

EUROPEAN UNION ROADMAP FOR ENGAGEMENT WITH CIVIL SOCIETY IN TIMOR LESTE



GENERAL INFORMATION

Status: Public

Date of approval: 13 July 2018

Period covered: 2018-2020

Update of a previous RM: yes (first version approved on 15/07/2016)

Approved by: EU DEL, Portugal, Germany and France

PART I – BRIEF ANALYSIS OF THE CONTEXT AND PAST EU ENGAGEMENT

Introduction

Timor-Leste (TL) is often referred to as a post-conflict success story after 25 years of occupation. Classified as a lower middle-income country, the country has made considerable socio-economic and political progress since its independence was restored in 2002. Following the United Nations (UN)-sponsored self-determination, Timor-Leste rapidly started shaking off its violent past by developing state structures and holding democratic elections, joining the United Nations, signing and ratifying the most relevant international treaties, and setting up a market economy which grew exponentially during a decade. The Economist Democracy Index 2016 ranked Timor-Leste as the top country in South East Asia, based on a consideration of electoral process and pluralism, the functioning of the Government, political participation and civil liberties.

However, as a young nation transitioning out of a fragile and conflict-prone situation, it still faces significant challenges to consolidate and build the capacity of state institutions, and those of its civil society, and to foster sustainable and inclusive socio-economic development, particularly in rural areas where poverty, malnutrition and unemployment remain high. Petroleum and gas fund revenues, on which the annual state budget has been relying, are in progressive decline. Real GDP growth has decreased to from an average of 10% in the last decade to 2% in 2017¹ (due to the political impasse and non-approval of the national budget). Nearly half the population lives in extreme poverty, mostly in rural areas – which still rely on subsistence farming. Despite a notable reduction of violence, a number of tensions and forms of violence persist which threaten to undermine the gains of these past few years.

The 2017 Timorese presidential and legislative elections were respectively the third and fourth held since the country gained independence in 2002 and were the first elections organised by the Timorese electoral management bodies without international support. The European Union Election Observation Mission (EOM) deployed stated that both elections were well-administered, credible and inclusive. More importantly, the different phases of the electoral process were conducted peacefully, allowing to turn the page from the political crisis and election-related violence in 2007. In order to resolve a political impasse, new and anticipated elections took place on 12 May 2018 which were equally carried out in a peaceful and transparent manner.

¹ <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=TL>

Economic diversification, effective decentralisation, the persistently high level of poverty and low social development indicators in rural areas, youth unemployment and violence against women are among the leading issues that Timor-Leste's new institutions will need to tackle.

The European Union (EU) has supported Timor-Leste's development with over 200 EUR million through the 9th, 10th and 11th European Development Fund (EDF). In line with TL's Strategic Development Plan 2011-2030, the ongoing EU National Indicative Programme (NIP) for Timor-Leste 2014-2020 focuses on good governance and rural development, including nutrition. In addition, Timor-Leste also benefits from EU financial support through the European Instrument for Democracy and Human Rights (EIDHR), the Civil Society Organisations-Local Authorities (CSO-LA) programme and its memberships of PALOP-TL (Portuguese-speaking African countries and Timor-Leste) and the Pacific Islands Forum.

The EU believes that through strong partnerships with Timorese civil society, overcoming TL's development challenges will be more straightforward. During the post-conflict period, Civil Society Organizations (CSOs) have proven their value as development players, but a shrinking of available funding channels for civil society, in parallel to their limited capacities to lead complex development processes, show that CSOs need to evolve further to serve the country better.

It is in this context that the first Roadmap for Engagement with Civil Society in Timor-Leste was adopted in 2016. Four priorities were thoroughly discussed and agreed upon with CSOs in a workshop organised in Dili. The Roadmap aimed to provide the background and priorities for a common strategic framework under which the European Union Delegation (EUD) and Member States (MS) could work with civil society in Timor-Leste. Its preparation was foreshadowed by the 2012 EU Communication "The Roots of Democracy and Sustainable Development: Europe's engagement with Civil Society in External Relations" in which the European Commission (EC) sets down its understanding of CSOs as strategic partners in development, stating that an empowered civil society is a crucial component of any democratic system and an asset in itself.

