender, decentralization and data for development (see relevant Sub-Outcomes below). Building on past successes, the UN System will expand its support to wider processes in ways that provide value and incentive for engagement across agencies and activities. In all areas the UN System will work closely and directly with Ministries or national institutions.

A final matrix of planned Outcomes was discussed with the Ministry of Finance and line Ministries in November 2013. The UNDAF Matrix was presented to the Council of Ministers on 4 February 2014<sup>117</sup>, enabling individual UN Agency programmes based on the UNDAF to be approved, while implementation will begin in January 2015.

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<sup>116</sup> The DPCM includes representatives from civil society, the private sector and development partners. Its objectives are to identify Government priorities and improve inter-Ministerial coordination; plan, coordinate, implement and monitor development programmes using a whole-of-Government approach; and serve as policy dialogue forum between the Government and development partners. The four DPCM Strategic Sector Working Groups are aligned with the four pillars of the SDP and Programme of the VI<sup>th</sup> Constitutional Government, and coordinate relevant development policies over multiple sectors. The United Nations leads the Governance and Institutional Development strategic sector.

<sup>117</sup> UNCT Meeting with the Council of Ministers of Timor-Leste on UNDAF Matrix held on Tuesday, 4 February, 2014, 8:30 – 11.30hrs at Salão Nobre, Ministry of Foreign Affairs. The meeting was Chaired by the Vice Prime Minister and attended by: Ministers of Health, Education, Commerce, Industry and Environment, Social Solidarity, Public Works, Agriculture and Fisheries Tourism; Vice Ministers of Finance, Justice, Primary Education, Higher Education, Social Solidarity, Transport and Communication; State

## 1.5 United Nations Strengths and Strategies for Cooperation

Cooperation between the UN and Timor-Leste under the UNDAF 2015-2019 will strategically support the furthering of key principles of Government development guidance, as embodied in the SDP and the Programme of the VI<sup>th</sup> Constitutional Government. Fundamentally, the UN System will foster trust as the basis of the partnership with Government and civil society at all levels. Moreover, the UN System will strive not only to bring the world to Timor-Leste, but also to bring the considerable achievements of Timor-Leste to the world, including by using the UN's comparative advantages to support achievements in human development and the social sectors and thereby assist Timor-Leste in the process of transition to an upper-middle-income country. Efforts will capitalize on different Agencies' expertise to deepen both horizontal linkages (between central-level institutions) and vertical linkages (between central and local levels). In particular, the UN System can assist in the implementation of the Programme of Action for Least Developed Countries 2011-2019, which affirms that such countries deserve well-targeted, integrated support measures to eradicate poverty, accelerate economic growth, achieve sustainable development and overcome their vulnerabilities, including through the building of human capacities and enhancement of good governance at all levels.

The UN System offers several broad comparative advantages including: (1) political neutrality and a commitment to combine national ownership and use of country systems with the promotion of United Nations values and normative mandates; (2) a consistent and cohesive focus on the most disadvantaged groups; (3) a broad range of strong technical knowhow in Agencies' respective mandate areas; (4) accessible support on the ground in these areas, complemented by further access to a global network from which international best practices can be derived; (5) wide experience in strategic development visioning, with a focus on crosscutting themes and multisectoral issues; (6) offering of practical and evidence-based development solutions and delivery of demonstrable quality results; (7) a solid track record in the country; (8) a set of effective accountability mechanisms; and 9) protection of human rights and gender equality. These advantages all point to the UN System's strengths in playing an important convening, coordinating and bridging role during the UNDAF cycle. The UN System is especially well positioned to offer high-level substantive and strategic policy advisory services that respect a development approach adapted to local realities.

Foremost among the key UNDAF strategies to be pursued by all Agencies, is that of fundamentally strengthened capacity development, focused on development outcomes, improved human resources management, and adequate financial resources and tools, in response to the Government's demand. Agencies will therefore be well-positioned to support the New Deal, as well as the 2005 Paris Declaration on Aid Effectiveness and the results of the 2012 Quadrennial Comprehensive Policy Review (QCPR) by the UN General Assembly. At the individual level, the UNDAF aims to transfer skills, competencies, experience and awareness to both rights holders and duty bearers, by focusing on evidence-based planning, monitoring and budgeting, and moving away from the capacity substitution approach employed during the initial independence period. Similarly, institutional capacity development will strategically address issues relating to policy, procedures and frameworks that allow organizations to deliver on their mandates, from improving public service delivery to strengthening overall governance, and thereby ensure greater development impact. Critically, capacity development may have to be customized to each sector or Ministry; policy dialogue will also be required in this regard.

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Secretaries for Social Communication, Security, Electricity, Commerce, Fisheries, Environment, Institutional Strengthening, Promotion and Private Sector, ASEAN Affairs; Cooperation and Industry, Land and Property, Art and Culture, Social Security and a number of director Generals and other Government officials.

The UN System can systematically assist in jointly analyzing and addressing the root causes of capacity shortfalls, for example in issues of quality education. In turn, the UN System can support the preparation of human capacities for Timor-Leste's intended ASEAN accession and competition in an open market. In particular, Agencies can offer complementary capacity development responses that may involve support to functional reviews and the design of human resource management systems as a key driver of change; support to visioning and strategic planning; promotion of peer-to-peer mentoring; coalition building and negotiation skills development and support to South-South learning solutions. The intent will be to build a platform of qualified national human resources for sustainability to eventually be achieved beyond the period of the UNDAF cycle, given that capacity development is a long-term process. An equally systematic, results-based approach to measuring positive changes in capacity likewise can be supported to achieve more clarity with regard to the results of capacity development.

Capacity development will be linked with Timor-Leste's efforts to effectively shift toward de-concentration and decentralization, which is critical as many of the country's most pressing development issues must be addressed at sub-national level. This will need to be linked to legal and regulatory reforms at national level that will require impact on the ground in terms of mandates, functions and resources of decentralized entities. Accountability and transparency will need to be linked to all Outcomes given that they underscore the opportunity for success in sectoral issues. This will entail strengthening service delivery, planning, coordination, and monitoring and evaluation alike. Complementarities, ability to scale up initiatives, and impact and cost effectiveness will be taken into account, including through the fostering of partnerships between stakeholders. As a priority, strengthened distribution of development benefits to ensure equity and social inclusion will be promoted.

Particular attention will also be given to further developing Government capacity to collect quality disaggregated and sub-national data to fill specific data gaps, analyzing these through a more unified database and further promoting evidence-based policy decisions as essential for making development plans effective. This is especially critical, including in future national census work, given continued poverty and disparities across the country despite its middle-income status. The UN System will particularly highlight support for addressing data gaps that will lead to better implementation of UN programming principles, including a human rights-based approach (improved data on disadvantaged groups), gender equality principles (sex disaggregation) and environmental sustainability (data on climate change and disaster risk and resilience).

UN Agencies are committed to ensure that UNDAF results contribute to national gender equality goals and commitments, with a dual focus on integrated actions in programming to address persistent sectoral gender equality gaps, as well as targeted actions to address specific issues, such as violence against women. This approach is based not only on national goals but also on the UN Charter, the Millennium Declaration, the QCPR, the 2005 World Summit, and the Beijing Platform for Action, as well as on women's human rights outlined in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and other international human rights treaties and instruments of which Timor-Leste is a State Party. In this context, the UN System will foster more effective and sustainable partnerships with development partners to advance and monitor commitments to gender equality and women's empowerment, whilst documenting good practices in achieving these goals.

In pursuit of transformative change, the UN System will address the powerful economic, social and cultural forces that attribute stereotyped gender roles to women and men, and restrict women and girls' life options. Additionally, UN Agencies will offer explicit indications of capacity building opportunities for women in this UNDAF; and can also support the development of guidelines for good practices in inclusive consultation, and effective management of quality

research and disaggregated data sources. The UN System will focus on such areas as eradicating women's poverty and promoting decent work for them; changing perceptions, attitudes and behaviours that condone and justify violence against women and girls and supporting preventive mechanisms; ensuring support services and access to justice for those who are victims of gender-based violence; building women's access to and control over productive assets; and reducing their time burdens. Moreover, Agencies will address issues of promoting education and skills for women and girls; improving women and girls' nutritional status and sustainable access to safe water and improved sanitation; reducing maternal mortality, ensuring women's sexual and reproductive health and reproductive rights; and enhancing women's voice, leadership and participation so as to strengthen their influence in public and private decision-making.

