

## REVISED STANDARD JOINT PROGRAMME DOCUMENT

### Cover Page

Country: Timor-Leste

Programme Title: Supporting Gender Equality and Women's Rights in Timor-Leste

UNDAF Outcomes:

By the year 2013, stronger democratic institutions and mechanisms for social cohesion are consolidated and vulnerable populations benefit from quality social welfare and social protection.

Joint Programme Outcome(s):

Outcome 1: Improved protection of women and girls through the establishment of legal frameworks and mechanisms to uphold their rights;

Outcome 2: Reduced vulnerability of women and girls through improved outreach mechanisms and services and the establishment of a social protection scheme; and

Outcome 3: Improved social and economic situation of women and girls through a fair allocation of resources using gender-responsive budgeting;

(where different from the UNDAF)

|   |   |                         |               |               |               |                   |               |                     |     |  |  |   |   |            |     |     |               |
|---|---|-------------------------|---------------|---------------|---------------|-------------------|---------------|---------------------|-----|--|--|---|---|------------|-----|-----|---------------|
| <p>Programme Duration: Three (3) years<br/>Anticipated start/end dates: Nov 2008 to Nov 2011</p> <p>Fund Management Option(s): Pass-through</p> <p>Managing or Administrative Agent: UNDP (Multi-Donor Trust Fund Office)</p> | <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding: 2px;">Total estimated budget:</td> <td style="text-align: right; padding: 2px;">US\$4,955,000</td> </tr> <tr> <td colspan="2" style="padding: 2px;">Out of which:</td> </tr> <tr> <td style="padding: 2px;">1. Funded Budget:</td> <td style="text-align: right; padding: 2px;">US\$4,955,000</td> </tr> <tr> <td style="padding: 2px;">2. Unfunded budget:</td> <td style="text-align: right; padding: 2px;">N/A</td> </tr> <tr> <td colspan="2" style="padding: 2px;">* Total estimated budget includes both programme</td> </tr> <tr> <td style="padding: 2px;"> <ul style="list-style-type: none"> <li>• Government</li> <li>• UN Org</li> <li>• UN Org</li> <li>• MDG-F</li> </ul> </td> <td style="text-align: right; padding: 2px;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding: 2px;">Staff time</td> </tr> <tr> <td style="padding: 2px;">N/A</td> </tr> <tr> <td style="padding: 2px;">N/A</td> </tr> <tr> <td style="padding: 2px;">US\$4,955,000</td> </tr> </table> </td> </tr> </table> | Total estimated budget: | US\$4,955,000 | Out of which: |               | 1. Funded Budget: | US\$4,955,000 | 2. Unfunded budget: | N/A | * Total estimated budget includes both programme |  | <ul style="list-style-type: none"> <li>• Government</li> <li>• UN Org</li> <li>• UN Org</li> <li>• MDG-F</li> </ul> | <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding: 2px;">Staff time</td> </tr> <tr> <td style="padding: 2px;">N/A</td> </tr> <tr> <td style="padding: 2px;">N/A</td> </tr> <tr> <td style="padding: 2px;">US\$4,955,000</td> </tr> </table> | Staff time | N/A | N/A | US\$4,955,000 |
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**Names and signatures of (sub) national counterparts and participating UN organizations**

| <b>UN organizations</b>  | <b>National Coordinating Authorities</b>  |
|--|---|
| <p><i>Finn Reske-Nielsen</i><br/>Deputy Special Representative of the Secretary-General for Governance Support, Development and Humanitarian Coordination, UNMIT<br/>UN Resident and Humanitarian Coordinator</p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p> | <p><i>João Mendes Gonçalves</i><br/><i>Minister of Economy and Development</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p> |
| <p><i>Jean D' Cunha</i><br/><i>UNIFEM, E&amp;SEA Regional Programme Office</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p>  |   |
| <p><i>Akbar Usmani</i><br/><i>Country Director</i><br/><i>UNDP</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p>  |   |
| <p><i>Hernando Agudelo</i><br/><i>Representative</i><br/><i>UNFPA</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p>   |   |
| <p><i>Jun Kukita</i><br/><i>Representative</i><br/><i>UNICEF</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p>  |   |
| <p><i>Luiz Vieira</i><br/><i>Chief of Mission</i><br/><i>IOM</i></p> <p><i>Signature</i><br/><i>Date &amp; Seal</i></p>  |   |

## **2. Executive Summary**

Despite the efforts undertaken by the UN and the Government of Timor-Leste (GoTL) to address gender inequalities since the independence of Timor-Leste in 1999, there are still outstanding issues that need to be addressed in a holistic way to improve the conditions of women and girls. The outstanding problems are as follows:

- Women and girls are still vulnerable to violence and internal conflict, particularly in relation to gender-based violence and human trafficking. Existing lacunas in the legislative framework and service delivery have had a detrimental effect on women and girl's security and well-being.
- Little to no social services is in place to respond to victims of violence, exploitation and abuse, including women and girls, especially in rural areas.
- Women and girls are still discriminated against in the areas of health, education and economic development with government services and opportunities not responding appropriately to their needs and with little allocation of resources to guarantee this.
- Women and girls from female-headed households in poverty-stricken districts and trafficking-prone areas are less likely to benefit from traditional forms of social safety nets, thus increasing their vulnerability.
- Lack of sex-disaggregated data in all sectors remains a major problem.

The proposed Joint Programme (JP) **“Supporting Gender Equality and Women’s Rights in Timor-Leste”** is a three-year programme that supports the GoTL to improve the conditions of women and girls in Timor-Leste through the protection of their rights and their empowerment. It offers them fair access to social and economic resources by increasing their access to entitlements and rights. The JP has been developed and will be implemented by five UN agencies in partnership with government agencies and structures at national and district levels and in collaboration with relevant civil society organisations and individuals to build institutional capacity to address the above problems.

The JP will support an environment to establish legal frameworks to end domestic violence and human trafficking by enabling women and girls to claim their rights. These legal frameworks establish norms, standards and practices for the GoTL to operationalise programmes i.e. services, outreach mechanisms, social protection scheme to reduce vulnerability of women and girls as well as improving protection for them. The JP also focuses on budget as an influential policy instrument of the government to ensure government’s financial commitment to programmes that will impact on the lives of women and girls. This is in line with the current priorities of the GoTL in social protection and solidarity by improving social service delivery through national planning of the budget and execution for performance and accountability.

The JP is developed to realise the following three JP outcomes:

- Outcome 1: Improved protection of women and girls through the establishment of legal frameworks and mechanisms to uphold their rights.
- Outcome 2: Reduced vulnerability of women and girls through improved outreach mechanisms and services and the establishment of a social protection scheme.
- Outcome 3: Improved social and economic situation of women and girls through a fair allocation of resources using gender-responsive budgeting.

### 3. Situation Analysis

Major gender disparities exist in Timor-Leste with women and girls suffering discrimination in the areas of health, education, employment and access to justice. This situation is the result of the prevailing patriarchal tradition and a long history of colonisation, occupation, conflict, and more recently a fragile peace.