The Communication is articulated around three key pillars for improving the impact of EU support to civil society in partner countries:

- Enhance efforts to promote a *conducive environment* for CSOs;
- Promote *meaningful and structured participation* of CSOs in domestic policies;
- Increase local *CSOs capacity* to perform their roles as independent development actors more efficiently.

At the end of 2017, the EU Delegation took a step forward by updating the RM, again in consultation with CSOs, and further measures for its implementation. This RM intends to enhance the EU support to and engagement with Timorese CSOs to optimise their role as development actors. Based on the research and analysis undertaken along with the consultation processes with CSOs carried out in 2016 and 2017², this Roadmap validates, slightly updating the phrasing, the previous four priorities for action by the EUD and EU Member States for the period 2018-2020, which is the end of the EU programming cycle:

- Establish closer partnerships between the EU, CSOs and the Government of Timor Leste to promote an improved enabling environment (EE) and participation for CSOs in Timor-Leste;

² 23 CSO filled in a 43-question survey and took part in a workshop on 15 November 2017 to share views on environment, roles and participation and capacities and inform the Roadmap update.

- Support civil society efforts to promote human rights, peace culture and gender equality;
- Support civil society efforts to promote social accountability as a way to improve the quality and effectiveness of public policies and promote good management of public resources;
- Foster partnerships between CSOs and the government to enhance the delivery and quality of public goods, particularly in rural areas, to reduce food insecurity, improve nutrition and economic opportunities.

1.1 The State of Civil Society in Timor-Leste

The Roadmap adopts the definition of civil society set out in the European Commission's 2012 Communication as: "All non-state, not-for-profit structures, non-partisan and non-violent, through which people organise to pursue shared objectives and ideals, whether political, cultural, social or economic. Operating from the local to the national, regional and international levels, they comprise urban and rural, formal and informal organisations."

The scope of this definition is largely appropriate for Timor-Leste, where "civil society" captures many forms of association among actors of different nature. Vibrant indigenous and international CSOs deliver social services, carry out research on the changing development context, advocate on key public policy issues and foster social life. Growing out of Timor-Leste's experiences of occupation and resistance, its membership and characteristics have changed as the independent nation-state has matured. Several formally constituted "civil society organisations" are involved in development activities. These include local, district, national and international non-governmental organisations (NGOs). It also includes networks of NGOs such as Rede ba Rai (land network), Timor-Leste Education Coalition (TLCE), Rede Feto (women's network), HASATIL (agriculture network) and the umbrella NGO organisation, FONGTIL. A repeated feedback from the consultation process is that FONGTIL – supported by the EU through a CSO-LA project – could be further strengthened to provide better services to members, in particular as a second level capacity-building provider. The recent changes in FONGTIL's structure and management are a positive sign and will hopefully pave the way to a better internal dialogue inside the organisation.

Civil society in Timor-Leste also includes several forms of community-based organisations (CBOs) operating within and between sucos (villages), such as water management groups, farmers' groups, seed groups and the community committees established to implement the Government's National Programme for Suco Development. CBOs often form an instrumental part of the outreach of government and donor programmes into rural areas and are also connected into farmers and trade unions, cooperatives and collectives.

Also, groups involved in religious and cultural practices, as well as social groups including women's, youth, veterans and sporting groups are considered part of civil society, together with a number of media operators, in particular community radio and journalists associations can to some degree be considered to form part of civil society. Similarly, Suco Chiefs and traditional leaders exert their role in the regions and participate in development processes. The EUD and EU Member States continue working with many actors from across the width of formally associated civil society in Timor-Leste.

a. The Enabling Environment

Many of the institutions and practices of a democratic nation-state have been established in Timor-Leste. However, political leaders juggle with the three overarching and ambitious goals of stability, peace and prosperity and are making political, economic and social trade-offs in the process. Civil

liberties have generally been respected and freedom of speech is constitutionally protected. However, several occurrences suggest that the long-term consolidation of strong democratic intent into substantively democratic institutions and freedoms cannot yet be assumed. Structural vulnerabilities such as widespread poverty, youth unemployment, old political divisions and opportunities for fraud and corruption have grown along with oil revenues.