Other UNDAF programming principles and core strategies relate to the application of a human rights-based approach (HRBA) in all areas, with value identified in implementing a joint vulnerability assessment of rights holders. This will complement the Government's constitutional and international commitments to promote, protect and fulfil human rights, with a focus on building knowledge, capacities and skills to ensure a solid understanding of human rights standards and the mechanisms to protect them. A national legal framework provides multiple entry points for such work. Lastly, issues of environmental sustainability have likewise been mainstreamed throughout the UNDAF matrix.

Key strategies will be further refined during UNDAF implementation through the coordination mechanisms discussed in Section IV. As elaborated below, some will be predicated on strategic collaboration to maximize results. In all, they are expected to give rise to:

- (1) Strengthened balance between evidence-based policy development and effective delivery;
- (2) Strengthened balance between development of the centre and its institutions, and sub-national levels under the modality of de-concentration or decentralization the Government may adopt;
- (3) Increasing empowerment of relevant actors in Timor-Leste to meaningfully contribute to the process;
- (4) Increased commitment to social inclusion, with special attention to women, youth and the most disadvantaged;
- (5) Improved analytical capacity and strengthened ability to design and target socioeconomic interventions to ensure more effective and efficient use of resources; and
- (6) Stronger focus on UNDAF monitoring and evaluation mechanisms.

This UNDAF will thus actively support Timor-Leste's national development priorities, be better targeted and focused; be achievable and inspiring; and above all, have an impact. Overall, the UN System's goal is swift convergence in planning and designing joint initiatives and sharing these plans as an integrated whole, allowing the UN System to be an active, coordinated and responsive partner with the people and Government of Timor-Leste.

The development outcomes to be achieved by the UN System in the UNDAF 2015-2019 for the Democratic Republic of Timor-Leste are briefly described below. A complete Results matrix with Outcome and sub-Outcome statements is attached.

## Section II: UNDAF Priority Strategic Areas and Expected Results

### **UNDAF Outcome 1: People of Timor-Leste, especially the most disadvantaged groups, benefit from inclusive and responsive quality health, education and other social services, and are more resilient to disasters and the impacts of climate change.**

Attainment of the highest standards of education, health, nutrition and social protection services, along with improved environmental sustainability and resilience to natural disasters, are fundamental rights and require further strengthening in Timor-Leste to ensure a smooth transition to overall sustainable development. The Government of Timor-Leste's policies and strategies are guided by the notion that "the overall health, education and quality of life of the Timorese people is central to building a fair and progressive nation."<sup>118</sup> Moreover, basic services in particular must recognize Timor-Leste's young demographic profile. The UN System's comparative advantages lie largely in the commitment to universal human rights and standards, including the principle of equality and non-discrimination; its extensive experience in economic development; its commitment to support the Government in achieving national goals; its strong links to global expertise and international best practices; and its relationship of trust with relevant Ministries.

The overall focus of the UN System will be to support the Government in sustaining positive results already achieved in the social sector, while addressing remaining disparities and ensuring access to services for women, youth, children and the most disadvantaged groups, such as people living with disabilities. In the five key sub-sectors examined below, the UN System will advocate for increased public investments in basic services and work to help ensure that basic services-related laws are pro-poor. In particular, it will provide support to the creation of strengthened information and monitoring and evaluation (M&E) systems, as well as sectoral coordination mechanisms for basic services. The UN System will simultaneously support increased coverage and improved quality of basic services, including in the transition to longer-term development, to ensure sustainable results. Emphasis will be given to improving institutional capacities for service delivery.

#### **Social Security Sub-Sector**

##### **SO1.1: The most disadvantaged groups of women, men and children benefit from gender-responsive and inclusive social protection, social cohesion and behaviour change programmes, including for the prevention and protection of women and children from violence.**

To support the existing Government's social protection schemes and to address the key issues outlined in Section I, the UN System will continue its support to the Government to strengthen the national social protection system to ensure extended coverage of social security schemes that reduce life-cycle risks and vulnerabilities, promoting more coordinated design and implementation of social and labour policies that guarantee a basic set of social rights, services and facilities that every Timorese should enjoy. As a high priority, family and child protection systems and services will be strengthened to better protect women and children from violence, abuse, neglect and exploitation, involving a wide array of capacity development activities among

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<sup>118</sup> SDP op.cit.



duty bearers and rights holders. The promotion of gender equality in this regard will serve both as a means for human development and an end to ensuring the equal rights of women and men. Enhancement of legislative and policy frameworks, as well as planning and management capacities of line Ministries, will be supported to provide quality and equitable social protection in a harmonized manner.

Among other things, the UN System will also assist the Government in enhancing coverage of integrated social protection programmes for the most disadvantaged groups and in strengthening knowledge management for improved social protection policy development, as well as more targeted interventions. Importantly, the UN System will build coordination among stakeholders to improve prevention and response mechanisms to address GBV and child abuse whilst strengthening the capacity of relevant Government institutions and non-Government organizations to implement the National Action Plan on GBV.

The UN System will strengthen the capacity of families and communities to protect and care for children, adolescents and youth, working in key niches such as schools and remote or disadvantaged areas. This approach is designed to promote gender-equitable attitudes and norms and reduce the risk of GBV, while raising awareness for appropriate prevention and response mechanisms. Lastly, the UN System will prioritize comprehensive baseline research on human trafficking, including current dynamics and trends, while maintaining support for law enforcement to combat both human trafficking and migrant smuggling.

### Education Sub-Sector

#### **SO1.2: Children, youth and adults benefit from inclusive and quality education at all levels in an equitable manner.**

Timor-Leste's vision "is that all Timorese children should attend school and receive a quality education that gives them the knowledge and skills to lead healthy, productive lives and to actively contribute to our nation's development". The Government is actively working to remove barriers to access, quality and equity of education, to ensure that the right to education is upheld for all children nationwide.<sup>119</sup>

To address the key issues outlined in Section I, the UN System's support will seek to improve the quality and relevance of the education system, including through the development of inclusive, child-centred education policies. The UN System also aims to work closely with Government to improve access to quality pre-school, basic education and training (particularly for disadvantaged children), with special consideration to ensuring gender parity and supporting the holistic development of the child. Teachers and education service providers will be supported to better plan, deliver and monitor quality education for all. Young women and men will have increased learning opportunities through quality technical and vocational education, as well as non-formal education. All this will be aimed at creating a more knowledge-based society and a workforce equipped with employable skills to respond to the needs of the labour market. Because the right to education is a UN-wide priority cutting across different programme sectors, meeting these objectives will require increased convergence with other issues, such as support to strengthening child protection services and adoption of re-entry policies, given the high incidence of early marriage and teenage pregnancy in Timor-Leste.

More specifically, the UN System will provide advisory services for education policy and system strengthening. It will support the development of pre-school standards and their application, as well as the scaling up of quality pre-schools. The UN System will also facilitate community-based

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<sup>119</sup> SDP op.cit.



alternative pre-school learning programs in rural communities. Strong focus will be given to quality improvements in Child Friendly Schools (CFS), including through special attention to improving teacher quality. At municipal and school levels, the UN System will expand its support to quality basic education through a focus on education for out-of-school children and adolescents. Lastly, the UN System will expand WASH services in schools through the provision of water, sanitation and hand washing facilities and hygiene promotion at school.