Certain traditional and cultural practices have had adverse effects on women and girls, for example, the lower social status attached to women compared to men results in poorer education of girls;<sup>1</sup> women and girls are more likely to receive less food than men and boys;<sup>2</sup> the payment of a "bride price" means women are often treated as the property of their husband. Maternal mortality is one of the highest in the region (660 to 880 deaths per 100,000 live births) as well as fertility with a rate of 7.7 children per woman. Ninety per cent of women delivered at home.<sup>3</sup>

Lesser education and the culturally-defined domestic role means women are generally disadvantaged economically;<sup>4</sup> women heads of a poor household face extreme financial challenges. This has negative impacts on children's education and health. A World Bank Poverty Assessment finds that male-headed households are consistently better off in terms of education, health and subjective well-being, compared to female headed households.<sup>5</sup>

Politically marginalised and economically deprived, women continue to be vulnerable to abuse. There is a high incidence of domestic violence, sexual harassment in the workplace, rape and other forms of mistreatment and sexual abuse. A study of gender-based violence conducted in 2005 indicated that 47% of women have suffered physical, psychological or sexual violence at the hands of their partners.<sup>6</sup> The CEDAW Initial Report of Timor-Leste endorsed by the Council of Ministers in 2007 states that there is great incidence of gender based violence, with women being the main victims. The vast majority of cases, however, go unreported due to factors such as shame and financial dependency on the perpetrator.

Women's weak position in society also makes them vulnerable to both domestic and international trafficking. Inequitable access to employment, economic hardship and lack of information on safe migration procedures may lead to women and girls to accept offers of employment in urban areas overseas without sufficient protection measures. The majority of Timorese women working as sex workers enter the sex industry after some form of trauma, usually rape, incest, or cultural sanction for sex outside of marriage.<sup>7</sup> In addition to existing internal rural-to-urban and district-to-district trafficking in Timorese women and children, the country is at risk of becoming a source-country for victims of trafficking.<sup>8</sup> In 2006, it was reported that dozens of women were approached regarding

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<sup>1</sup> In 2004, the primary enrolment rates among girls have increased dramatically since independence but participation has dropped drastically to under 60% for senior secondary school (2004 Census).

<sup>2</sup> Timor-Leste Human Development Report 2006. Nationwide, some 28% of women are malnourished, suffering from chronic energy deficiency and have a Body Mass Index of less than 18.5 (UNICEF 2002. Multiple Indicators Cluster Survey).

<sup>3</sup> DHS 2003; 2004 Census.

<sup>4</sup> Girls are more likely than boys to drop out of school and two-thirds of women aged 15-60 years are illiterate (Timor-Leste Human Development Report 2006). Women have lower participation rate in the formal sector of the economy with 9% women in paid employment compared with 13% of men; they are paid significantly less for similar work than men (2004 Census).

<sup>5</sup> Timor-Leste Poverty Assessment; Analysis for Action, World Bank, May 2003. CEDAW Report of Timor-Leste (2007).

<sup>6</sup> Case Study on Gender-Based Violence in Timor-Leste, PRADET prepared for UNFPA Women, Peace and Security Project 2005.

<sup>7</sup> Trafficking in East Timor: A look into the Newest Nation's Sex Industry. Alola Foundation, 2004.

<sup>8</sup> United States Department of State. Country Report on Human Rights Washington: 2006; United States Department of State. Trafficking in Persons Report. Washington: 2007.

international job offers and in 2007 an attempt was made to traffic Timorese women to Syria.<sup>9</sup> Timor-Leste is also a destination country for sex trafficking of women from other Asian countries.<sup>10</sup>

Since Timor-Leste gained independence, the GoTL has taken important steps to address these complex problems: a sound legal framework exists through non-discrimination clauses in the Constitution; commitments to CEDAW<sup>11</sup>; CRC<sup>12</sup>; Security Council Resolution 1325 on Women, Peace and Security. Nevertheless, vital legislation relating to women and children's rights such as the Law against Domestic Violence has yet to be promulgated.<sup>13</sup>

Legislative gaps also exist with regard to the prevention and punishment of crimes of trafficking. Human trafficking is criminalised in the Immigrant and Asylum Act and in the proposed Timorese Penal Code, however comprehensive legislation adapting the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol) and addressing issues of prevention, victim/survivor assistance, protection, and access to justice, and national and international cooperation are required. Awareness and technical capacity on trafficking are low, and no specialised support service or shelter facilities exist. Existing support services to women and girls in the area of gender-based violence, for instance, are primarily provided by the Department of Social Services, Department of Health in the Ministry of Health, the Vulnerable Persons Unit of the National Police, Ministry of Justice while the Secretary of State for the Promotion of Equality or SEPI<sup>14</sup> coordinates gender mainstreaming policies and programmes including those on gender-based violence. Resources and staff to outreach to remote districts are generally lacking. National NGOs, particularly Rede Feto Timor Leste, PRADET, FOKUPERS and Association of Men against Violence, have been working at the grassroots level to sensitise women and men on gender-based violence and human rights and provide psychosocial and health services<sup>15</sup>. A model of partnership between government agencies and NGOs is present.

Resources for the support and protection of victims of domestic violence, sexual assault, child abuse and trafficking, are inadequate. As a consequence structures at national and local level, particularly in rural areas where 85% of the population lives, are weak or non-existent. Gender awareness among different sectors of society, including local leaders, is low, as is the capacity of the Timor-Leste National Police Service (PNTL) and the justice system. The 2006 crisis has compounded the already complex situation and placed a significant burden on the institutional capacity of the state to address the issues. Social services for vulnerable women and children are also extremely weak; almost no social welfare services exist in the districts and few staff members are equipped with the knowledge and skills to deal with victims of gender-related crimes such as domestic violence. The Committee on the Rights of the Child, upon reviewing the first State Party Report on the Convention on the Rights of the Child in January 2008 noted that Timor-Leste had yet to make any advances to promote the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography.

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<sup>9</sup> United States Department of State. *Trafficking in Persons Report*. Washington: 2007.

<sup>10</sup> Cathleen Caron. *Trafficking in East Timor: A look into the Newest Nation's Sex Industry*. Dili: Alola Foundation, 2004; United States Department of State. *Trafficking in Persons Report*. Washington: 2007. Press Reports.

<sup>11</sup> Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

<sup>12</sup> Convention on the Rights of Child (CRC).

<sup>13</sup> In 2004, the Office of the Promotion of Equality under the Office of the Prime Minister, in cooperation with women's rights advocacy NGOs started the process to promote the draft law against domestic violence and its approval by the National Parliament. The draft law has been harmonized with the draft Timorese Penal Code and both are yet to be promulgated.

<sup>14</sup> formerly the Office of Promotion of Equality—OPE

<sup>15</sup> Gender-based Violence in Timor-Leste: A Case Study. UNFPA 2005.

While improvement in the legislative framework in the area of domestic violence and human trafficking will endure better physical protection for women and children, there is also a need for economic support to alleviate the hardship of poor women-headed households, especially in areas where there is high risk of trafficking due to economic conditions and lack of opportunities for young women. There are no focused programmes for vulnerable women-headed households or victims of domestic violence or human trafficking. However, the government has recently initiated a conditional cash transfer scheme Bolsa Mãe (Mother's Purse) under which cash is transferred to mothers conditional upon their children attending school. The programme needs to be strengthened with improved design, targeting and implementation on the ground.

Access to services and opportunities for women and girls to improve their capabilities are limited, as the formulation of gender sensitive policies and allocation of resources are not yet responding to the specific needs of women and girls. Efforts conducted by the Ministry of Finance and Secretary of State for the Promotion of Equality or SEPI (formerly the Office of Promotion of Equality – OPE) since 2005 to sensitise line ministries to integrate a gender perspective throughout their planning cycle has not yet been articulated into gender responsive policy formulation and programming. A critical bottleneck remains the absence non-use of sex-disaggregated data, even though it is collected through census and other national surveys. There is little information and analysis to indicate how the State Budget is addressing key gender issues in the areas education and health for example. A recent simulation by women parliamentarians, however, indicated that the State Budget from FY 2006-2008 was not gender responsive. In this context, gender responsive budgeting fosters the accountability of government for its gender equality commitments and gender mainstreaming efforts. Gender responsive budgeting provides credibility to government commitments, its policies and programmes by connecting policies, spending commitment and actual implementation.