The operating environment for civil society is deemed to be relatively safe and free. Yet, Timorese democracy continues to develop the space for civil society; and policy-making dialogue with CSO is neither institutionalised nor uniform across development sectors. National and community-based organisations have been able to perform their roles as advocates for development and to deliver and monitor important services to the communities. Traditional leaders, village authorities, church leaders and cultural and sporting groups have helped stabilise and foster social life as Timor-Leste has recovered from national conflict.

The ability of Timorese CSOs to function efficiently over the long-term depends on having capacity and sustainability in three inter-linked areas: their financial base, their organisational management and their ability to deliver high-quality activities. External funding, whether from international donors or the government, will remain the primary sources of income for Timorese CSOs at least in the 2016 - 2020 period. However, donor processes for funding CSOs and supporting organisational capacity building in Timor-Leste have been largely ill-fitted for the high-level objectives they pursue.

Most of the funding for CSOs have been short-term, project-based and action-oriented (i.e., funding through CSOs as opposed to funding to CSOs). It has focused on poverty reduction, development and policy impact to the detriment of the capacity development of local organisations. Most donors have been reluctant to provide multi-year core funding even though a review emphasized that "you cannot build a country project by project." The reliance on project-based funding makes it difficult for CSOs to maintain their own strategic, long-term intent. Organizational management is highlighted by CSOs themselves and by donors as weak on average. An alternative is the "partnership model", which aims to expand mutual accountability from mainly tracking financial compliance to tracking results and capacity, and involve providing core funding, which the CSOs can use with some discretion for their operational and policy objectives, as well as on activities that reflect shared objectives, over at least a three-year period in which the donor accompanies the local CSO recipient in its work.

CSOs must build constructive relationships and present their findings sensitively to ensure their voices are welcomed. At the same time, donors have a role to play in encouraging government's initiative to welcome civil society monitoring. Although civil society and the government have established sectoral forums which allow CSOs space to join policy discussion and propose new ideas, nevertheless, at other times, the government is more likely to treat civil society as a group to be informed and to whom public policy must be socialized.

b. Roles and Participation of CSOs

Timorese CSOs shape policy-making by delivering services, monitoring government service delivery and advocating for evidence-based policy. Their level of impact on government and parliamentary decisions has been variable, with good access to decision-makers not always being translated into action by policy-makers. This reflects a number of variables, potentially including political standing, the electoral cycle, the variable capacity for policy formulation and budget execution across the government and the sheer scale of the development challenge and the difficulty of choosing advocacy priorities. Civil society and the government have established sectoral forums which allow CSOs space

to join policy discussion and propose new ideas. For example, the Superior Council on Defence and Security in the President's Office includes Fundasaun Mahein; the Ministry of Agriculture and Fisheries' Consultative Council on food security and nutrition (KONSSANTIL) includes HASATIL; the Petroleum Fund Consultative Council includes two members representing CSOs. Parliamentary committees often seek CSOs' views on budget proposals. At other times, the government is more likely to treat civil society as a group to be informed and to whom public policy must be "socialised."

Evidence shows that the relevance and quality of public policy in Timor-Leste would likely be increased if a diverse range of voices were heard, mainly from the districts. Some successful examples include the work of women's organisations and their supporters to develop and promote a law against domestic violence, which was critical in creating policy space on an issue that affects over a third of Timor-Leste's women in their lifetimes.

At the national level, a number of NGOs have established a reputation for good quality policy analysis in their areas of expertise. For example, Belun on conflict incidence, La'o Hamutuk and Luta Hamutuk on economic policy and natural resources, Fundasaun Mahein on the security sector, the Judicial Sector Monitoring Programme (JSMP) on justice policy and court operations, Rede ba Rai on land policy and mediation and legal aid for land conflict disputants and TLEC for education quality. Their collection and analysis of information are essential to national and international stakeholders, as there is relatively little in-depth and nuanced coverage of Timor-Leste issues from foreign media and the quality of domestic media analysis tends to be limited. Information collected by CSOs is not necessarily, however, changing public policy. Further work is needed to understand how public policy changes in Timor-Leste, from both a supply and demand perspective. As the situation in Timor-Leste changes from an overriding concern with stability to the dominance of economic policy, there is potential space to increase civil society expertise on economic issues and how policies impact on Timor-Leste's development goals, while maintaining a watch on security issues. In this regard, and through their outreach to the community level, CSOs have a unique voice to bring to policy reform. Donors can help facilitate CSOs' contribution to policy-making in sectors where they have long-term relationships and investment.

