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Draft country programme document**

Democratic Republic of Timor-Leste

Summary

The draft country programme document (CPD) for the Democratic Republic of Timor-Leste is presented to the Executive Board for discussion and comments. The Board is requested to approve the aggregate indicative budget of \$5,063,000 from regular resources, subject to the availability of funds, and \$55,000,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2009 to 2013.

* E/ICEF/2008/16.

** In accordance with Executive Board decision 2006/19 (E/ICEF/2006/5/Rev.1), the present document will be revised and posted on the UNICEF website no later than six weeks after discussion of the CPD at the Executive Board session. The revised CPD will then be presented to the Executive Board for approval at the first regular session of 2009.

<i>Basic data</i> (2006 unless otherwise stated)	
Child population (millions, under 18 years)	0.6
U5MR (per 1,000 live births)	55 ^a
Underweight (% , moderate and severe, 2003)	46
Maternal mortality ratio (per 100,000 live births, 2005 ^b)	380 ^c
Primary school attendance (% , net male/female, 2003)	76/74 ^d
Primary schoolchildren reaching grade 5 (%)	..
Use of improved drinking water sources (% , 2004)	58
Use of adequate sanitation facilities (% , 2004)	36
Adult HIV prevalence rate (%)	..
Child labour (% , 5-14 years old, 2002)	4
GNI per capita (\$)	840
One-year-olds immunized against DPT3 (%)	67
One-year-olds immunized against measles (%)	64

^a U5MR = 130 per 1,000 live births (data from 2004 Census of Population and Housing, National Statistics Directorate of Timor-Leste).

^b WHO/UNICEF/UNFPA and the World Bank 2005 estimates, which are adjusted for under-reporting and misclassification of maternal deaths. <http://www.childinfo.org/areas/maternalmortality/>.

^c MMR = 660 per 100,000 live births (data from 2006 Health Statistics Report, Ministry of Health, Timor-Leste).

^d indicates data differ from standard definition.

The situation of children and women

1. The population of Timor-Leste is 1.1 million, of which about 52 per cent is under the age of 18 years. This youthful population structure will remain in place for some time due to high rates of fertility, with the Total Fertility Rate estimated at 7 and robust population growth at 3.2 per cent.

2. Timor-Leste has an egalitarian and development-centred Constitution that incorporates important international human rights instruments, including the Convention on the Rights of the Child, and the Convention on the Elimination of All Forms of Discrimination against Women, as well as the Millennium Development Goals. Following independence in 2002, democratic governance has been strengthened through the conduct of free and fair elections. However, specific concerns of children and women have been overshadowed by the broader nation-building agenda of the new State, leaving significant gaps between human rights standards and their achievement.

3. Timor-Leste continues to face challenges related to security and stability, rebuilding of development infrastructure, creating institutions for governance, strengthening the rule of law and promoting active citizenship. The country inherited a legacy of underdevelopment and violence and suffered a debilitating crisis in 2006 from which it has not yet fully recovered. The attacks on the President and the Prime Minister by renegade soldiers in February 2008 are evidence of the

precarious security situation and political instability. More than 100,000 internally displaced persons (IDPs) from both the 2006 crisis and further political turmoil in 2007 live in camps and makeshift shelters across the country. Children living in IDP camps are at heightened risk of disease, abandonment and violence and have limited access to education. In addition, Timor-Leste is vulnerable to natural disasters with recurrent floods, landslides, strong winds and occasional locust infestations.

4. The 2007/2008 Human Development Index (HDI) ranked Timor-Leste 150 out of 177 countries. About 40 per cent of the population was estimated to be poor in 2001, and recent declines in economic growth in 2006-2007 suggest possible increases in poverty levels. There has been a decrease in non-oil gross domestic product per capita from \$450 in 2001 to \$351 in 2006. The modest economic growth rate between 2003 and 2005 was reversed by the 2006 civil conflict. Poverty is more pronounced in rural (46 per cent) than urban (26 per cent) areas due to dependence in rural areas on rain-fed subsistence agriculture, poor access to adequate and irrigated farmland, limited off-farm employment opportunities and inability to withstand shocks such as natural catastrophes and domestic crises. The large petroleum reserves have begun generating considerable revenues, but these have not been used for human and infrastructure development due to weak capacity and cumbersome, overly centralized systems. Decentralization is critical because many of the country's destabilizing issues — particularly poverty, food insecurity, high mortality and low access to social services — are most pronounced in more remote areas and those heavily affected by the 2006-2007 crisis.