### Health and Nutrition Sub-Sector

#### **SO1.3: Population of Timor-Leste, in particular the most excluded, benefit from equal access to quality health and nutrition services and behavior change promotion interventions.**

The Government of Timor-Leste is taking effective measures to improve access and quality of health by focusing on improvement of health services delivery, human resources and health infrastructure.<sup>120</sup> To support these Government initiatives and address the key issues outlined in Section I, the UN System will continue to support the strengthening of health systems to ensure universal access to promotive, preventive, curative and rehabilitative health services. It will also support the development of policies and programmes that promote and strengthen the provision of inclusive health services, with special emphasis on the most disadvantaged populations. Specifically, the UN System will support the development of skills, knowledge and activities required to meet the changing health scenario and the needs of the population through delivery of quality health services. Management capacities of the health system will particularly be strengthened to plan, implement and monitor evidence-based health interventions for women, youth and children. This will include improvements in access to quality and youth-friendly reproductive health services and family planning and care for survivors of sexual and gender-based violence. The UN System will also support strengthened national- and local-level information management for better results.

To increase the number of people (especially the most disadvantaged) with adequate food and nutrition security, the UN System will support the Government's efforts<sup>121</sup> to adopt a multisectoral approach for prevention of malnutrition that emphasizes synergy and collaboration and encompasses both nutrition-specific and nutrition-sensitive interventions for advocacy, assistance, service delivery and improved institutional capacities. These will include, among others: managing acute malnutrition; expanding the availability of nutritious food and food supplements to food-insecure households and individuals; promoting improved infant and young child feeding (IYCF) practices; behavioural changes to strengthen improved water and sanitation indicators (see Outcome 2, Sub-Outcome 2.3); and improved agricultural production (see Outcome 3, Sub-Outcome 3.3). Special focus will be given to the first 1,000 days of a child's life, from conception to age two years, thus requiring more attention to nutrition during pregnancy. Additional measures will be taken to provide fortified food assistance to address micronutrient deficiencies among pregnant and lactating women and young children. Further, advocacy and communication on nutrition security through the health, education and agriculture sectors alike will be strengthened.

The United Nations System will support the development of new nutrition- and health-related policies, codes, strategies, plans and national guidelines for high-impact health and nutrition interventions, as well as to strengthen evidence-based health and nutrition budgets and budget reviews. In this regard, it will specifically help to establish the extent of the economic burden of malnutrition in Timor-Leste to support strengthened policymaking. Capacities of relevant

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<sup>120</sup> SDP op.cit.

<sup>121</sup> Examples of Government initiatives to promote a multisectoral approach to food and nutrition are the Zero Hunger Challenge, the national Nutrition Strategy, among others.

Ministries will be built at all levels, using appropriate techniques and strategies that may be customized to address individual Ministry needs.

In addition, the United Nations System will particularly assist in the development of a costed National Nutrition Strategy operational plan and a schedule for rollout and scaling up, and may create a joint public campaign for better nutrition. Mapping of nutrition-specific and nutrition-sensitive interventions of different Agencies and other partners will complement the development of mechanisms to coordinate ongoing work. The establishment and operationalization of coordination mechanisms among Government at the level of the municipalities and administrative posts, will also be supported.

Building on earlier successes in national and sub-national capacity building, nutrition training in schools (as well as nutrition training for health staff members, NGOs and health volunteers) will be strengthened, alongside food security interventions, interventions for the detection and management of acute malnutrition and for micronutrient supplementation, fortification and deworming. This will also include technical assistance on: implementation of the supplementary feeding programme; revision and enhancement of a supply chain system for locally produced supplementary food to be used in the supplementary feeding programme; and on the local production of a supplementary food, along with adaptation of the current product to make it suitable for other types of programmes (e.g. school feeding, commercial purposes). IYCF practices will be strengthened, with improved care practices promoted.

In addition, mechanisms to improve production and productivity and increase farmers' income will be enhanced by support to commercial farming. With regard to water and sanitation services, the Community-Led Total Sanitation (CLTS) programme will be scaled up nationally, with hygiene promotion expanded in target communities.

In health, support will be given to strengthened capacity at national, municipal and community levels to deliver comprehensive maternal and child health (MCH) services, including prevention of parent-to-child transmission of HIV and paediatric HIV. Health sector capacities to deliver integrated sexual and reproductive health services will be enhanced, as will sectoral capacities to respond to GBV and to improve emergency preparedness. Particular support will be provided to expand low immunization coverage, and to strengthen the community case management of pneumonia and diarrhoea in young children.

### **Environment and Resilience Sub-Sector**

**SO1.4: People of Timor-Leste, particularly those living in rural areas vulnerable to disasters and the impacts of climate change, are more resilient and benefit from improved risk and sustainable environment management.**

Timor-Leste pays close attention to the strong relationship between the people of Timor-Leste and their natural environment.<sup>122</sup> In the Timor-Leste National Adaptation Programme of Action (NAPA), the Government outlines the adaptation measures to make the Timorese people more resilient to climate change, focusing on reducing the adverse effects of climate change and promoting sustainable development. The NAPA defines possible adaptation actions to minimize climate change impacts in nine sectors including Agro-forestry, Agriculture and livestock, Water Availability, Terrestrial, fresh water and marine ecosystem and biodiversity, human health, human settlement and infrastructure as well as disaster management.

To address the key issues outlined in Section I and support overall poverty reduction, the United Nations System will prioritize support to Government and people of Timor-Leste to strengthen

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<sup>122</sup> SDP op.cit.

the populations' resilience to environmental and disaster risks, and climate change. This will include a focus on improving the effectiveness of relevant institutions for sustainable management of natural resources, including forests, water, land and biodiversity. Similarly, the United Nations System will pursue advocacy and coordination for DRR, emphasizing broader knowledge and understanding of risk. It will particularly work to develop a more integrated approach to the poverty-environment link, which is expected to strengthen the resilience of both rural communities and national, sub-national and local governments on the environmental, social and economic fronts.

Overall, this will aim at sustaining and improving local service delivery and ensuring that disadvantaged rural communities, in particular, strengthen opportunities for recovery from environmental, social and economic shocks alike. In this context, the United Nations System will work to develop and improve evidence-based frameworks, policies and strategies for environmental governance and DRR/DRM, and to improve natural resource management/DRR capacities, including at local level. Special focus will be given to women's needs and perspectives, particularly in building community preparedness and response capacities to strengthen local resilience and prevent displacement.

The United Nations System will strengthen technical capacities and services for adaptation to climate change and climate variability, watershed management, early warning systems and services of Disaster Operation Centres in selected municipalities. It will particularly assist in introducing disaster prevention grants whilst addressing the inter-linkages of population dynamics (population growth/movements) and environmental degradation. Particular attention will be given to interventions in support of modern energy and biomass energy, formulation of the Second National Communication on Climate Change, job creation and livelihood generation for environmental protection, and strengthened coastal ecosystems and resilience. Continued support will be given to the management of phasing out of hydrochlorofluorocarbons (HCFCs). The United Nations System will facilitate revision of the National Biodiversity Action Plan in line with the new strategic plan of the Convention on Biological Diversity (CBD) and submission of the fifth National Report. In addition, it will build capacity for regionally harmonized national processes for implementing CBD provisions on access to genetic resources and sharing of benefits. Lastly, it will enhance the conservation effectiveness of seagrass ecosystems supporting globally significant populations of dugong across the Pacific and Indian Ocean basins.

### Youth Sub-Sector

**SO1.5: In an enabling environment, young men and young women make informed choices for a healthier and more productive life as citizens who contribute actively to the peace and development of their country.**

Through the National Youth Policy<sup>123</sup>, the Secretary of State for Youth and Sport outlines Timor-Leste's general vision guiding youth development in the country to respond to the major challenges and concerns facing young people today in their day to day life. To support the Government's efforts to improve the living standards and the opportunities of youth and address the key issues outlined in Section I, the United Nations System will work with the Secretary of State for Youth and Sport, through the Youth Sector Coordination Group, and will support multi-stakeholder partnerships that can enhance a broad-based, multisectoral mandate in favour of young people, given their significant proportion in the population of Timor-Leste. It will give special focus to promoting the full and meaningful participation of young people as a positive impact for development. In particular, it can support pilot programmes that respond in an

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<sup>123</sup> Secretary of State for Youth and Sport, National Youth Policy of Timor-Leste. Balide, Dili, November 14, 2007

integrated manner to youth needs in key areas such as youth employment. Using a rights-based and participatory approach, the United Nations System will generate a cross-sectoral dynamic that allows a broader view of youth as a highly diverse population group.