Civil society's role in transparency and accountability is essential to good governance in Timor-Leste and the political space for it needs to be fostered and protected. There is a clear role for civil society to play in drawing attention to government shortfalls in services and programmes, and more specifically, the implementation of the government's commitments outlined in its policies, budgets, and plans. Some CSOs have established expertise in monitoring government policy and programmes. Some also have developed relationships and Memorandums of Understanding (MoU) with government ministries, which allow them to place staff within institutes. Others undertake research and analysis externally to the government. In fact, some NGOs have established a reputation for excellent quality policy in their areas of expertise. Furthermore, CSOs have played essential roles, among other local actors and local leadership, in generating citizen demand for, and engagement in, peace building, state building and nation-building processes. The "Improving Government Accountability through Social Audit in Timor-Leste" project, launched on 30 November 2016 (funded under the CSO-LA budget line) highlights social audit as an essential means of accountability and transparency and as a means of inclusive development by the government.

As the Timorese state continues expanding as the primary service provider and recipient of international aid, CSOs need to reshape their role. CSO experience as watchdogs and public opinion formers is still emerging. There are an increased capacity and maturity on the part of both NGOs and government to accept independent monitoring which can help improve service delivery, at least on less contentious areas of policy such as community development initiatives.

Timor-Leste's economy is the second most dependent on its oil revenues worldwide. The value generated by the private sector is relatively small. Regarding economic growth, CSOs have mainly engaged in agriculture, which generates almost 80% of employment, but contributes a minimal amount of the value of the economy. CSOs are not contributing to diversifying the economy, but they, however, play a vital role in providing skills training and generating household income, particularly for women. Timor-Leste's main challenge is the underdevelopment of rural areas and the weak decentralisation of the state institutions. Like state institutions and private companies, CSOs' capacities seem to be concentrated in the capital Dili. Further engagement of local players in development processes, substantial capacity building, representativeness of local CSOs in national networks and coordinating bodies are therefore essential to speed up development trends.

c. Capacity of CSOs

Timorese civil society has been a critical player in the development of the country during the pre-independence and independence period. The level of motivation shown by civil society in mobilising and supporting community members was highly confident, reflecting a sense of national purpose and pride in development. After independence, when government systems were emergent and weak, the UN administration, donors, INGOs and local civil society played a critical role delivering services in a wide range of sectors across Timor-Leste. Particularly at the sub-district level, service delivery gaps are still often filled by CSOs.

Long-term effectiveness of Timorese CSOs depends on their financial base, their organisational management and their ability to deliver high-quality services. Credibility in the eyes of the community and the government derives from being able to provide high-quality services or advocacy activities. Since independence, management and implementation capacity have grown significantly.

Internal governance tends to be weaker compared to programme implementation capacity. Donors often do not undertake capacity assessments of the CSOs they plan to work with and focus on technical issues like financial procedures rather than on leadership and organisational policies. Furthermore, the provision of ad-hoc training priorities that are not backed up by sustained mentoring, limit organizations' opportunities to consolidate internal management procedures and skilled staff; while on the other hand medium to long-term partnerships between donors and CSOs could provide the chance to stabilise internal governance over time.

While programme management capacity is critical to CSOs ability to deliver and maintain good quality services and advocacy, there is no systematic analysis available of CSO management capacity. However, capacity seems to vary from high to low, depending on the organisations longevity, previous support, and continuity in leadership and staff. When it comes to advocacy, Timorese NGOs employ a variety in skills that are appropriate to a context in which they must navigate between the highly personal and informal ways in which social and political relationships work and the more formal structures of the state as well as donors or development partners. Several CSOs have initiated a shift in their advocacy approaches, moving away from a purely activist model to more dialogue and partnership-oriented approach.