5. According to government statistics, Timor-Leste has a high mortality profile with rates of under-five and infant mortality at 130 and 90 per 1,000 live births respectively. The main causes of child mortality are respiratory infections, malaria and diarrhoea. There is also a high degree of disparity among the country's 13 districts in under-five mortality rates, with the highest at 166 and lowest at 80, and in utilization of health services. The maternal mortality ratio is estimated at 660 per 100,000 live births. Approximately two thirds of maternal deaths result from obstetric complications, while the remaining one third result from the worsening of existing conditions such as anaemia, malaria and malnutrition by the effects of pregnancy. Only 27 per cent of births are attended by skilled health personnel. The reach of health-care services is poor due to a lack of qualified health professionals, poor communication infrastructure and the low quality of primary and referral services.

6. The 2007 Timor-Leste Survey of Living Standards revealed that the prevalence of child underweight increased from 45.8 per cent in 2003 to 48.6 per cent in 2007, with similar increases in stunting and wasting. According to the World Food Programme (WFP) 2006 Vulnerability Assessment Report, 64 per cent of households were food-insecure. The population with access to a safe water source (65 per cent) and improved sanitation (49 per cent) is low, with high urban-rural disparities. Sector capacities for planning, implementing and monitoring national rural water and sanitation programmes are weak.

7. The primary school net enrolment ratio decreased from 75 per cent to 69 per cent in the 2004/05 to 2005/06 school years as population growth outstripped increases in enrolment. About 31 per cent of children enter grade 1 at the appropriate age (six years). However, only 5 per cent of children participate in early childhood development programmes. This contributes to a low level of efficiency in

the primary education system, with dropout and repetition rates high, at 25 per cent and 16 per cent, respectively, resulting in a completion rate of only 46 per cent at grade 6. A learning achievement study in 2006 revealed that 80 per cent of children in grade 5 do not achieve minimum levels of learning. There are no significant gender disparities in primary school net enrolment or the literacy rate for youths 15-24 years old, estimated at 73 per cent for males and 71 per cent for females. The newly promulgated national education policy provides a good legal framework for nation-building due to its emphasis on quality education embodying principles of quality, equity, social and economic relevance, co-participation, social partnership and flexibility.

8. Children throughout the country suffer from a weak protective environment. Birth registration of children under five remains low, at 22 per cent. Only two social welfare professionals are active in Timor-Leste, making it difficult for displaced and other vulnerable children to access quality child and family welfare services. Gender-based violence, particularly targeting adolescent girls, is widespread but under-reported. Physical punishment of children is commonly practised in homes and schools. Alcohol abuse among children and young people contributes to violence within and outside the home. Child labour increased from 19 per cent of children aged 5 to 14 in 2001 to 35 per cent in 2005. There are at least 50 poorly regulated orphanages that Timor-Leste established primarily to cope with the large numbers of abandoned children. Sexual exploitation, including domestic and international trafficking of children, is increasingly being documented by the United Nations, police and non-governmental organizations.

9. The involvement of some children and youth in the 2006 riots brought them into conflict with the law and highlighted a lack of direction, sense of alienation and vulnerability to manipulation. The absence of mechanisms and structures to constructively engage young people in society and in decision-making has been well documented and is believed to be a contributing factor to the key role played by young people in violence and conflict. This is further compounded by high levels of illiteracy and unemployment and very limited access to accurate information, all of which adversely affect the adoption of positive behaviours.

10. The HIV prevalence rate is still low despite a progressive increase in the number of confirmed cases, from 6 in 2003 to 43 in 2006. Available evidence, however, suggests the presence of risky behaviours and other factors that predispose the country to a rapid spread of the virus. The current low prevalence provides a viable window of opportunity for major prevention efforts, especially those targeted at young people, to avert an epidemic. A national strategic plan is in place, and the Government has recently received resources from the Global Fund to Fight AIDS, Tuberculosis and Malaria.