## **4. Strategies, including lessons learned and the proposed joint programme**

### **4.1 Background/context:**

The overall goal of the JP is to strengthen institutional capacity and service mechanisms to protect women and girls against poverty and gender-based violence. The three outcomes of joint programme (JP) will contribute to realising the UNDAF outcome of consolidating stronger democratic institutions and mechanisms for social cohesion where the vulnerable population will benefit from quality social welfare and social protection services. Key beneficiaries of the JP are women and girls that are survivors of domestic violence and human trafficking as well as poor women (including those heading households). Secondary beneficiaries are institutional stakeholders, including policy-makers, public servants, NGOs, and service providers.

The JP has considered and taken into account the international commitments on rights, treaties and conventions signed by the GoTL: CEDAW, CRC and SCR 1325 as well as the Security Council Resolution 1820 concerning the need to protect women and girls from gender-based violence. The JP will support an environment to establish legal frameworks to end domestic violence and human trafficking to enable women and girls to claim their rights. These legal frameworks establish norms, standards and practices for the GoTL to operationalise programmes i.e. services, outreach mechanisms, social protection scheme to reduce vulnerability of women and girls as well as improving protection for them. The JP also focuses on budget as an influential policy instrument of the government to ensure government's financial commitment to programmes that will impact on the lives of women and girls.

This is in line with the current priorities of the GoTL in social protection and solidarity by improving social service delivery through national planning of the budget and executing for performance and accountability. Improving access of citizens to justice is also a priority for the GoTL. Women's access to their rights will be reinforced through a legal environment that treats women and girls fairly when the national legislation related to domestic violence is passed and the development of national

action plans on to prevent domestic violence and on anti-trafficking. The JP will develop capacity in government at both central and local levels to execute the national budget in a gender responsive manner to improve service delivery and provision of social protection to help raise the living standards of Timorese women.

The JP will contribute in achieving the MDGs Goal 3 but also support the achievements of MDGs 1, 2, 4 and 5 when state actors fulfill their obligations to promote and protect human rights through an accountability system where legal frameworks are translated into programmes which would be adequately financed to respond to the needs of women and girls.

#### **4.2 Lessons Learned:**

The JP builds on lesson learned from past experience, that strong government ownership, leadership and commitment is a key factor in ensuring that interventions are appropriate to the needs of Timor-Leste and are sustained beyond the life of the JP. By closely aligning to the GoTL priorities, the JP allows for better overall support to the identification of national priorities and plans with regard to technical and institutional capacity building. This strengthens credibility and accountability through improved coordination and partnerships with government and with UN agencies.

Capacity development features prominently in this JP as a strategy to achieve policy, programmatic, and advocacy results in Timor-Leste. The JP will draw from the experience of the government implementing a pilot local governance support programme to strengthen the link between national and local development processes to ensure access to services for the most vulnerable by supporting service providers (e.g. NGOs, district-level government) and building broader national and local systems to deliver services in the long-term.

Furthermore, capacity development will be sustained through national ownership and a harmonised and coordinated approach by development partners, closely aligned with national priorities. It is long recognised that when UN agencies work together, there is value-added because of the comparative advantage of the different agencies and their extensive experience working both at national and local levels. Previous gender-related activities have been less effective than they could have been because of fragmentation, duplication and competition between the agencies<sup>16</sup>.

#### **4.3 The proposed joint programme (JP):**

The JP is a three year programme to support the GoTL to improve the conditions of women and girls in Timor-Leste through the protection of their rights, their empowerment and offering them fair access to social and economic resources to increase their access to entitlements and rights. The JP intends to improve protection for women and girls by advocating for the establishment of legal frameworks and to reduce women's and girl's vulnerability to violence at community-level by strengthening outreach mechanisms, services and through a social protection scheme. Gender responsive budgeting connects the policies, spending commitments and actual implementation to improve the social and economic situation of women and girls by holding duty bearers accountable.

The outcomes of the JP are:

Outcome 1: Improved protection of women and girls through the establishment of legal frameworks and mechanisms to uphold their rights.

Outcome 2: Reduced vulnerability of women and girls through improved outreach mechanisms and services and the establishment of a social protection scheme.

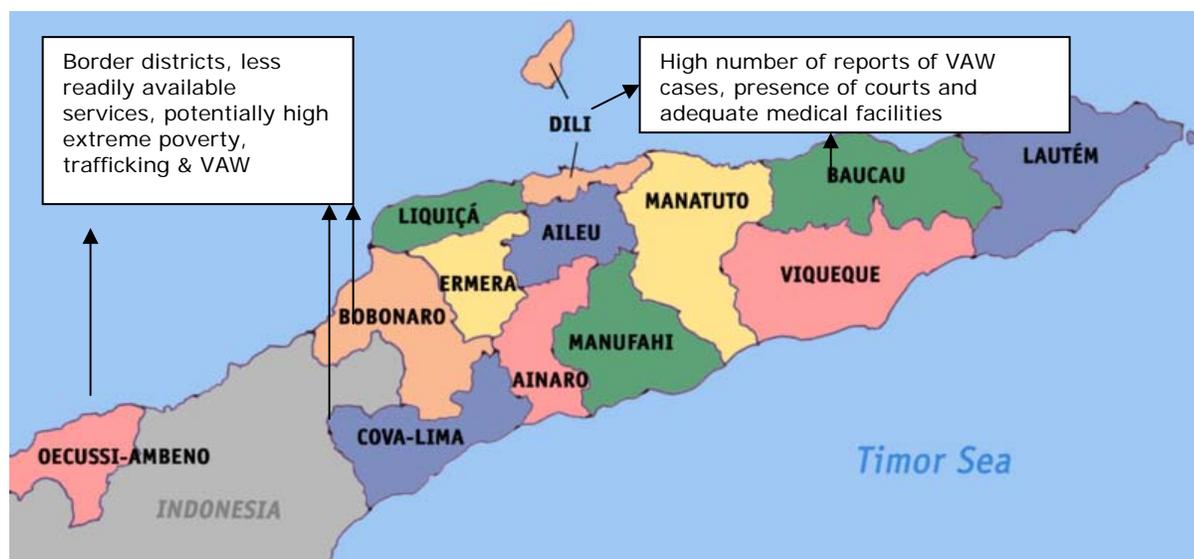
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<sup>16</sup> Sofi Ospina, "A Review and Evaluation of Gender-related Activities of UN Peacekeeping Operations and their Impact on Gender Relations in Timor-Leste", DPKO, 2006.

Outcome 3: Improved social and economic situation of women and girls through a fair allocation of resources using gender-responsive budgeting.

Five districts out of the 13 districts have been identified for the JP. These districts are Dili, Baucau, Bobonaro, Covalima, and Oecussi to ensure integrated efforts towards the outcomes. The selection of the five districts was based on the following criteria: i) areas where domestic violence and/or violence against women is estimated to be more prevalent'; ii) areas that are more susceptible to a higher rate of human trafficking; iii) areas with a higher estimated level of female-headed households or pockets of extreme poverty; iv) areas with the potentially high maternal mortality and/or teenage pregnancies; v) areas with low enrolment rates/or potential high drop-out rates for adolescent girls; vi) areas where participating UN agencies have existing projects and networks; vii) areas with good potential to build on implementing partners' work; and viii) present of courts and adequate medical facilities.