The United Nations System will assess crosscutting youth issues, guided by the National Youth Policy, and map potential areas for multisectoral collaboration. Specifically, it can contribute to enhance coordination mechanisms and help to ensure that the youth cohort is reflected in strengthened disaggregated data. Under the Secretary-General's Youth-SWAP, it will work together with the Government to contribute to develop high-quality inclusive education, learning and training policies and programmes for young people whilst influencing the global agenda in inclusive, gender-sensitive and quality education for this group.

The national health system will be supported to improve access to, strengthen the enabling environment and increase the demand for rights-based, quality family planning services, as well as deliver universal coverage of gender-sensitive and age-appropriate health services to young people. The United Nations System will also build national capacity to design and implement community- and school-based comprehensive sexual education programmes that promote human rights and gender equality. In addition, it will develop national capacity to conduct evidence-based advocacy for incorporating youth and their rights and needs in all national laws, policies and programmes, including in humanitarian settings. Advocacy to prevent and respond to GBV will particularly address young men. Youth parliamentarians will be promoted as advocates for positive and safe living and for development of additional youth-relevant policies. Gender-responsive mechanisms for advocacy and dialogue between Government and members of civil society organizations, including young women, will be fostered to implement gender equality commitments in peacebuilding.

The UN System will support the development of life skills in young people through non-formal education and volunteerism. The capacity of Youth Centres and Youth Networks across the country will be strengthened to promote empowerment and leadership. The focus will be on vulnerable adolescents living in pockets of poverty. Adolescent girls will be given the opportunity to acquire life skills to overcome reticence in socializing, expressing views, negotiating, leading change and actively participating in their communities. To facilitate this, support from the UN Volunteers for a possible Timorese Youth volunteer scheme has been under discussion between UN Volunteers and the secretary of State for Youth and Sports. Young people will be trained in areas that represent critical development challenges (for instance nutrition, sanitation, disaster risk reduction, sustainable agriculture and food security), as well as in techniques for communication for behavioural change and social mobilization in the rural communities. The benefit will be twofold: rural communities receive support in development and young people gain work skills and confidence that will increase their employability in the future.

**UNDAF Outcome 2: People of Timor-Leste, especially the rural poor and vulnerable groups, derive social and economic benefits from improved access to and use of sustainable and resilient infrastructure.**

**SO2.1: Improved capacity for the planning, constructing and maintaining of climate-resilient infrastructure for rural development and local service delivery by national and sub-national bodies, with improved institutional frameworks and increased gender equitable citizen participation.**

**SO2.2: Women and men in Timor-Leste are deriving social and economic benefits from improved rural roads access, with the GoTL effectively planning, budgeting and delivering rural road rehabilitation and maintenance, using labour based methods as appropriate.**

**SO2.3: Women and men in Timor-Leste, in particular school children and people living in rural areas, have increased access to - and utilize - safe and reliable water and improved sanitation and hygiene services, in an equitable and sustainable manner.**

To build a modern and productive economy and ensure better access to services, targeted core and productive infrastructure is essential for Timor-Leste. For example, the Government has undertaken a large-scale investment programme to upgrade, repair and improve the extensive system of national, regional and rural roads and ensure that the network is well-maintained; similarly it has begun the rehabilitation and maintenance of bridges across the country. The easier movement of goods and people following the closer integration of different parts of the country is expected to have further benefits such as consolidation of the domestic market.

One of the United Nations' key comparative advantages lies in its already-considerable and highly successful experience of support to rural road development and maintenance in Timor-Leste (see UNDAF Outcome 3, Economic Sector). Through the application of labour-based and equipment-supported work methods, it is well placed to continue this support, with up to 15 percent of the rural workforce of the country (50,000 people) to be provided with short-term job opportunities, including important opportunities for women.<sup>124</sup> Moreover, a substantial increase in the percentage of the rural population with good access to transport and socioeconomic services is expected to ensue. The United Nations also offers extensive experience in local planning for basic infrastructure.

To address the key issues outlined in Section I, the United Nations System can support the harmonization of planning, design and procurement systems for rural infrastructure and encourage commitment to their use. It can also help to ensure that relevant Government departments have sufficient capacity and resources at national and sub-national levels for construction and maintenance of infrastructure that is built in a sustainable, environmentally friendly and climate-resilient fashion, and that is compliant with national environmental licensing requirements as well as informed by hazard or vulnerability profiles. Furthermore, it can assist in ensuring effective implementation of the Rural Energy Policy whilst piloting renewable energy technologies such as biogas, biomass and solar.

Capacity development of the Ministry of Public Works, particularly with regard to effective planning, budgeting and delivering of rural road works, will be complemented by the expansion of training of local civil works contractors and strengthening of the contractors' qualification system. The training of these contractors is expected to provide the required capacity to rehabilitate, repair and maintain various investments. Strengthening capacities of training providers will further enhance the sustainability of capacity development initiatives.

Another important comparative advantage lies in the United Nations System's significant global experience in support of quality water and sanitation infrastructure. The United Nations System will support Government efforts to improve the water and sanitation conditions of the most disadvantaged groups by building national and sub-national capacity to expand sustainable services, and helping to ensure, for example, that environmental standards are taken into account when national water safety standards are developed. Behavioural changes that can underpin better usage of improved water and sanitation services will also be supported (see Outcome 1, Sub-Outcome 1.3).

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<sup>124</sup> ILO, *Project Brief on Roads for Development (R4D) 2013*, Dili, 2013.

**UNDAF Outcome 3: Economic policies and programmes geared towards inclusive, sustainable and equitable growth and decent jobs.**

**SO3.1: Capacity of relevant institutions enhanced to carry out inclusive and sustainable economic policy analyses and programmes for better access to decent employment.**

**SO3.2: Technical capacity enhanced to develop viable and sustainable agribusiness sub-sectors and value chains promoting local bio-diversity.**

**SO3.3: Rural resilience, livelihoods and food security improved through better production and postharvest management practices, better management of natural resources and ecosystems services including actions on climate change adaptation and mitigation.**

**SO3.4: Financial and technical capacity of relevant institutions enhanced to deliver skills, productivity and employability of the workforce.**

**SO3.5: Enhanced business environment and access to financial services and capital promotes growth of socially conscious private sector and pro-poor industries, especially (or including) in the rural areas.**

While economic growth is critical for Timor-Leste, it is the pattern of such growth that will determine its sustainability and its promotion of longer-term development. Improving standards of living for all remains a major challenge yet the wider the distribution of the fruits of development and service delivery, the greater the likelihood of Timor-Leste achieving a smooth transition to inclusive, equitable and sustainable development.

The United Nations System offers comparative advantages in a wide range of economic areas, encompassing elements of inclusive growth that is both pro-poor and employment-driven. In this regard, and to address the key issues outlined in Section I, it can particularly offer rich experience in promoting improved livelihoods, including through community development and the combining of the creation of decent jobs with infrastructure investments. Similarly, the United Nations System has overall substantive experience in the promotion of national ownership and support toward the formulation of evidence-based socioeconomic policies: in agricultural and rural development and food security; in promoting sustainable use of natural and cultural resources in services to Micro Small and Medium Enterprises (the establishment of which may offer the best way for many Timorese to secure their futures); In supporting culture as a sector of activity – including heritage, creative industries and sustainable tourism – as a powerful *driver* of development, with community-wide social, economic and environmental impacts and in facilitating intra-Government coordination.

The United Nations System will accord strong emphasis to the rural population, youth and women as priority target groups, given their substantial disadvantages in the economic sector. Public policy analysis, along with increased spending to promote inclusive growth and job creation for these groups, will particularly be supported. Support to ongoing Government programmes to develop skills that match the demands of the labour market will also be a focus, with the quality and relevancy of demand-driven skills training courses by public and private training institutions continuing to be improved, including for women.