11. Mass media structures and networks are characterized by low programme quality and limited reach, which hinder effective programme communication and limit the media's potential role in behaviour change. The 2007 Timor-Leste Survey of Living Standards indicated that only 26 per cent of households have radios, while 16 per cent have television. Daily radio and television reach is further limited by poor reception, cost and difficulty in obtaining batteries. Access to print media is limited mainly to the capital, Dili, and district centres.

Key results and lessons learned from previous cooperation

Key results achieved

12. A rising number of children have been reached through immunization services, with an average annual increase of 8 per cent for DPT3 and measles coverage. In addition, Hepatitis-B vaccine was introduced into routine immunization services during 2007. These results were underpinned by the revitalization of the cold chain system at national and district levels following a comprehensive assessment of vaccine management. In collaboration with the World Health Organization (WHO) and United Nations Population Fund (UNFPA), UNICEF supported the Ministry of Health to establish a viable framework and tools for community-based health education and promotion of healthy practices, facilitated by trained family health promoters and with the participation of families and communities. A national strategy to promote infant and young child feeding and caring practices has been developed.

13. The percentage of households with access to improved water sources and to sanitation increased from 58 per cent and 36 per cent in 2004 to an estimated 65 per cent and 48 per cent, respectively, in 2007. A national water, sanitation and hygiene (WASH) committee has been established to coordinate planning, budgeting and the management of intersectoral WASH action plans and includes representatives from the Ministries of Infrastructure, Health and Education. Six of the thirteen districts have formed district WASH committees.

14. UNICEF continued to support the development and implementation of the new primary school curriculum for grades 2 to 6. In an initiative that builds on previous experience, 5,400 teachers of these grades received and were oriented on the completed teacher's guide on the new curriculum. In support of the national language policy, the guides are bilingual (Tetum and Portuguese).

15. Life skills-based education (LSBE) for young people in and out of school was implemented in six districts. Some 248 LSBE facilitators were trained, and 7,595 children and young people received LSBE. A national HIV and AIDS campaign conducted in 2007 also reached 58,000 young people.

16. New, groundbreaking juvenile justice legislation was developed together with the Ministry of Justice to enhance protection for children in conflict with the law. In order to strengthen law enforcement for children, UNICEF worked with a number of security, judicial, United Nations and civil society partners to develop Rules of Procedure for Police to deal with child victims and children at risk. These Rules are being disseminated in a national training programme with the Vulnerable Persons Unit, National Police Academy, United Nations Integrated Mission in Timor-Leste (UNMIT), UNFPA and others. An inter-Ministerial Working Group, in collaboration with the Catholic church and other religious institutions, has been engaged in birth registration using the newly developed Civil Registry Code and Procedural Manual for Birth Registration. The first pilot child-friendly police station was created in Dili.

17. UNICEF supported the first State Party Report presented by Timor-Leste to the Committee on the Rights of the Child in Geneva in January 2008, alongside two shadow reports developed by the United Nations country team and civil society organizations (CSOs). The National Youth Policy, formulated with technical and funding support from UNICEF, was approved by the Council of Ministers to serve as the national framework for responding to issues on youth, together with six optional strategies to facilitate its implementation. Timor-Leste DevInfo, a national

social and economic database, was created, launched and introduced for use by sectoral Ministries in December 2006 with support from UNICEF, UNFPA and the United Nations Development Programme (UNDP).

Lessons learned

18. UNICEF support has focused on the development of policies, laws and regulations related to children and the improvement of access to basic social services through capacity development. Sectoral systems need to be strengthened to transform policies into sustained service delivery in order to reach all communities, families and children.

19. Capacity development has been far from optimal, with heavy dependence on international advisers and consultants. A new strategy focusing on development outcomes, proper management of human resources and adequate financial resources and tools should be developed for the new country programme under the overall theme of “capacity to deliver”. Capacity development should also be linked with the pressing need for decentralization, which will change not only the political but also the bureaucratic and institutional landscape. There is a need for improved geographical focus and greater field presence, especially in remote and hard-to-reach areas.

20. While much has been done to provide quality basic social services, it is crucial to promote community participation and empowerment in order to encourage children, women and families to use the services provided as well as to create a sense of ownership rather than one of dependency.