Evidential data disaggregated by districts<sup>17</sup> and sex are lacking in Timor-Leste<sup>17</sup>. Data on prevalence of domestic violence and/or gender based violence and trafficking in women girls, for instance, are not available. The systematic source for data on violence against women is a number of cases reported to the Vulnerable Persons' Unit of the National Police. Dili has the highest rate of reported case, presumably due to the fact that women in other districts have less knowledge and access in reporting cases. Bobonaro, Covalima and Oecuessi are border districts where social services are less readily available compared to other districts due to harsh conditions and distance from the central capital<sup>18</sup>. It is therefore estimated that these three districts are areas where poverty incidence is high, with high level of extreme pockets of poverty, high susceptibility of human trafficking and violence against women, and high maternal mortality. Dili and Baucau have presence of courts and medical facilities where good practices can be built upon.



The JP has upstream and downstream interventions to contribute to the building of the national institutional capacity both at central and local levels to meet the stated outcomes and in realising the UNDAF outcome of stronger institutions and mechanisms aimed at vulnerable populations to benefit from quality social welfare and social protection services.

<sup>17</sup> Timor-Leste Human Development Report 2006

<sup>18</sup> The incidence of poverty in Timor-Leste increases from East to West. The West Region (Oecussi, Bobonaro and Covalima) has one fifth of the total population and accounts for one-quarter of the poor (Timor-Leste Human Development Report 2006).

At national level, the JP will build interest and commitment to facilitate the passing of the domestic violence law and hasten the development of national actions plans to prevent and combat domestic violence and human trafficking. Capacity building programmes will be rolled out to upgrade the knowledge and skills of policy-makers, government officials, NGOs and CBOs to draft that action plans that will be operational and programmatic to guide the country's response to ending domestic violence and human trafficking. Consultations will be held with key stakeholders to enhance coordination and cooperation.

Through socialisation campaigns at national and local levels, and targeted capacity building of key groups particularly in the five districts – the police, prosecutors, judiciary, local administration, NGOs and communities, as well as internally-displaced persons, there will be higher awareness about preventing violence against women, human trafficking and the protection of children. The awareness programmes can contribute to increasing demand for such services by women and child survivors of domestic violence and trafficking in the targeted districts.

The capacity building programmes, socialisation campaigns and consultations with key stakeholders can serve to strengthen the national and local referral mechanisms and services by providing women and child victims with appropriate and timely services. The existing Conditional Cash Transfers (CCT) that is being implemented by the GoTL can benefit from the technical support provided to identify appropriate beneficiaries which will support survivors of domestic violence and human trafficking.

At the national level, the JP through UNIFEM would build interest and commitment of Gender Responsive Budgeting (GRB) as a concrete tool and accountability mechanism to address gender inequalities by offering women and girls the necessary resources and opportunities to develop their full potential. GRB tools will be in place to assist line ministries to understand and apply these tools in planning and monitoring of their programmes. The JP looks at GRB in a holistic and integrated way by working with and establishing key partnerships with the Ministry of Finance and three line Ministries (Health, Education and Social Solidarity), the Secretary of State for the Promotion of Equality (SEPI) and suco councils at the delivery level. At the local level, local decision making structures will be strengthened through the development of gender sensitive local planning and budgetary processes in line with the most recent decentralisation efforts being introduced by the GoTL upon the approval of the Decentralisation Law.

Gender responsive planning, budgeting, implementation, monitoring and evaluation to ensure allocation of resources to women and girls in the area of education and health will promote women's empowerment and reduce vulnerability of women and girls being trafficked and facing sexual and gender-based violence. At the local level, programmes to be selected for the gender responsive initiative will primarily focus in the five priority districts. It is envisaged that through gender equitable development at central and local levels, there will be improved access to resources and services for women and girls. At the same time, IOM, UNFPA and UNICEF will jointly produce downstream direct support to NGOs in the five priority districts in delivering needed services to vulnerable women and girls, particularly victims of domestic violence and human trafficking, while concurrently building capacity, knowledge and skills of government officials in provision of such services.

The conditional cash transfer (CCT) scheme of the GoTL is being introduced to help with social reintegration of vulnerable groups. The cash transfer is dependent on a set of behaviours, like regular school attendance or immunisation, by the beneficiary family. This can be powerful means to promote education, health, and nutritional outcomes while increasing the purchasing power of women and preventing human trafficking. While UNIFEM will introduce GRB to the Ministry of Social Solidarity's CCT scheme to ensure that resources used to implement CCT scheme will equitably benefit women and men, girls and boys, UNDP will provide technical assistance to the Ministry, both at national and local levels, in strengthening the design and administering of the CCT scheme to

ensure proper criteria and indicators in calibrating the transfer to focus on conditionality that would most effectively alter behaviour, for better social outcome and protection of vulnerable women and girls. Providing technical support to the Ministry of Social Solidarity to strengthen the design and administering of their cash transfer can build sustainable capacity of the government at national and local levels to administer the scheme. This is in-line with the GoTL's intention to develop a social protection policy to enable poor households headed by women to cope with hardships, illness, death, loss of income or other hardships that may incline young girls to migrate and be more vulnerable to exploitation.

GRB together with the technical assistance to improve cash transfer schemes, as upstream interventions, can increase the setting-up and strengthening of health, legal and psycho-social support services to respond adequately to women and child victims of domestic violence and trafficking in the targeted districts, as downstream interventions. It is envisaged that the national and local referral mechanisms and services will be strengthened because of adequate resources due to GRB that are in place to link national and local levels to gender concerns.

Outcome 1: Improved protection of women and girls through the establishment of legal frameworks and mechanisms to uphold their rights;

The following is a brief summary of how activities will lead to the realisation of the outputs and the successful achievement of Joint Outcome 1.

Output 1.1: Legislation passed and national action plans developed to prevent and combat domestic violence and human trafficking.

Output 1.2: Capacity building programme developed to upgrade the knowledge and skills of government officials, NGOs and CBOs involved in implementing action plans related to combating domestic violence and human trafficking at national and local levels.

Output 1.3: Information, education and communication strategies developed and implemented on domestic violence and human trafficking at national and local levels

The law on domestic violence is yet to be passed, and so are the development and implementation of the national action plans to prevent domestic violence and on anti-trafficking. To address these, the first JP Outcome will build overall capacity of all duty bearers, responsible for legislative frameworks from the stage of promulgation, implementation, monitoring and reporting. The JP will also develop advocacy strategies on messages against domestic violence and human trafficking, including advocacy for the promulgation of the domestic law and action plans. Capacity building of claim holders will also be enhanced to demand for appropriate legal frameworks and mechanisms upholding their rights. UNFPA will lead in activities relating to domestic violence. IOM will lead in activities relating to anti-trafficking. UNICEF will partner with UNFPA and IOM in capacity building and advocacy activities. The three agencies will coordinate their training and advocacy plans, activities and materials in the context of the priority districts and groups of beneficiaries. Training on different topics for the same target groups, for instance, will be coordinated to be integrated and/or organised back-to-back as opportunities allow.

The development of the national plans against domestic violence and the national action plan against human trafficking would bring stakeholders from a variety of disciplines, including government agencies responsible for labour, education, women, youth, foreign affairs, security, etc., service providers in physical and psychosocial health and legal assistance, and civil society, leading to enhance coordination and cooperation in the responses for domestic violence and human trafficking. National Action Plans help establish benchmarks for activities, allowing a country's response to be resourced, monitored and evaluated during implementation.

Developing these national action plans require the various stakeholders to upgrade their knowledge and skills. These capacity building activities are technical support to train stakeholders to draft the plan, facilitate community consultations and to implement and monitor the national action plans. The training programmes offer an opportunity to build skills to draft the national action plans and provide conceptual understanding from a gender perspective. UNPFA and IOM will lead in this endeavour of building capacity among the stakeholders with UNICEF.