This is expected to benefit workers and job seekers newly entering the labour market, who will gain access to good-quality market-driven, certified training and employment services. Linked to the youth, education and health sub-sectors under Outcome 1, the United Nations System can particularly help provide a decent work environment for teachers at all levels, as well as for nurses and other medical professionals, so that more new graduates will work in these important social services sectors. This will contribute to overall job creation and equitable and more

sustainable development. Enterprises will also benefit, through the increased supply of skilled workers who can support their efforts in improving productivity and competitiveness. At the policy level, technical experts supplied by the United Nations System can support Government staff in their capacity to provide appropriate qualification standards and guidelines, as well as to develop curricula that ensure quality.

Specifically with regard to youth and employment, the United Nations System can offer collective experience in promoting enhanced national capacities to develop gender-sensitive strategies for decent work for youth. It will support the improvement and enforcement of rights at work for youth and the implementation of employment and skills development programmes to ease the transition of disadvantaged youth to decent work. It will also support institutional reforms for an enabling environment conducive to youth entrepreneurship, including access to markets, finance and other resources. Strengthening of mechanisms for promoting youth entrepreneurship, particularly for young women, will be a priority to ensure a gender-sensitive approach in private sector development. Piloting an integrated model of women's empowerment, consolidating lessons learned from policy-level work on assessing gender impacts, and community-based work around women's livelihoods can all provide important insights for initiating further work on women's economic empowerment. Meanwhile, the development of value chains in selected sectors will be linked to improving women's access to markets through the mechanism of strengthened self-help groups.

In rural areas, the United Nations System will enhance its support to employment creation linked to the building of rural roads (see Outcome 2, Sub-Outcome 2.2). It will particularly contribute to rural employment creation and income generation through the expansion and enhancement of pro-poor business development services to improve micro and small enterprises in rural areas, with attention to those aiming for positive social, cultural or environmental outcomes while generating financial returns. This strategically valuable investment will not only offer products and services to the most disadvantaged but will proactively work to promote sustainable development with positive value for all.

The United Nations System will support ongoing Government efforts to improve agricultural production and value added, thereby helping to strengthen food security (see Outcome 1, Sub-Outcome 1.3). Specifically, it can help to adapt development tools to agribusiness to generate employment and income and to support strengthened planning that links agribusiness firms, farmers, retailers and others in the supply chain. These interventions are key, given that private companies' sourcing, pricing and wage policies have an important impact on the realization of the right to food. The United Nations System can also support effective production and post-harvest management systems and practices that underpin rural livelihoods in Timor-Leste whilst ensuring smallholder farmers and fishermen adopt DRM and climate change adaptation/mitigation strategies. It will work to enhance access to an increased number of financial institutions effectively providing financing to the rural private sector while continuing to promote home and school gardens, small-scale livestock production, and aquaculture activities. It will simultaneously work to support sustainability and ensure that environmental degradation is minimized.

In addition, the United Nations System will support a number of initiatives in labour migration and development, including development of a National Action Plan for the management of international labour migration and of a Labour Migration Information System to manage, monitor and protect Timorese migrant workers. Evidence-based analysis of migrant remittances for investment in local development will be conducted, along with financial education to facilitate remittance transfers. At the same time, skills development for youth to participate in labour migration schemes will be complemented by dissemination of information on employment opportunities abroad and safe migration steps.

Lastly, initiatives by the United Nations System will offer a more holistic view of poverty, mainstreaming environment and DRR/DRM as key factors for sustainable development (see Outcome 1, Sub-Outcome 1.4). This will include support to national, sub-national and local governments to strengthen responses to economic shocks, as well as to disadvantaged rural communities to ensure recovery of livelihoods and increased resilience.

**UNDAF Outcome 4: State institutions are more responsive, inclusive, accountable and decentralized for improved service delivery and realization of rights, particularly of the most excluded groups.**

**SO4.1: Citizens' access to effective and efficient justice system and police services improved, particularly for women, children and disadvantaged groups.**

**SO4.2: Public sector oversight, accountability and transparency institutions, mechanisms and processes strengthened.**

**SO4.3: Decentralized institutions provide more efficient, accountable and accessible services to citizens, particularly for the rural poor and other disadvantaged groups.**

**SO4.4: Relevant State institutions have improved capacity to collect, analyze and use reliable and timely socio-demographic disaggregated data for evidence-based planning, budgeting, monitoring, reporting and decision-making targeting disadvantaged groups.**

Effective and equitable democratic governance in Timor-Leste is central in relation to other development challenges. Good governance and a professional, capable and responsive public sector are essential for the delivery of government services and the implementation of the Strategic Development Plan.<sup>125</sup> Addressing these issues will help to mitigate such challenges, including at sub-national level, which can subsequently ensure a smooth transition to sustainable development. These issues particularly include strengthening of: governance systems, institutions and processes responding to key challenges for human rights and good governance; legal and regulatory frameworks; and of skilled and trained human resources, including among civil society. This is also central to strengthening transparency and accountability mechanisms, which are key elements to counter corruption. In this context, opportunities exist for UN support to the implementation of the UNCAC in order to strengthen the legal and regulatory regimes in Timor-Leste and the transparency of the public management systems.

To address the key issues outlined in Section I, the United Nations System will further build partnerships in existing governance structures that can help to clarify roles and responsibilities for more effective and transparent service delivery. It is collectively well placed to address the strengthening of Government institutions and their practices, given its breadth and depth of expertise in governance, human rights and gender equality, and will support both coherent, participatory planning and effective implementation. Importance will therefore be given to strengthening institutional attitudes and behaviours to emphasize democratic values and principles, as well as to skills building. As in other priority areas of this UNDAF, particular attention will be given to participation of, and decision-making by, youth, women and disadvantaged groups in development processes. This includes through the promotion of temporary special measures and inclusive consultative mechanisms for policy making, which are critical to address disparities in power and opportunities that contribute to exclusivity and drive tensions within communities.

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<sup>125</sup> SDP op.cit.



The United Nations System will assist in establishing and strengthening the formal justice system, including courts, prisons, police and juvenile justice. This will encompass support to legal and legislative reform and to a reduction in the backlog of cases in the courts, as well as technical assistance in other areas such as the incorporation of human rights in training curricula and the development of labour codes. The United Nations System will further work to increase access to justice, particularly for women and children, through capacity development of rule of law institutions, expansion of work on law reform to access to justice, and advocacy on women's and children's rights. This will include supporting the elaboration and implementation of multisectoral policies that can improve linkages between security and justice institutions. In particular, it will promote measures to mitigate possible drivers of tension between communities and the State, including full respect for human rights as well as support for consultative processes and people-centred planning and budget decisions. Particular attention will be given to land and property dispute resolution, better justice-policing linkages, women's empowerment and GBV prevention and response, and language barriers that remain a driver of exclusion.

The United Nations System will support existing mechanisms and processes that are in place to ensure the active participation of citizens, including the most disadvantaged groups, to increase transparency and accountability of decision-makers with their constituents such as the Social Audit aimed at ensuring public participation to improve the service delivery. The United Nations System will foster the continued submission of reports to United Nations human rights mechanisms, with a focus on compliance with reporting guidelines and monitoring of actions taken in follow-up to recommendations made.

The Government of Timor-Leste continues to advance the process of administrative decentralization approving important legislation<sup>126</sup> and inclusive consultation processes on local Governance.<sup>127</sup> United Nations System support particularly will be given to policy work on refining the framework for decentralization, with an emphasis on social cohesion, delivery of quality services responsive to the needs of women and disadvantaged groups, and resilience to climate change and disaster risk. Assistance will likewise highlight further moves toward the eventual transference of authority for planning, management and allocation of resources to sub-national levels. Substantive capacity development will occur with regard to effectively exercising de-concentrated or delegated powers. With regard to local governance development, policy and legislative advisory services will be emphasized, with the United Nations System supporting the introduction of new local governance procedures and frameworks, including for the enhanced quality of public spending at sub-national level and gender-responsive planning and budgeting.