21. With support from United Nations agencies and donors, national surveys (2002 Multiple Indicator Cluster Survey and 2003 Demographic and Health Survey) and the 2004 population census provided baseline data for the previous CPD. A subsequent lack of updated disaggregated data has affected evidence-based decision-making and planning for children and women, a gap that urgently needs to be addressed.

The country programme

Summary budget table

<i>Programme</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
Health and nutrition	950	13 500	14 450
Basic education	285	15 500	15 785
Water, sanitation and hygiene	285	10 000	10 285
Child protection	485	5 000	5 485
Adolescent and youth participation	225	5 000	5 225
Communication	310	1 750	2 060
Planning, monitoring and evaluation	1 835	2 500	4 335
Cross-sectoral costs	688	1 750	2 438
Total	5 063	55 000	60 063

Preparation process

22. The country programme for 2009–2013 was developed in consultation with national Government counterparts, CSOs and cooperating partners in the context of the formulation of the United Nations Development Assistance Framework (UNDAF). Extensive discussions took place through workshops with key stakeholders to develop and validate the UNDAF results matrix and the UNDAF monitoring and evaluation frameworks. UNICEF co-chaired the UNDAF Working Group on Basic Social Services and provided critical inputs for the other UNDAF outcomes, particularly in the areas of policy advocacy and capacity-building. UNICEF completed a Situation Assessment and Analysis of Children and Women in Timor-Leste in December 2007 and applied consultative processes to further discuss with stakeholders the priorities, strategies and components of the country programme. The programme was also informed by the Concluding Observations of the Committee on the Rights of the Child, issued in February 2008.

Goal, key results and strategies

23. The overall goal of the country programme is to contribute to nation-building through the progressive realization of every child's rights, achieving the Millennium Development Goals with equity and social inclusion. UNICEF cooperation aims to make sustainable gains that will help all Timorese children grow up healthy and well nourished in loving homes, enjoy nine years of quality basic education, live in communities that protect them from all forms of violence, abuse, neglect and exploitation, and contribute actively to lasting peace and stability.

24. In support of the overall goal and in conjunction with government and civil society partners, United Nations agencies and other development partners, the programme will aim to ensure achievement of the following key results: (a) 20 per cent increase in children and women accessing and utilizing quality health care and nutrition services; (b) 20 per cent increase in the number of children accessing and 25 per cent increase in the number of children completing free compulsory quality basic education; (c) 80 per cent of the rural population in 150 villages including schools in 6 districts has access to sustainable safe water sources and improved sanitation; (d) 30 per cent increase in the number of adolescents and youth in and out of school having correct information and skills needed to reduce vulnerability to HIV and AIDS, and 80 per cent of HIV-infected children and women receive adequate care; and (e) children and their families benefit from a quality social welfare system, and vulnerable children, including child victims, offenders and witnesses, benefit from enhanced access to justice.

25. The programme will adopt the following strategies: (a) continued advocacy to develop policies and laws that recognize children's rights and address disparities; (b) capacity development to strengthen programme implementation and monitoring through training and systems development; (c) improved delivery of basic social services; (d) enhanced programme convergence in five districts (Aileu, Ermera, Manatuto, Oecusse and Viqueque) in addition to sectoral priority areas; (e) increased field presence in support of decentralization; (f) effective programme communication to create demand for and facilitate utilization of services by children, youth, women and families; (g) partnerships with and for children and youth; and (h) emergency preparedness and response, including disaster risk

reduction strategies, as key cross-cutting and mainstream priorities for all programmes, including preparation for cluster leadership.

Relationship to national priorities and the UNDAF

26. Government priorities in the next five years are the following: establishment of justice and security systems; social protection and solidarity; addressing the needs of youth; employment and income generation; and improvement of social service delivery. The UNDAF matches the contributions of the United Nations with these government priorities. At the same time, the key results of this country programme directly contribute to the UNDAF priorities of democratization and social cohesion, poverty reduction and sustainable livelihoods, and basic social services.

Relationship to international priorities

27. The proposed country programme will contribute to the efforts of the Government to achieve the Millennium Development Goals, the objectives of the UNICEF medium-term strategic plan for 2006-2009 and the goals of *A World Fit for Children*, and will respond to the recommendations of the Committee on the Rights of the Child.