Before the rolling out of these training programmes to the various stakeholders, discussions will be held among the lead agencies to ensure that the content and the delivery of the trainings complement the work of each other. These training programmes will reinforce the trainings being conducted by the various agencies at the national and local levels. The training programmes involve the development of the standard training module on domestic violence; strengthening familiarisation or reinforcement of rules and procedures with regards to legislative frameworks on domestic violence and human trafficking. The goal of these trainings is to enable the stakeholders to develop national action plans that are operational, programmatic and resourced to offer protective assistance and services to those affected by domestic violence and human trafficking. In developing the national action plans, GRB presents a useful tool to show how gender analysis and budget formulation can be aligned to achieve positive outcomes.

Underpinning efforts to improve the protection of women and girls through legal frameworks, annual public information campaigns will be conducted to increase awareness on issues of domestic violence, human trafficking and discrimination against women and girls; increasing knowledge of the laws and policies providing protection to women and girls and changing behaviour in order to decrease incidence of domestic violence, human trafficking and child abuse crimes resulting from discrimination and a lack of awareness of women and girls' rights.

Public information will target rights holders, particularly women and girls; duty bearers, including men, parents, suco chiefs, and law enforcement and prosecutorial agencies; vulnerable populations such as most affected communities, female migrants, and school leavers; victims and perpetrators of domestic violence, human trafficking and child abuse crimes; and agents of social change such as suco councils and members of the media. In addition, the activity on controlling violent behaviour for offenders in prisons will complement the annual public information campaigns to decrease incidences of domestic violence, and to prevent it from recurring.

UNPFA will lead the national socialisation campaign on GBV with UNICEF and IOM complementing the socialisation campaign at community-level. A baseline assessment measuring awareness, attitudes and behaviours related to domestic violence, human trafficking, discrimination and violence against women and girls will be followed by post-campaigning assessments in Year 1, 2 and 3 measuring impact of previous annual public information campaign(s). The three UN agencies will jointly develop annual public information strategies taking into account baseline and/or post-campaign assessments specifying priority messages and target groups, distribution strategies, materials, activities and division of labour. IEC and broadcast materials will be designed to share information, encourage behaviour change, increase reporting and accessing services. IEC materials will be distributed throughout the five targeted districts. There will be community-level awareness and socialisation activities and sensitisation workshops for law enforcement, prosecutorial authorities, and/or members of the media in the five priority districts.

Outcome 2: Reduced vulnerability of women and girls through improved outreach mechanisms and services and the establishment of a social protection scheme

The second outcomes of the JP aims to provide technical support to the Ministry of Social Solidarity to strengthen the design, targeting, ground implementation, baselines, monitoring and evaluation framework with measurement indicators of conditional cash transfers. The support aims at building sustainable capacity of government at national and local levels to design and administer such schemes. There will be complementary activities to this outcome where technical and financial

support packages will be offered to women and girls, through both NGOs and government agencies: information sessions, skills development including sustainable livelihood for victims/survivors of exploitation and violence, counselling services and safe space, among others. These complementary structures will fill the gap in government services that usually reach at most to the sub-district level.<sup>19</sup> UNDP will take the lead in conditional cash transfers. UNFPA, IOM and UNICEF will jointly work on support services for women and girls in the context of domestic violence and human trafficking.

The following outputs will be achieved to realise Outcome 2. They are:

Output 2.1: Technical support provided for improving the design and implementation of on-going conditional cash transfer (CCT) schemes of the Ministry of Social Solidarity.

Output 2.2: National and local referral services and mechanisms established and/or strengthened for the protection of victims of gender-based violence and human trafficking.

The technical support under Output 2.1 will address the following issues:

- a. Development of a database of beneficiaries and potential beneficiaries enabling cross checks with information on families benefiting from other schemes to reduce misuse.
- b. Development of participatory methods for identification of the target women (including those heading households).
- c. Putting in place a system of monitoring and evaluation and impact analysis and link to feedback mechanism.
- d. Supporting drafting a legal framework for social protection schemes to make them for more sustainable and enforceable.
- e. Improving implementation of existing Conditional Cash Transfers (CCT) through innovative means of cash payment, coordinated delivery of social services (health and education) and simple but reliable means of verification of conditions having being met.

UNDP as the lead agency will work closely with and invite inputs from the World Bank and other agencies in relation to the design and implementation of the CCTs. World Bank will be invited to the Programme Management Committee (PMC) meetings. All relevant stakeholders i.e. the local communities, suco councils, the Ministries of Health, Education and Social Solidarity will be involved to discuss the best ways to strengthen the scheme including specifics of implementation (target households, monitoring conditions, payments, case management, etc).

With a view to avoid launching parallel initiatives, the JP will only provide support to the Ministry of Social Solidarity to strengthen/revamp its ongoing schemes. As such, the government will continue to implement its CCT schemes as usual out of its own budgetary resources. This JP does not envisage any resources from the government for separate initiatives.

The existing schemes under the Ministry of Social Solidarity include Bolsa Mãe under which mothers are given cash for sending their children to schools and the programme for enterprise development for women victims of domestic violence which women (who form themselves into a group) receive seed money to start their own business.

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<sup>19</sup> A UNFPA Case Study on Gender-based Violence in Timor-Leste (2005) recommends support to national NGOs in forms of technical assistance and staffing, both national and international. "Some of the lessons learned through gender-based violence in Timor-Leste are the importance of involving international staff with strong background and experience in gender-based violence work, of finding balance between victims' medical and psychosocial needs and of using research to inform the focus of programmes" (page 3).

The programme will link very closely with two of the ongoing UNDP-UNCDF programmes. First, Inclusive Finance for the Underserved Economy (INFUSE) aims at strengthening the capacity of microfinance institutions and other financial service providers. It will also explore designing of innovative financial products and IT-based payment systems, including electronic transfers. Linking these financial service providers with the beneficiaries of the CCTs will reduce leakages in the cash payments and inculcate banking habits amongst vulnerable groups opening up further possibilities of income-generating activities. Although the JP primarily focuses on improvements in Bolsa Mãe, in view of the INFUSE programme, there are opportunities of linking survivors of domestic violence and human trafficking (whether beneficiaries of Bolsa Mãe or others) to micro-credit initiatives through referral services for victims of domestic violence and human trafficking.

Second, Local Governance Support programme (LGSP) which promotes, inter alia, more effective, efficient, and equitable public service delivery for the social and economic development in the country. Operational in eight districts, of which three are common to the JP, the LGSP can provide an operational vehicle for the improvements in the implementation of ongoing CCTs. The officials and other actors implementing CCTs can also benefit from district level capacity building programmes for ensuring that implementation of CCTs is effective (targeting the right households) and efficient (using the most efficient delivery mechanism for cash transfers).

Based on the technical support, GoTL will implement a strengthened Bolsa Mãe scheme to be rolled out for direct transfer of cash to vulnerable women, including heads of household, in identified districts linked to conditions relating to children's school attendance and visit to health clinics. The improved version will be closely monitored in the identified districts (Covalima, Bobonaro, Oecussi, Baucau, Dili) where the JP will be implemented.

The JP will also build on the provisions set out the draft Law on domestic violence as well as in the existing Law on Community Authorities, where village and suco leaders promote and guarantee the creation of mechanisms for the prevention of domestic violence and collaborate with other institutions working on public awareness.