In addition, the United Nations System can help strengthen Government institutions' capacities with regard to external development assistance, including leveraging valuable experience on aid effectiveness at the local level, which can complement support to overall decentralization efforts. This will include support to operationalizing principles of the Paris Declaration for Aid Effectiveness, the Global Partnership for Effective Development Cooperation, and the New Deal, including an increased focus on country-level implementation and on effective development cooperation at sub-regional levels. Agencies can provide additional support to the Government in

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<sup>126</sup> VI<sup>th</sup> Constitutional Government, *First 100 Days: Working with Rigour and Responsibility*, May 2015. Administrative Decentralization and Local Government: approved in the Council of Ministers Legislation on the process of administrative decentralization and local Government [...] Legislation Proposal containing the first change to Law no. 3/2004, of 10 February, on Political Parties, Legislation Proposal containing the first change to Law no. 3/2009, of 8 July, on community leaders and the way in which they are elected.

<sup>127</sup> VI<sup>th</sup> Constitutional Government, *First 100 Days: Working with Rigour and Responsibility*, May 2015. Fourth International Conference on Administrative Decentralization and Local Government hosted [...], seeking to inform and discuss with our citizens and our partners the ongoing administrative decentralization process and its importance to the process of development and national reconstruction.

its focus on effective sectoral information and monitoring systems within the Government structure, by advising on available aid information management systems and global best practices.

“It is important that government decision making is informed by research as well as high quality and objective statistical information”.<sup>128</sup> In this regard, the Government continues improving the monitoring and data collection mechanisms to promote evidence based development policy and planning. A major initiative is the Implementation Plan for the Census 2015 recently improved to increase the understanding of the social and economic reality of the country. The United Nations System will prioritize support to enhanced collection, analysis and dissemination of disaggregated and quality data, particularly in key line Ministries, and to more effective use of such data in the context of decentralization. At the same time, it will increase advocacy on how existing data can be better utilized in the context of overall national data trends, along with promoting international standards for a broader set of data surveys. The United Nations System can therefore encourage a whole-of-Government approach to strengthened data, assisting in improved collaboration and coordination within Government.

Particular attention will be given to system strengthening, including through systematic capacity development and clarification of roles and responsibilities both at central and sub-national level, and will thereby provide a stronger framework for effective planning and budgeting. Special guidance can be offered in support to the prioritization of key indicators. Support for the collection of real-time data based on best practices in other countries will also be an asset, and can complement technical assistance to key baseline surveys. National capacity will particularly be strengthened for using data and evidence to develop, monitor and evaluate national policies and programmes in the areas of peacebuilding, population dynamics, sexual and reproductive health, youth and gender equality.

In other governance assistance, focus will be given to: the strengthening of child protection systems; building and/or strengthening capacities in disaggregated population analysis, projection and planning; and to labour migration governance as well as strengthened immigration, law enforcement and border management systems. Timor-Leste will be supported to take action toward safeguarding and promoting the human rights of youth, through the promotion of young people’s effective and inclusive civic engagement at local and national levels. Young people’s participation in inclusive political processes and democratic practices will also be supported, as will their inclusion in decision-making and in all levels of development processes. All this can help to address some of the major causes of previous national instability.

Governance and national planning will be supported to fully reflect accountability for gender equality commitments and priorities, with more Ministries and municipalities assisted to mainstream gender into annual budget allocations, supporting Government initiatives such as the Gender Training for Public Administration and Municipal Managers and Gender Equality Promotion Training to the municipal managers.<sup>129</sup> To further strengthen the protection of basic rights and fundamental freedoms, as well as to sustain achievements made in peacebuilding and statebuilding, the United Nations System will offer support in effective development and implementation of policies and action plans that promote women’s meaningful participation, decision-making and leadership roles within communities and institutions and ensure their protection from Gender Based Violence (see Outcome 1, Sub-Outcome 1).

Capacity will be developed for further systematic engendering of draft national laws, building on the United Nations System’s successful facilitation for the use of CEDAW legislative indicators in

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<sup>128</sup> SDP op.cit

<sup>129</sup> VI<sup>th</sup> Constitutional Government, *First 100 Days: Working with Rigour and Responsibility*, May 2015

formulation of the draft Land Law. Strengthening of the security sectors gender responsiveness will also be undertaken, as will support to institutional strengthening for gender mainstreaming. Additionally, support will be continued to enhance knowledge and capacities of women parliamentarians, and to strengthen women's voices in the decentralization process.

## Section III: Implementation and Management Modalities

The UNDAF will be nationally owned, in implementation as well as in priorities. Strategic collaboration or joint programming, advocacy and M&E will be employed wherever possible. This may involve mechanisms for strengthening collaboration on the part of two or more UN agencies and national development partners in regards to whether the convergence of their ideas or initiatives is determined strong enough to warrant more formal cooperation. Such collaboration is expected to provide important benefits to both the Government and the United Nations System, with comprehensive and dynamic consultations resulting in more strategic and holistic approaches to addressing key development areas. While the UNCT will focus its efforts on improved coordination and joint planning at the output level, Agencies will be encouraged to engage with one another, as well as directly with Ministries, and optimise opportunities for responsive collaboration through several crosscutting areas (see the Multisectoral Approaches section below).

At the same time, provisions of the UNDAF will be implemented through the Country Programmes and Country Cooperation Frameworks agreed to by United Nations partner organizations and Government counterparts in Timor-Leste. Selection and definition of individual Agencies' goals, outcomes and strategies will be consistent with the UNDAF and national planning documents, and individual Country Programmes and project documents will specify how they contribute to UNDAF and national objectives. As noted in Section 1.5, joint work plans or equivalent documents will be developed to give further shape and substance to proposed areas of intervention by the United Nations System.

Under the overall coordination of the Government, UN agencies will remain engaged in the implementation of programmes and projects while national capacities may allow alternative implementation modalities. The United Nations Agencies will particularly endeavour to use national systems, including their monitoring and evaluation systems, and develop capacities of relevant institutions in this regard, including the use of HACT. This will allow the strengthening of efforts to introduce national execution when and where capacities are enhanced, in synergy with the aspirations of national development priorities and the New Deal.

In terms of governance structures of the UNDAF, the UNCT will integrate (to the extent possible) the UNDAF oversight within the DPCM or equivalent national coordination mechanisms to provide high-level direction and oversight to implementation of the UNDAF. Within the structure of the DPCM, the Government and UNCT will annually review progress against the UNDAF Results and Resources Framework and approve preparation of any joint programmes. The UNCT, under the leadership of the Resident Coordinator, will be responsible for the effectiveness of United Nations System development activities, especially in cases where resources may be combined.

The UNCT will seek technical and operational advice for implementation of the UNDAF through consultation with relevant Ministries and institutions in the context of the DPCM working groups for each of the strategic development sectors. It will be responsible for overseeing the work of the UNDAF Thematic Working Group and UNDAF M&E mechanisms to ensure timely completion and quality achievement of UNDAF results through a participatory process involving colleagues across UN Agencies.

As outlined in the Standard Operating Procedures for the UN Delivering as One, UNDAF Results Groups comprising of representatives of UN Agencies and Government will meet regularly and

serve as the main mechanisms for implementing the UNDAF as sub-sets of the DPCM's multi-partner sectoral and sub-sectoral groups. Individual workplans will be developed with clear goals and objectives encouraging improved coordination, planning and decision-making, to be integrated into the Annual Report and Workplan of the Resident Coordinator Office.

Outside of the strategic sectors, innovative thematic working groups may also be established in some or all of the crosscutting areas of potential strengthened collaboration or joint programming to serve as substantive discussion forums for these key UNDAF issues. Mapping of management linkages among programmes may also be useful. Regional cooperation will be supported and encouraged with the Government. The Resident Coordinator Office will serve as a working-level UNDAF coordination mechanism and offer substantive support to tracking achievement of Outcomes. Lastly, implementation of a Harmonized Approach to Cash Transfers (HACT) is mandatory for a number of Agencies. The principles of the New Deal with regard to strengthening aid effectiveness offer an important rationale for introducing HACT in Timor-Leste. Interested Agencies will discuss an appropriate timeframe and process for HACT implementation.