Programme components

28. The **health and nutrition** programme will focus on: (a) ensuring that basic maternal and child health care — including emergency obstetric care, effective management of childhood illnesses that targets pneumonia, diarrhoea and malaria, and improved quality and coverage of immunization — is available in all community health centres; (b) improving infant and young child feeding practices including micro-nutrient supplementation and community management of severe acute malnutrition through the use of Ready-to-use Therapeutic Food linked with a supplementary feeding programme; and (c) building health service capacity to address HIV and AIDS and children through a comprehensive approach of prevention of mother-to-child transmission, paediatric care, and education and social mobilization for prevention of HIV among young people.

29. The programme will strengthen the capacity of health systems at national, district and sub-district levels to increase access to and utilization of services and provide a timely response to emergencies, and improve the availability and use of data from health management information systems, including through DevInfo. UNICEF will support the Ministry of Health to implement the Basic Services Package of the country's Health Sector Strategic Plan, together with an integrated set of health and nutrition interventions targeting young women prior to their first pregnancy. This will include iron-folate supplementation, iodized salt, insecticide-treated malaria nets and anti-malarial drugs, a birth preparedness plan, and communication and counselling to prevent adolescent pregnancy and promote delayed birth spacing. Based on the lessons learned in implementing the family health promotion programme, UNICEF will support the Ministry of Health to institutionalize and strengthen the implementation of Integrated Community Health Services, in collaboration with WHO, UNFPA and other partners.

30. The **basic education** programme will focus on ensuring the following: (a) all students of grades 1-9 benefit from the implementation of the national basic

education curriculum, which includes social development issues such as civic education, population, environment and gender, with teachers receiving training and the corresponding teaching/learning materials prepared; (b) students enjoy child-friendly school environments with trained teachers, opportunities for meaningful participation and facilities that include water, sanitation, hygiene and protection; (c) the education sector has enhanced capacity to undertake evidence-based and sector-wide planning, monitoring and reporting, including for emergency preparedness and response; and (d) out-of-school adolescents and youth benefit from basic education equivalency courses.

31. UNICEF will build on successes at the school level to strengthen national education policy and planning, and will support the ongoing development and implementation of the new primary school curriculum while focusing on gender-sensitive teacher training and student-centred participatory approaches. Support will be given to pilot interventions for informed policy planning processes, such as multi-grade education at small rural schools and school readiness programmes for pre-school children to facilitate transition into primary education and increase age-appropriate enrolment. In accordance with the Hyogo Framework for Action: Building the Resilience of Communities and Nations to Disasters, 2005-2015, the ability of communities and schools to withstand disasters will be strengthened through education for disaster risk reduction at schools and in communities.

32. The **water, sanitation and hygiene** programme will focus on strategic sector development and scaled-up service delivery for improving access to sustainable water supply and basic sanitation in rural communities and schools. Emphasis on participatory processes will lead to greater community involvement in the planning, implementation and management of water and sanitation facilities and improved hygiene practices in the five programme convergence districts and the district of Liquica. National and district WASH planning and monitoring capacities will be strengthened through evidence-based advocacy and skills development. WASH activities in schools will result in child-friendly facilities, hygiene education and a national alliance of government and other partners for increased school sanitation coverage. The programme will promote innovative approaches to making children's environments safer in schools and communities, including prevention of child injuries and indoor air pollution. UNICEF will take a lead role in improving emergency WASH preparedness, coordination and response with partners.

33. The **child protection** programme will focus on ensuring that (a) children and their families benefit from effective social welfare services; (b) children are protected from violence, abuse and exploitation through a comprehensive and effective justice system to enforce laws and protect children's rights; and (c) all children under five have their births registered.

34. The programme will continue to support the Government to establish two sustainable protection systems for children: a child and family welfare system and a justice system. The National Commission for Children will be operationalized to coordinate line Ministries in policy-making, budget allocation for children and implementation of the new Children's Code. Key social welfare and law enforcement institutions and community child protection networks will be strengthened to prevent and respond to violence, exploitation and abuse of children. Special efforts will be made to address gender-based violence through the Millennium Development Goals Gender Fund, in collaboration with UNDP,

UNFPA, the United Nations Development Fund for Women (UNIFEM) and the International Organization on Migration.