Furthermore, direct assistance like provision of grants to victims of domestic violence and human trafficking will be provided through partnership with local service providers and NGOs experienced on the issue. There will also be technical support to strengthen referral mechanisms. There will be provisions of grants for starting-up or continuing support for safe houses or shelters for the survivors of domestic violence and human trafficking in the five districts. Referral services will be strengthened through the development of a national referral mechanisms detailing roles and responsibilities and linking victims of domestic violence and human trafficking to available services, improving case management through SOP, emphasising use of gender and child sensitive protocol and the introduction of a forensic protocol. The safe houses or shelters, referral services, reporting mechanisms and the existence of survivors of domestic violence and human trafficking will form the basis of strengthening the national and local referral system in the identified districts.

UNICEF is already working closely with UNFPA and the Ministry of Social Solidarity to expand social welfare services for vulnerable children and women in rural areas. Additional funding will allow for increased social services coverage, with a particular focus on gender-based violence care and support services (legal, health and psychosocial – including shelter) in the target districts. Such services will serve to complement any CCT scheme by ensuring appropriate identification and referral of cases, effective service provision and follow-up data management and trends analysis through the referral mechanisms.

Outcome 3: Improved social and economic situation of women and girls through a fair allocation of resources using gender-responsive budgeting

The third joint outcome aims to transform the budgetary process – from planning, resource allocation, implementation, monitoring and evaluation – to ensure that allocation and expending of

resources take into consideration gender differences and resources are fairly allocated for equitable benefits of women and men, and girls and boys. It aims to reorder the budgetary processes and priorities to support women's empowerment and gender equality by promoting effective use of resources to achieve both gender equality and human development.

The JP will prioritise programmes within sectors that focus on services for domestic violence and human trafficking, from both prevention and empowerment perspective, i.e. the education sector, and the redress mechanisms, i.e. the health sector. The JP will also focus on poverty reduction and social protection programmes in particular the conditional cash transfer schemes for vulnerable women and girls. Gender responsive budgeting under this JP will focus on the expenditure side of the budget.

UNIFEM will lead in this component together with the Ministry of Finance, SEPI, Ministry of Health, Ministry of Education, Ministry of Social Solidarity, selected NGOs and the academia. Outcome 2 builds on the work undertaken by SEPI (previously OPE) and the Ministry of Finance on gender budgeting where seminars were held with Ministry of Finance officials and Budget Focal Points from each sectors to design a gender budget analysis that was appropriate for Timor-Leste in 2003. Prior to the approval of the 2008 National budget, UNIFEM facilitated introductory workshops on GRB with NGO representatives and women parliamentarians.

Furthermore, the GoTL through the Council of Ministers, has approved the establishment of the structure of the Secretary of State for the Promotion of Equality (SEPI)<sup>20</sup> geared towards the promotion of equality and the establishment of Gender Focal Points (GFPs)<sup>21</sup> at the ministry and district levels, to ensure gender mainstreaming of government strategies, policies and legislations through gender-based analyses in all ministries and Secretariats of State under the Prime Minister. The gender commitment of the GoTL was further underscored in the 2008 Budget where it was stated that a gender approach would be undertaken in the National Development Plan II and the 2009 Budget. Line Ministries would be asked to consider gender impact when developing policies for improved service provision to communities.

Outcome 3 will be achieved by the delivery of the following outputs:

- Output 3.1: Tools on gender sensitive planning and gender responsive budgeting developed to increase the knowledge and skills of senior government officials, members of local assemblies and local council members.
- Output 3.2: Civil society (NGOs, women's groups, CBOs, academia) trained on gender sensitive planning and gender responsive budgeting to advocate for, scrutinize and monitor public expenditure; and
- Output 3.3: Gender responsive budgets prepared and pilot tested in selected line Ministries, local assemblies and suco councils.

Together with SEPI, UNIFEM will operationalise the GoTL's commitment to gender budgeting by working with the Ministry of Finance and selected line ministries, namely the Ministry of Health, Ministry of Education and Ministry of Social Solidarity. The JP will also introduce gender sensitive planning and budgetary process to one pilot district, Bobonaro. The role of SEPI will be advisory and provider of inputs/advice to the Ministry of Finance and selected line ministries on issues of gender. UNIFEM will build capacity of SEPI and work with the Ministry of Finance to influence all parts of the GoTL to conduct gender analysis and audit of their budget through the established gender focal points.

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<sup>20</sup> Decree Law Establishing the Structure of the Secretariat of State for the Promotion of Equality, Dili, 19 March 2008.

<sup>21</sup> Resolution on the Establishment of Gender Focal Points, Dili, 19 March 2008.

There will be sensitisation sessions, trainings of trainers for budget experts, workshops on gender responsive budgeting, briefings to inform and raise awareness of different target groups about GRB concepts, practices and benefits. Essentially, these sensitisation and trainings will build on the gender analysis workshops that were carried out in 2003. It is envisaged that the participants of these workshops including gender focal points will be catalysts for GRB in their respective ministries. These participants will provide inputs to the development of relevant tools and instruments for GRB application at country-level, with particular emphasis on gender dimensions of social policies, best practices and lessons learned on GRB for senior government officials and middle-level staff of the different line Ministries as well members of local assemblies and local council members.

UNIFEM will also draw the experience of its work with the women parliamentarians from a joint UNIFEM-UNDP initiative through the Gender Resource Centre of the National Parliament to build capacity of elected parliamentarians to promote accountability mechanisms to ensure service delivery for vulnerable women in the context of domestic violence, human trafficking and poverty.

Development of gender sensitive local planning and budgeting processes at district and local levels will be strengthened with the relevant tools and instruments and links with trainings at national level and at Parliament. In view of the Local Governance Support Programme (previously the Local Development Programme or LDP) to provide support for nation-wide decentralisation reform in the coming years, these interventions will be relevant and appropriate. Training on GRB for all members of the suco councils and local assemblies will be very useful as they are the entry points for needs identification, planning, implementation, oversight and evaluation of community projects. This will be a follow-up to the earlier processes and procedures that were introduced by the LDP at the Ministry of State Administration and Territorial Management (MAEOT) in responding to the prioritised community needs that were identified and endorsed by the local assemblies, at the sub-district and district assemblies. On the basis of the specific modalities that are currently being incorporated in the draft Decentralisation Law, these processes and procedures will be adopted accordingly. The local assemblies will have each a gender standing committee which is envisaged to focus on gender responsive plans and budgets. Suco councils will formulate and effectively implement and monitor policies on gender responsive budgeting.

Building partnerships with civil society institutions is to build expertise and experience of women's NGOs, research institutions/academe to focus on gender issues and its implementation at the local level through NGO partners based in the districts. UNIFEM plans to foster partnership between researches, parliamentarians, local government councillors, journalists, civil society activists and government planners from the piloted ministries – Health, Education and Social Solidarity to plan activities around the government budget cycle. Activities envisaged are gender analysis of the national policies in health, education and social solidarity and analysis of the national budget from a gender perspective. The analysis of the gender budget will take account of gender-specific expenditure, achieving equity in public service and how budget benefits both men and women.

In short, UNIFEM will build capacity, knowledge and skills of parliamentarians, executive branch at both national and local levels as well as women NGOs while at the same time providing technical assistance in developing tools for gender analysis and gender budgeting, starting from the stage of planning, implementation to monitoring and evaluation. Although the three-year period of the JP does not allow for impact of gender responsive budgeting, the period of two budget cycles under the JP will allow for commitment, capacity and tools to be developed and pilot tested.

The work in this component will bear on the other two components to delivery equity for women and girls. The activities to train civil society (NGOs, Women's groups, CBOs, academia) on gender sensitive planning and gender responsive budgeting to advocate for, scrutinise and monitor public expenditure will assist to strengthen the demand for services for domestic violence and human trafficking. It will also develop an accountability mechanism from the Parliament, line ministries to the NGOs and the community. This process of engendering budget and expending as per priorities

of gender concerns can also generate strong interest to push forward the passing of the domestic law and the development of national action plans on human trafficking.