Timorese civil society has furthermore formed domestic networks and joined international networks in a range of sectors. Connections to global networks have been necessary for CSOs seeking to influence the government and development partners. Making these connections is strategic as the government itself is an active participant in international networks (in for example the G7+ group of fragile states).

1.2. EU Engagement with CSOs

For the EU, civil society in Timor-Leste has been a significant partner since its Delegation opened in 2008, both through the EIDHR and CSO-LA thematic programmes and bilateral programmes. Earlier, since 1999, the EU had been a major funder of programmes through multilateral mechanisms. The November 2014 Evaluation of the EU's Cooperation with Timor-Leste pointed out that civil society stakeholders perceived the EU as a valuable, reliable and neutral partner who has provided critical financing to local organisations for programmes on relevant development issues. The evaluation also revealed that the EU could further build shared understandings with civil society for addressing development challenges in Timor-Leste.

In the past years, the EU has worked towards engaging in a more structured dialogue with civil society, in response to CSOs expectations for EU leadership in creating and sustaining mechanisms for genuine policy dialogue between the EU, CSOs and the government. EU support to civil society to engage with the government, either with respect to laws and policies affecting CSOs' capacity to operate or regarding facilitating their contribution to national policy formulation has been gradually reinforced through EU projects. For instance:

- *Connecting with Communities: Increasing Human Rights Awareness through Popular Television (01/02/2016 – 31/03/2018; EUR 1,180,000)*: through a specific action of production and broadcasting of a television series to raise awareness about democracy and human rights in Timor-Leste. The project intends to enhance the effectiveness and increase the impact of the Ombudsman for Human Rights and Justice (PDHJ) in fulfilling its mandate. One of the priority issues approached will be GEWE and protection of women's rights, including violence against women, domestic violence, gender equality, etc. The series uses strong female characters as one methodology of addressing gender stereotypes. The series has been launched with Portuguese and English subtitles and broadcast on the national television channel. Mobile screenings and a drawing and written competition have been launched in the thirteen municipalities of Timor-Leste.
- *Say NO to Gender-based Violence in Timor-Leste (01/07/2018 - 30/06/2021; EUR 422,496.00)*: The EUD launched a call for proposals to promote gender equality, women's rights and prevented gender-based violence under which a contract was awarded to PLAN International Finland. The project starts on 1 July 2018, and its overall objective is to contribute to the creation of an enabling environment for women and girls to claim and access their rights for a life free from gender-based violence (GBV). The specific objective is to develop a replicable model to prevent and fight against gender-based violence in Timor-Leste.
- *Improving Government Accountability through Social Audit in Timor-Leste (22/09/2016 - 22/12/2018; EUR 1,250,000)*. The project highlights social audit as an important means of accountability and transparency and as a means of inclusive development by the government. This was exemplified through the participation of government agencies in the social audit socialisation initiative in the municipalities and included the Anti-Corruption Commission, the Ombudsman, the Office of Inspectorate general and the office of Prime Minister. The approval of Decree-law no 43/2016 relating to access to information was an important development, in this regard. On a practical level, and with the support of the EU funded project, a consensus was also reached between the government and members of CSOs on an official handbook for social audit. Since its endorsement, the manual has been utilised by civil society to undertake social audit across the country. 100 copies were printed and distributed to users and numerous trainings were also facilitated and delivered by the consortium. 189 people, including government officials, CSO members, were already trained on social audit objectives and processes, of which 21.5% were women. 6 CSOs were selected to be the first organisations to implement social audit of which 33 representatives received further training.

Furthermore, the National Indicative Programme (NIP) of the 11th European Development Fund (EDF) in Timor-Leste foresees support to civil society, in the order of about €4.6 million from 2014- 2020, being mainstreamed into the EU's two focal areas, Good Governance implemented by Camões (€ 30 million total budget) and Rural Development implemented by GIZ, including nutrition and decentralisation (€ 57 million total budget). Support for the decentralisation process will combine elements of good governance and rural development. The NIP foresees mainstreaming CSOs to carry out "soft activities" such as community participation and awareness, cooperation with local authorities,

training, research, advocacy and oversight. It recommends only limited support for direct service delivery through CSOs.