### **Multisectoral Approaches**

Given the wide range of UN agency mandates in Timor-Leste, as well as the added value of their collaborative work, the UN offers a comparative advantage by employing multisectoral approaches. The UN Country Team intends to strategically work together with Government to support the SDP development priorities through joint programming initiatives structured around key outputs of the SDP and DPCM Matrix. In this context, decentralization, gender, nutrition and food security, and youth have been identified as essential crosscutting areas, and other potential areas of joint programming will be added as relevant. The presence of theme groups will help to further enhance opportunities for collaboration and will be the main vehicles for joint programmes to be formulated in order to deliver inclusive and comprehensive results for Timor-Leste. The theme groups will, as relevant, develop output level plans describing UN joint programming efforts in support of the SDP and DPCM matrix.

### **Decentralization**

The Government plans to introduce administrative decentralization in a phased manner, starting with administrative pre-deconcentration, offering an opportunity for coordinated UN support. UN Agencies will work with Ministry of State Administration and line ministries to develop capacities at national and sub-national levels in inclusive and gender sensitive planning, and implementing and monitoring of deconcentrated services. While UNDP and UNCDF will work under a joint programme to support sub-national governance and local development, coordination with UN Women will ensure integration of gender issues in the systems, procedures and training modules which are to be introduced under the decentralization process. Other UN Agencies will support counterpart sector ministries in the roll-out of the decentralization process, particularly in adopting common approaches, sharing lessons and in the capacity development of officials at the sub-national level. In addition to specific decentralization related support, UN Agencies will also work with counterpart institutions to align their programme implementation and management strategies with the new structures to be introduced under the decentralization process.

### **Gender**

The UNCT will consolidate and maximize its resources and expertise in gender mainstreaming by ensuring agencies work together to achieve a more coordinated approach. This approach has been put into practice by the Gender Theme Group (GTG – re-established in January 2014), which has drafted an annual workplan with outputs covering three main areas for joint delivery on gender mainstreaming: internal capacity development, programmatic support to government and advocacy.

Internal capacity development will seek to maximize existing resources within agencies, i.e. by utilizing staff with gender expertise to share knowledge within the GTG and the UNDAF working groups, making available knowledge products accessible to all agencies and sharing training calendars to allow staff to take advantage of agencies' planned training on key gender issues.

In order to provide programmatic support to government, agencies will ensure that support on key government gender commitments (including the implementation of the National Action Plan on Gender Based Violence, reporting process on the Beijing Platform for Action, participation at the Commission on the Status of Women, and gender sensitive and inclusive data collection) is delivered in a coordinated manner.

Finally, more effective advocacy on key gender issues will be achieved by delivering a common and consistent message and support for the celebration of key days, including International Women's Day, 16 Days of Activism against GBV and National Women's Day.

### **Nutrition and Food Security**

The idea of the Zero Hunger Challenge (ZHC) was first mooted by the UN Secretary General in 2012<sup>130</sup>. UNESCAP's Regional Thematic Group on Poverty and Hunger in Asia and the Pacific then developed a Regional Guiding Framework as a tool for countries to actualize the ZHC. In Timor-Leste, the drive to translate the ZHC and the Regional Guiding Framework into country-level action plans was co-led by the former Prime Minister, H.E. Xanana Gusmao and the then UN Special Adviser for Timor-Leste. Following up on these initiatives, the preparation of Timor-Leste's Zero Hunger National Action Plan (National Action Plan for a Hunger and Malnutrition Free Timor-Leste or PAN-HAM-TIL by its Tetum acronym) was undertaken during January to July 2014. The PAN-HAM-TIL preparation process, under the auspices of KONSSANTIL, was jointly coordinated by the Ministers of Agriculture and Fisheries (KONSSANTIL President) and the Minister of Health (KONSSANTIL Vice President) as well as the United Nations Resident Coordinator. In this context, PAN-HAM-TIL stands out as prime example of the type of cooperation and collaboration that should be taken between the Government and the UN, among the UN System agencies, and with other non-UN development partners.

There are at least 12 UN System agencies that are slated to play various significant roles in the implementation of PAN-HAM-TIL. The momentum for collaboration and cooperation between GoTL and the UN, among the UN System agencies and with other partners, has been built into the PAN-HAM-TIL implementation mechanisms and processes. KONSSANTIL will coordinate the implementation of PAN-HAM-TIL. The UN Resident Coordinator and the UN Agencies will remain engaged with KONSSANTIL to support the implementation of the PAN-HAM-TIL. Given the unique ways in which the objectives, outcomes and outputs of Pan-HAM-TIL line up with those of UNDAF, this ZHC Action Plan offers a unique opportunity and platform for synergizing the work of UN System agencies in Timor-Leste.

### **Youth**

The UN recognizes that the full potential and wellbeing of Timor-Leste can only be realized by continuously addressing the persisting and emerging challenges affecting youth. In alignment with the Government priorities, in the period 2015-2019, the UN will support the policy and development initiatives with direct or inclusive targets on youth in the areas of health, education, economic development, migration, labour and employment, and gender. UN agencies will support the strengthened participation and voice of young people across their programme areas, including safe motherhood, the decentralization process, advocacy around peace and security policy development, resolution and social cohesion at community level, campaigns to prevent violence against women and youth involvement in Disaster Risk Reduction. In the health sector

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<sup>130</sup> Launched by UN Secretary-General Ban Ki-moon in 2012, the Zero Hunger Challenge is his personal vision of a world without hunger – a global call to action

the focus will be to ensure that youth have access to youth friendly services. In the education sector the focus will be to improve the relevance of education and will include support for life-skills-based education, sexual and reproductive health education and vocational education.

## Section IV: Monitoring and Evaluation

The United Nations System and the Government of Timor-Leste are committed to monitoring progress towards the UNDAF outcomes and their contribution to the achievement of the national development goals described in the four strategic sectors of the SDP. To assess the progress, the UNCT will use existing national performance monitoring tools and data available from national official sources. The monitoring process will also be linked to, and will contribute to, the strengthening of national data and monitoring capacity as per Sub-Outcome 4.4.

The UNCT, in collaboration with the Government, and the context of the DPCM, will create a United Nations System Monitoring and Evaluation Group that will provide technical assistance to sustain a robust and effective M&E system to support the Sector Working Groups in monitoring implementation and progress toward each UNDAF Outcome. The Results and Resources Framework, encompassing of a set of performance indicators with corresponding baselines, targets and means of verification, provides the basis for assessment of progress toward results and final evaluation of the UNDAF.

In the spirit of joint collaboration and support to national systems, the UNCT will work closely with the Government in the context of the joint M&E mechanism, to agree on steps and processes towards assessment of UNDAF contribution to the achievement of the SDP. The UNCT will further collaborate with any external M&E processes that the Government may wish to put in place.

It is suggested that joint UNDAF Annual Reviews could be conducted under the auspices of the DPCM and under agreed terms with the relevant coordinating Government counterparts. The Development Partners Management Unit (DPMU) and UNCT will ensure that the reviews are aligned with the Government's review of the SDP. During the UNDAF reviews, overall progress towards results will be assessed and lessons learned and good practices will be documented to feed into the partners' annual planning processes and commitments for the following year. Thereby the reviews may also provide important inputs for planning and reporting by government partners, individual UN Agencies, the Resident Coordinator and other development partners, and may reflect on issues such as aid effectiveness and resource mobilization. Furthermore, UNDAF results and targets may be revisited periodically for continued relevance and alignment with the SDP and other national frameworks.

Following UNDG guidelines, a joint evaluation of the UNDAF will be undertaken by an external evaluator in the penultimate year of the UNDAF cycle. In particular, this evaluation will assess: the contribution made to national development priorities and goals; relevance of UNDAF Outcomes; effectiveness and efficiency by which results have been achieved; and sustainability of results. A particular focus will be on the extent to which the United Nations System has been able to effectively contribute to substantively strengthening national capacities and priorities. As appropriate, the evaluation will inform the design of the next UNDAF and its ensuing Country Programmes and projects by individual Agencies.



## **Section V: Assumptions and Risks**

The preparation of this UNDAF has been informed by an assessment of the risks to continued successful development action in Timor-Leste in the context of historical factors, the physical and cultural environment, and global and national political considerations as highlighted in Section 1. UNDAF implementation will reflect ongoing monitoring and incorporate efforts to help reduce/manage the risks and mitigate their impacts. In this context, the UN System has identified a number of risks and assumptions that will determine the conditions for implementation and success of UN programmes and activities.