35. The **adolescent and youth participation** programme will continue to provide impetus to policy advocacy on youth, as well as implementation of key aspects of the national youth policy, developed with support from UNICEF in collaboration with the World Bank. The programme will also focus on improving the capacities of targeted national and local bodies to help young people become functionally literate and enhance their livelihoods, learn life skills they can apply in their daily lives, and remain safe from violence. In addition, the programme will advocate for and technically contribute to the establishment and strengthening of structures and mechanisms that provide opportunities for young people to participate meaningfully in decision-making and nation-building activities.

36. The **communication** programme will mobilize commitment towards the realization of children's and women's rights and the achievement of international development goals by advocating for child-centred policies, programmes and services, as well as resources needed to realize these goals. The programme will seek to build and strengthen the capacity of partners to develop evidence-based strategic communication approaches for empowering children with information and knowledge that will improve their well-being. It will also provide technical support and quality control to other programmes in the implementation of their communication strategies. Efforts will be made to maximize the use of community-based communication channels in the programme convergence districts to influence behaviour that has an impact on upholding and protecting the rights of children.

37. The **planning, monitoring and evaluation** programme will focus on (a) collecting, analysing and disseminating strategic information on the situation of children and women, and (b) promoting the use of information for decision-making, planning, budgeting and monitoring to deliver better results for children, women and young people. The programme will continue to support the Government to establish a national system of monitoring and reporting on progress made towards the Millennium Development Goals, goals of the National Development Plan and goals of other international commitments, using the Timor-Leste DevInfo database. The programme will provide technical support to the Government in creating databases through DevInfo technology for sectoral management information systems. In addition, technical support will be provided for the development of a database for emergency preparedness and monitoring the effectiveness of the emergency response.

38. **Cross-sectoral costs** cover staff salaries and related costs not attributable to individual programmes.

Major partnerships

39. Through UNMIT, the United Nations, in concert with other development partners, continues to play a leading role in assisting the country in the nation-building process. The United Nations country team works as part of the integrated mission and will continue to function within such future missions as may be mandated by the United Nations. Collaboration will continue with several organizations: with WHO to expand the health surveillance system and reduce child morbidity; with UNFPA on safe motherhood, birth spacing and combating gender-based violence; with WFP on school feeding and supplementary feeding for

pregnant women and children under three years; with the International Labour Organization on literacy and life skills training in relation to youth employment; and with UNDP to strengthen the justice system for children. The World Bank will be a partner in efforts to implement the national youth policy, strengthen the education management information system and build the capacity of the National Statistics Directorate in data collection and analysis.

40. The country programme will continue its strong partnership with the Government at all levels, and with other development partners, including the Governments of Australia, Japan, Netherlands, New Zealand, Norway, Republic of Korea, Spain, Sweden and the United States, as well as with National Committees for UNICEF, in the areas of policy advocacy and resource mobilization. The Catholic Church will be a key partner in health promotion and other awareness activities in communities, as well as in the area of adolescent development and participation. Village leaders, volunteers and CSOs will continue to play a key role in mobilizing communities, increasing demand and improving outreach. Collaboration with government and development partners will be strengthened to continue key contributions in the area of policy advocacy and partnerships for the realization of child rights.

Monitoring, evaluation and programme management

41. The monitoring framework for country programme results will be set out in the five-year Integrated Monitoring and Evaluation Plan (IMEP), consistent with the UNDAF Monitoring and Evaluation Framework. The Timor-Leste DevInfo, 2007 Survey of Living Standards, 2010 Census of Population and Housing and other planned studies will provide information to track changes in the situation of children and women. The IMEP, other thematic studies and research, routine monitoring systems, and field monitoring visits will ensure tracking of country programme results.

42. Regular mid-year and annual reviews will be conducted to measure progress towards the annual work plan (AWP) results. Thematic studies and research will be conducted on lessons learned/best practices to improve the formulation of AWP and as input into the midterm and end-of-cycle reviews of the UNDAF and country programme. Enhanced coherence among United Nations agencies, funds and programmes will entail stronger collaboration and greater accountability for common results.

43. The Ministry of Economy and Development will assume the overall coordination for country programme coordination and management on behalf of the Government of the Democratic Republic of Timor-Leste.