Through regular consultations, in 2016 and 2017, the EU has listened to the concerns raised about the EU and its Member States reliance on stand-alone grant funding schemes and the EU procedures for grant funding which are generally found too complicated and discourage many CSOs to draft and submit project proposals. The EU Delegation is currently encouraging the use of sub-granting schemes in its projects in different areas (social audit, gender-based violence) as a way to reach small organisations that do not have the financial means and/ or operational capacities to seek funding from the EU. Furthermore, the Delegation organised for the first time training targeted at Timorese NGOs in writing proposals and managing and reporting on EU grant procedures in which more than 70 individuals and 30 NGOs (including district-based NGOs) were represented.

Coordination among donors on matters related to civil society remains suboptimal. For instance, although many donors support the same organisations, information-sharing is not common. So far, there has been no attempt for joint design of CSOs programmes to avoid duplication and provide a basis for joint problem-solving. Coordination generally happens at sectorial level (health, agriculture, etc). In parallel to the further consultations with civil society, the EU will explore ways for further coordination with other development partners and regularly inform about the Roadmap process. Several sources convened that it would be positive to have a forum or platform where international cooperation and development partners working with Civil Society in Timor-Leste could exchange ideas, programmes/projects implemented and /or funded, results achieved and lessons learned.

1.3. Conclusions

The present updated Roadmap provides an opportunity to further the EU partnership with TL CSOs and better align funding with their actual needs as crucial development players. This is particularly timely in light of the EU as well as TL commitments towards the implementation of the 2030 Agenda (i.e. the Sustainable development Goals, particularly goal 17. Partnerships for the goals).

As captured in the log-frame below, main challenges and opportunities were identified by 23 CSOs and networks which participated in a survey and subsequent workshop to update the RM in November 2017. CSOs validated priorities set in 2016, which had been fine-tuned to better adapt to the evolving environment.

Based on the EU RM methodology, this RM is designed as an action plan around a sequence of interrelated priorities (4), indicators (8), actions (15) means, targets (16), sources of information and means of verification in line with the results-based framework, as results to be achieved or contributed to. A simple M&E mechanism has been introduced as a tool to follow up and measure progress with CSOs over time. To this end, the EU Delegation intends to establish a regular *dialogue group* to channel more structured EU-CSOs dialogue and consultation over EU aid to TL and that also monitors and provides guidance in the implementation of the RM.

As a significant element of this RM, the EU will commission a CSO Mapping, which will identify and assess key CS actors, their roles and interactions throughout the public policy cycle in the two focal sectors of cooperation of the 11th EDF NIP (i.e. good governance and rural development, including nutrition), in gender (the EU Delegation Gender Action Plan was recently approved) and education. The mapping will serve to deepen the knowledge around the CS engagement in these sectors, a need that was highlighted by several CSOs and other key stakeholders interviewed and surveyed for the

preparation of this updated RM. The results of the mapping will help to better mainstream CS engagement in these sectors, in line with the 2030 Agenda.

The roadmap and the upcoming mapping study will make available to the EU and CSOs a wealth of information to have a more consistent and comprehensive support to civil society, support which is already mainstreamed through EU focus areas and bilateral programs by promoting Government of Timor-Leste - CSO public policy dialogue, CSO oversight and thematic support to implement a diversity of activities. As part of this mainstreaming, Camoes, GIZ, ILO and other organisations implementing EU programmes and projects will contribute to moving the RM forward.

Despite the fact that CSOs are largely able to work freely in an open environment, surveys and workshop conclusions identify the EU as a player that can contribute to an enhanced enabling environment and participation of CSOs in the policy-making framework. In the consultations, CSOs valued as positive EU's leadership in creating and sustaining mechanisms for genuine policy dialogue between the EU, CSOs and the government. The mapping is undertaken to gain a comprehensive overview and deep understanding of key CS actors, their interactions with authorities through the policy cycle and the existing and potential support models. The EU will present findings and recommendations to all key stakeholders (CSO, Government of Timor-Leste, implementing partners, donors) working with CS at the political and technical level and seek synergies for action. As the EU seeks to strengthen the quality of its political and policy dialogue with the government and take a more strategic approach to sectoral programming, the EU will assess opportunities for including and advocating more directly for the role of civil society in national policy and programme design, focusing on EU's priorities sectors.