### **Peace and Stability**

Since its independence in 2002, Timor-Leste has made remarkable progress towards consolidating peace and stability. State institutions have been established and the security situation remains stable after the Policia Nacional de Timor-Leste (PNTL) resumed full policing responsibility in March 2011. The 2012 presidential and parliamentary elections were conducted in a peaceful and credible manner, followed by the orderly transition to the Fifth Constitutional Government. In this context, after five UN peacekeeping/political missions and almost four decades on the UN Security Council agenda, the mandate of the UN Mission in Timor-Leste (UNMIT) was completed on 31 December 2012. In 2013 the UN System started a new relationship with Timor-Leste, leaving behind the post-conflict setting to focus on achievement of the national development priorities. The United Nations System in Timor-Leste thus works under the assumption that the security situation remains stable and the security institutions have the capacity to ensure law enforcement and maintain stability, allowing the implementation of UN programmes and activities in the country.

Yet risks of instability exist. There are a number of factors that pose potential threats to stability such as high unemployment rates, particularly of youth groups, and potential disputes over land ownership in the absence of clear property laws. Eruption of violence and/or social unrest would cause a setback to the implementation and sustainability of the UN programmes and activities.

### **Government Continued Focus on Development**

While affecting all UN contributions and programmes, this section is particularly relevant for the social strategic sector which address the assumptions that current and successive governments continue to support and implement inclusive and sustainable development policies with particular focus on the most poor and disadvantaged. This includes the assumption that Government remains committed to support and implement environmental strategies, and its ability to balance its focus on disaster risk reduction versus response and recovery. It also assumes there is will amongst government departments and development agencies to coordinate rural development, and policies which promote economic diversification, especially in rural areas, with particular focus on disadvantaged groups.

The United Nations System supports a number of reforms and processes that require significant investments and consistent policies over extended periods of time. Added to the unanimous adoption of state budget in recent years, the principle of continuity underlining the transition from the IV<sup>th</sup> to the V<sup>th</sup>, and now VI<sup>th</sup> legislature and the broad consensus and commitment to the Timor-Leste National Development Plan 2011-2030 suggest continuity in the development policies of the Government in future years. For instance, continuity of Government policies in infrastructure programmes, education and health reforms and decentralization will be crucial for UN support to lead to positive and sustainable results.

## **National Ownership and Coordination**

The risk of limited coordination and assumption of Government ownership was prevalent throughout Outcome 1, in which the people of Timor-Leste benefit from inclusive and responsive services. It was additionally significant for Sub-Outcome 2.1, and again in Sub-Outcome 3.1 whereby it was assumed that the Government takes ownership of analytical work supported by donors.

Timor-Leste leads the g7+, a forum that provides a united voice for nations in the process of transitioning from fragility to development to advocate for change in global development policies, in particular when dealing with post-conflict and fragile states. The principles of the new approach are outlined in the New Deal, which was released on 30 November 2011 at the 4<sup>th</sup> High Level Forum on Aid Effectiveness in Busan, South Korea. The New Deal emphasizes the importance for international partners “to support inclusive country-led and country-owned transitions out of fragility as they best know their own reality (social, political and economic), their weaknesses and their potential, so they can conduct their own development process in a credible, responsible and gradual way”<sup>131</sup>.

In this context, the Government of Timor-Leste established the Development Policy Coordination Mechanism (DPCM) in 2013. In addition, the VI Constitutional Government established three Ministers of State with Coordination responsibilities in the areas of Social Affairs, Economic Affairs and State Administration Affairs and Justice, setting up a structure to facilitate inter-ministerial coordination.<sup>132</sup>

Success of the coordination of Government institutions and development partners for the implementation of the Timor-Leste Strategic Development Plan and the Government Program will maximize the UN contribution, building on synergies with interventions from other development partners. The United Nations System stands ready to support and actively participate in the DPCM.

## **Climate Change Adaption and Natural Disaster Preparation**

Timor-Leste faces risks associated with climate change and natural hazards on multiple levels. With increased levels of soil erosion, landslides, flooding and reduced access to groundwater resulting from decreased forest coverage, the potential for negative impacts on community livelihoods is high. Main risks and assumptions in this area were identified for Sub-Outcomes 1.4 and 1.5, highlighting increased community resilience to climate change and hazard-related shocks and improved disaster risk management.

Moreover, each year the country faces localized natural disasters related to climate variability. As institutions responding to disaster events are inundated with emergency and recovery responsibilities, it is crucial that the UN System remains proactive and continues to work alongside the Government to ensure measures to mitigate and adapt to climate change are taken.

## **Decreased Oil Prospects**

Oil and gas currently provide 95 percent of Timor-Leste’s state revenues and 80 percent of GDP. It has been anticipated that the Petroleum Fund will continue to provide for Timor-Leste’s long-term planning of state activities. The limited nature of the petroleum revenues will impact on the state revenues, with financial implications regarding implementation of the SDP.

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<sup>131</sup> A “New Deal for Engagement in Fragile States”.

<sup>132</sup> The Decree-Law that approves the Organic of the VI Constitutional Government established the Government structure including the positions of Minister of State, Coordinating Minister of Social Affairs, Minister of State, Coordinating Minister of Economic Affairs and Minister of State, Coordinating Minister of State Administration Affairs and Justice

In the light of these estimations, Timor-Leste has already recognized the necessity for sustainable budgeting and to invest in a responsible and sustainable manner<sup>133</sup>.

In summary, this assessment provides a basis for confidence in the ability of this UNDAF to move forward on the achievement of the outcomes as outlined above. This will take place through: ongoing consolidation of peace and stability; ensuring the Government continues to focus its efforts towards sustainable development (particularly in rural and disaster-prone areas); supporting effective coordination amongst all stakeholders; encouraging the Government to take ownership of development activities; prioritizing community resilience to climate change and improved preparation for natural disasters; and addressing the challenge of decreased oil prospects.

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<sup>133</sup> Ibid

## **Section VI: UNDAF Final Statement**

In support of equitable and sustainable development in the Democratic Republic of Timor-Leste, the Government and the United Nations Country Team pledge to continue working closely together, and with other development partners, to support fulfilment of the country's development priorities. The collective aspiration under this United Nations Development Assistance Framework 2015-2019 is to move toward greater collaboration, focus and coherence in programming, and to enhance the impact of support as we seek to improve the quality of life for all women, men, girls and boys in Timor-Leste. We anticipate that particular support provided to the Government in their work to progress towards their goals will further ensure that optimal outcomes are achieved for the people of Timor-Leste.

In the pursuit of these endeavours, we will be guided by the national aspirations and commitments of the Democratic Republic of Timor-Leste as a member of the international community, particularly with regard to the New Deal, the Busan Partnership for Effective Development Cooperation, and the Paris Declaration for Aid Effectiveness. We will also respect and adhere to the principles and ideals of the United Nations, including those embodied in the global United Nations reform agenda, supporting the strengthening of its ability to effectively and efficiently deliver results to those most in need, do more with the resources it has, and increase its flexibility and accountability.

## **Section VII: UNDAF Results Framework**

The UNDAF Results Framework is the management tool within the UNDAF to monitor progress towards the outcomes. It provides the strategic direction and expected results of the UN support to the Government of Timor-Leste. The UN System will contribute to the joint achievement of the SDP goals through the UNDAF outcomes. The UN system's programmes are defined further within agreements between individual UN agencies and the respective Government counterparts.

The UNDAF Results Framework was developed at outcome level. Consultations on the proposed targets took place as described in section 1.4 of this document. The outcomes, indicators, baselines and targets within this Framework are derived from Government official documents/sources and/or have been agreed together with respective Government partners.

The UNDAF Results Framework will be reviewed jointly between Government and the UN on a regular basis as described in section IV. As a result of this process, UNDAF outcomes and targets might be jointly revisited for continued relevance and in response to changes in the external environment and Government priorities. Furthermore, continued alignment to the SDP and other national frameworks can thereby be ensured.