Outcomes 1, 2, and 3 provide synergy and complement one another in the realisation of rights for women and girls in Timor-Leste. There is strengthened legislative framework in the form of national action plans to assess current protective assistance and services available and determining prioritized areas for intervention to include identification of funding needs and sources of funding. It is further enhanced by tools and heightened awareness and understanding of GRB in the Parliament, line Ministries, local assemblies and suco councils that will support efficient and effective allocation of budget for realisation of services leading to protection of women and girls in the areas of domestic violence and human trafficking. GRB in the area of education is expected in the medium to long-term to contribute to retention of girls in school, leading to decreased vulnerability to poverty, violence and trafficking. The technical support for the conditional cash transfer component will contribute to knowledge generated for the effective and efficient implementation of the programme that can open up possibilities of income-generating activities, which is another tool for poverty reduction, particularly for female-headed household.

**4.4 Sustainability of results:** The sustainable of the JP is the interplay between policies, spending commitments and actual implementation which would be strengthened through gender analysis. The JP is aimed at shaping government structures and supporting its government resources structures through the capacity development element that is an integral part of the JP. Activities contributing to Outcome 1 of the JP by UNFPA, UNICEF and IOM seek to build capacity of government agencies and NGOs at district and community levels in delivering services (e.g., police, judiciary, health workers). Direct partnership with NGOs in delivering services will provide an intermittent step for services to be provided to women and girls while government agencies' structure and capacities are being strengthened through technical assistance which will strengthen effective and efficient implementation of service delivery programmes for domestic violence, human trafficking and cash transfers. In addition, activities on GRB with the Ministries of Health, Education and Social Solidarity and the suco councils at the district levels, will contribute to shaping, resource structures at community and district levels.

## **5. Results Framework**

Table 1 provides a detailed listing of each joint outcome, the related outputs and specific agency activities as they relate to the outputs. In addition, Table 1 lists national partners involved in each activity. Annex A provides a more detailed First Year Work Plan for achieving each activity. The work plan also lists the recipient or national implementing partner that each UN agency is working on specific activities, and also identifies the payment mechanism for that activity.

On the basis of the Results Framework (Table 1) and First Year Work Plan (Annex A), from all participating UN organizations, the total estimated budget of the JP is \$4,955,000. This includes budgets from each UN organisation, including the 7% management, as follows:

|        |             |
|--------|-------------|
| UNDP   | \$629,995   |
| UNFPA  | \$918,445   |
| UNICEF | \$465,450   |
| UNIFEM | \$1,080,546 |
| IOM    | \$1,283,716 |

Programme Management Budget \$576,848

The total budget amount also includes the \$20,000 incurred for the preparation of the JP Document.

Table 1: Results Framework

See attached Table 1 of the Results Framework

## **6. Management and Coordination Arrangements**

Overall guidance of the JP will be provided by the **National Steering Committee (NSC)** which will have a key oversight role throughout the three-year programme and will have the following members:

- Minister for Economy and Development, Mr. João Gonçalves (Co-chairperson)
- Deputy Special Representative for the Secretary-General, UNMIT; UN Resident and Humanitarian Coordinator and UNDP Resident Representative, Mr. Finn Reske-Nielsen (Co-chairperson)
- General Coordinator, Technical Office for Cooperation of Spain in Timor-Leste, Mr. Francisco de Asis Lopez Sanz

Other UN agencies, donors, Government representatives and members of civil society will be invited to participate in NSC meetings as observers or to provide information as needed. The criteria are (a) involvement of the organisation in projects financed or to be financed from the JP; and (b) impact of projects financed from the JP on the activities of the organisation. Decisions to invite observers will be made by the two co-chairs. The NSC will be common to all JPs under this fund, including any potentially funded JPs under other funding windows. The NSC will meet semi-annually, and all decisions will be made through consensus. The main function is to exercise oversight and be responsible for making necessary arrangements for assurance of successful functioning of the JP.

The Fund will rely on the **UN Resident Coordinator** to facilitate collaboration between Participating UN Organisations to ensure that the programme is on track and that promised results are being delivered.

A **Programme Management Committee (PMC)** will be established for the operational coordination of the JP. The PMC will be co-chaired by the Minister of Finance or her designate with the UN Resident Coordinator as co-chair.

The PMC's membership will consist of relevant implementing parties. However, the UN RC or his designate can authorise the formation of smaller working groups to deal with specific components of the JP as deemed appropriate to ensure more effective implementation and coordination. Thus, the PMC will comprise from amongst the following:

1. Participating UN organisations:  
UNDP, UNFPA, UNICEF, UNIFEM and IOM
2. Government representatives:
  - Minister of Finance (MoF);
  - Secretary of State for the Promotion of Equality (SEPI);
  - Minister of State Administration and Territorial Ordinance (MAEOT);
  - Minister of Social Solidarity (MSS);
  - Minister of Justice (MoJ);
  - Minister of Education (MoE);
  - National Police Force (PNTL);
  - Minister of Foreign Affairs (MoFA);
  - Secretary of State for Security;
  - Secretary of State for Professional Training and Employment;
  - Secretary of State for Migration and Communities Abroad; and

- Secretary of State for the Council of Ministers.

3. Civil Society representatives and experts will be invited to participate in the PMC as appropriate. The International NGOs have nominated the Christian Children's Fund (CCF) to represent them on this Committee, and the Rede Feto (Women's Network) has been nominated as the representative of the local NGOs.

4. The World Bank will be invited to this Committee.

The PMC functions are as follows:

- Manages programme resources to achieve the outcomes and output defined in the programme;
- Aligns MDG-F funded activities with UNDAF approved strategic priorities;
- Establishes programme baselines to enable sound monitoring and evaluation;
- Establishes adequate reporting mechanisms in the programme;
- Integrates work plans, budgets, reports and other programme related documents; and ensures that budget overlaps or gaps are addressed;
- Provides technical and substantive leadership regarding the activities envisaged in the Annual Work Plan and provides technical advice to the NSC;
- Agrees on re-allocations and budget revisions and makes recommendations to the NSC;
- Addresses emerging management and implementation problems;
- Identifies emerging lessons learned;
- Establishes communication and public information plans
- Highlights issues of relevance to the Prime Ministerial Committee on Gender Equality for action.

Experts will be invited as observers to the NSC meetings as and when needed. The PMC will normally meet on a quarterly basis.

Each of the outputs of the JP will be managed by a UN Agency as shown in the strategic results framework. UNDP, UNFPA, UNICEF, UNIFEM and IOM will be responsible for:

- The professional and timely implementation of the outputs and activities identified in the programme document;
- Delivery of technical and progress report as identified in the programme document;
- Contracting and supervision of qualified local and international experts; and
- Financial administration, monitoring, reporting and procurement.

There will be a **Programme Management Unit (PMU)** to be located within the UNIFEM Timor-Leste Programme Office, which will be the nodal agency for implementation of the JP. To ensure effective support of the JP and the PMC, the PMU will be staffed by one international with an M & E background and two national staff members, with specific responsibilities for the following:

- Provide support for the day-to day management of the JP;
- Provide effective implementation support for the JP, including integrating work plans, budgets and other reports;
- Provide the support for overall monitoring and evaluation of JP activities, and establish and put into practice effective reporting mechanisms;
- Support agencies in implementing their activities with partners as required;
- Prepare quarterly and annual progress reports on achievements and disbursements of funds; including consolidating narrative reports on the JP for the donor;
- Prepare the final programme reports; and
- Manage the asset inventory.

The PMU is placed with UNIFEM as the Secretary of State for Promotion of Equality, which serves as the national women's machinery, is under a process of recruiting technical officers to strengthen the

organization. SEPI is currently recruiting staff members for its Technical Directorate that oversees policy, planning, monitoring and evaluation, training and coordination/consultation. UNIFEM will ensure transferring of skills to SEPI and work closely with SEPI in view of building capacity to SEPI in progressively monitoring and evaluation of government policy and programmes in gender responsive manner.

## **7. Fund Management Arrangements**

Each organisation assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the organisation's own regulation and rules.

Each Participating UN Organisation establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Participating UN Organisations are requested to provide certified financial reporting according to the budget template. Participating UN Organisations are entitled to deduct their indirect costs on contributions received according to their own regulations and rules, taking in to account the size and complexity of the particular programme.

Subsequent instalments will be released in accordance with Annual Work Plans approved by the NSC. The release of funds is subject to meeting a minimum commitment threshold of 70% of the previous fund release to Participating UN Organisations combined commitments (Commitments are defined as legally binding contracts signed, including multi-year commitments which may be disbursed in future years).<sup>22</sup> If the 70% threshold is not met for the programme as a whole, funds will not be released to any organisation, regardless of the individual organisation's performance.

On the other hand, the following year's advance can be requested at any point after the combined disbursement against current advance has exceeded 70% and the work plan requirements have been met. If the overall expenditure of the programme reaches 70% before the end of the twelve-month period, the participating UN Organisations may upon endorsement by the NSC request the MDTF to release the next instalment ahead of schedule. The RC will make the request to the MDTF Office on NSC's behalf.

Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office.

## **8. Accountability, Monitoring, Evaluation and Reporting**

**Monitoring:** The JP will have a mechanism for monitoring and evaluation that includes bi-annual review by the National Steering Committee made up of the Minister for Economy and Development; Deputy Special Representative for the Secretary-General, UNMIT; UN Resident and Humanitarian Coordinator and UNDP Resident Representative; and a representative of the Technical Office for Cooperation of Spain. The Programme Management Committee, made up of representatives of participating UN agencies, government representatives that will meet quarterly to discuss progress in the implementation, assess progress made against indicators developed and make management decisions.

The progress of the JP will be measured against the indicators listed in the JP Monitoring Framework (JPMF) presented in Table 2. Each UN agency and its respective implementing partners are accountable for reporting progress in its area of responsibility. The PMU will be responsible for

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<sup>22</sup> Please note that in an earlier version of the MDG-F Operational Guidance Note issued by the MDTF Office reference was made to expenditure. For administrative purposes this was changed to a minimum commitment threshold.

collating information provided by the agencies/partners, using the JPMF, and reporting progress to the PMC at its quarterly meetings. A complete review of progress towards targets for all indicators will be undertaken bi-annually and presented to the PSC. These reviews will make it possible to monitor whether the JP is on track and allow mid-course adjustments to the work plan for the following period.

**Annual/Regular Reviews:** A single annual narrative report and financial report will also be prepared by the PMU, based on inputs from participating agencies/partners. The report will be anchored in the Results Framework and structured around the outcomes and outputs.

**Evaluation:** The PMU will also undertake a final evaluation, which will assess the relevance and effectiveness of the JP interventions, and measure the development impact of the results achieved, on the basis of the initial analysis and indicators described in the JP. In addition, the Fund Secretariat has also proposed that it will lead a Mid-Term review for the JP.

**Reporting:** This integrated report will obviate the need for each participating organisation drafting a separate report. The joint monitoring and reporting mechanism put in place by the PMU will track the Participating UN Organizations' individual contributions to the programme outputs.

The MDTF Office is responsible for the annual Consolidated Joint Programme Progress Report, which will consist of three parts:

**AA Management Brief:** The management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.

**Narrative Joint Programme Progress Report:** This report is produced through an integrated Joint Programme reporting arrangement. The report should be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.

**Financial Progress Report:** Each Participating UN Organisation will submit to the MDTF Office a financial reporting stating expenditures incurred by each programme during the reporting period. The deadline for this report is 31 March.

The document should note that the quarterly reports will be made available to the donor.

The joint programme document should note that the joint programme will have a final evaluation and mid-term review. The mid-term review will be organised by the MDG-F Secretariat.

## **Table 2: Joint Programme Monitoring Framework (JPMF)**

Implementing agencies intends to strengthen the M & E plan by addressing baseline information during the implementation process. Assistance from the MDG-F Secretariat to help approved programmes address their M & E framework is much appreciated.

See attached Table 2.

## **9. Legal Context or Basis of Relationship**

### **Table 3: Basis of Relationship**

| Participating UN organization | Agreement   |
|-------------------------------|---|
| UNDP                          | This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Timor-Leste and the United Nations Development Programme, signed by the parties on 20 May 2002.   |
| UNFPA                         | UNFPA is covered by the UNDP SBAA with the Government of Timor-Leste signed on 20 May 2002.   |
| UNICEF                        | The collaboration between the Government of Timor-Leste and UNICEF of the current country programme cycle of 2003 to 2005 was formalised on April 4th, 2003 when the first Master Plan of Operations (MPO) for the Country Programme of Cooperation for women and children in Timor-Leste was signed between the Government and UNICEF. |
| UNIFEM                        | UNIFEM is a separate and identifiable entity in autonomous association with UNDP and is covered by the UNDP SBAA with Timor-Leste signed on 20 May 2002.  |
| IOM                           | IOM is covered by a standard basic agreement with the Government of Timor-Leste signed on 20 May 2002.  |

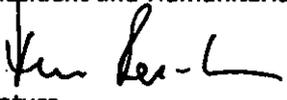
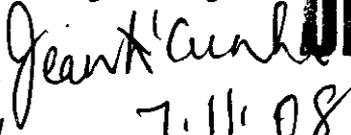
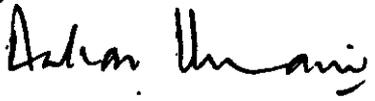
*The implementing Partners/Executing Agency<sup>23</sup> agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.*

## 10. Work plans and budgets

See attached Annex A.

<sup>23</sup> Executing Agency in case of UNDP in countries with no signed Country Programme Action Plans.

**Names and signatures of (sub) national counterparts and participating UN organizations**

| UN organizations   | National Coordinating Authorities  |
|--|--|
| <p>Finn Reske-Nielsen<br/>Deputy Special Representative of the Secretary-General for Governance Support, Development and Humanitarian Coordinator, UNMIT<br/>UN Resident and Humanitarian Coordinator</p>  <p>Signature<br/>Date &amp; Seal 6.11.08</p> | <p>João Mendes Gonçalves<br/>Ministry of Economy and Development</p>  <p>Signature<br/>Date &amp; Seal</p> |
| <p>Jean D' Cunha<br/>UNIFEM, E&amp;SEA Regional Programme <small>United Nations Development Fund for Women</small></p>  <p>Signature<br/>Date &amp; Seal 7.11.08</p>   |  |
| <p>Akbar Usmani<br/>Country Director<br/>UNDP</p>  <p>Signature<br/>Date &amp; Seal 6.11.2008</p>   |  |
| <p>Hernando Agudelo<br/>Representative<br/>UNFPA</p>  <p>Signature<br/>Date &amp; Seal</p>  |  |
| <p>Jun Kukita<br/>Representative<br/>UNICEF</p>  <p>Signature<br/>Date &amp; Seal</p>   |  |
| <p>Luiz Vieira<br/>Chief of Mission<br/>IOM</p>  <p>Signature<br/>Date &amp; Seal 06/11/08</p>  |  |