Most CSOs consulted (through surveys and workshop) concur that building CSO capacities remains a key element to strengthen the role of Timorese CSO over the next years. The EU intends to plan annual trainings to CSO based on the organisational and thematic needs identified such as strategic planning, proposal writing, project cycle management, coordination and networking efforts through alliances, platforms and joint initiatives, capacity in policy research, evidence-based advocacy, lobbying and negotiating skills, using adapted approaches and tools analysis and working with the media among others. Internal governance and networking are also identified by CSOs as challenges to strengthen the collective voice and efficiency of Timorese civil society. CSO stressed the importance to capitalise on positive results and good domestic practices by increasing knowledge management and fostering peer-to-peer learning.

The EU and CSO partners will also align efforts with the fast-changing CSO role and context in TL. As the Timorese state continues expanding as the leading service provider and recipient of international aid, CSOs are compelled to reshape their role. CSO experience as watchdogs and public opinion formers is still emerging. There is an increased capacity and maturity on the part of both NGOs and government to accept independent monitoring which can help improve service delivery, at least on less contentious areas of policy such as community development initiatives.

Timor-Leste's economy is the second most dependent on its oil revenues worldwide. The value generated by the private sector is relatively small. Regarding economic growth, CSO' have mainly engaged in agriculture, which generates almost 80% of employment, but contributes a minimal amount of the value of the economy. CSO can better contribute to diversifying the economy by providing skills training and generating household income, particularly for women.

Another identified priority is the need to support decentralised processes of human development. Timor-Leste's main challenge is the underdevelopment of rural areas and the slow decentralisation of the state institutions. Like state institutions and private companies, CSO's capacities seem to be concentrated in the capital Dili. Further engagement of local players in development processes, solid

cascade-style capacity-building strategies, representativeness of local CSOs in national networks and coordinating bodies are therefore essential to speed up development trends. Moreover, another challenge is to how to ensure the quality and sustainability of service delivery as human development needs get more complicated, and being able to deliver urban in rural areas homogeneously.

Finally, given the EU Delegation and MS limited human resources, there is a need to optimise the EU support to CSOs as independent development actors, further mainstreaming support and engagement with CSOs across all aid modalities in full alignment with the Roadmap for engagement with CS in TL.

PART II – EU STRATEGY AND ACTION PLAN TO ENGAGE WITH CSOS

KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT	ACTIONS (analysis, policy dialogue, operational support)	MEANS (programmes / instruments, etc.)
<p>While the space for CSO is overall free and open, the enabling environment is still considered a ‘fragile space’ and laws regulating the political space for CSO can be further developed.</p> <p>EU inclusive support to focal sectors is an opportunity to make CSO-GoTL dialogue and partnership for development more efficient</p>	<p>Establish closer partnerships between the EU and CSOs and the GoTL to promote an improved enabling environment (EE) and participation for CSOs in Timor-Leste</p>	<p>1.1. A mapping study of the CS landscape in good governance, rural development, education and gender in Timor-Leste</p> <p>1.2. Establishment of the RM dialogue group (possibly along sector subgroups) which will analyse, follow up and take actions in the promotion of the EE and participation for CSOs</p> <p>1.3 Increased dialogue EU in the promotion of the EE for CSOs in TL</p>	<p>1.1: Via the support of the CSO Operational Facility. Road Map Facility (RMF) drafted the ToR for the mapping study.</p> <p>1.2: EU staff (with logistic support from Support measures of the 2018 CSO&LA TP)</p> <p>1.3: EU staff (political and cooperation sections) with CSOs, government counterparts and international partners</p>
<p>As the armed conflict is left behind, TL is increasingly committed to promoting human rights, including gender equality, and a culture of peace through international conventions, joining UN and developing human rights institutions. However, various forms of HR violations persist, especially gender-based violence, and many social rights have room for improvement</p> <p>Both the EU and CSO are active and key players to support the GoTL in moving the human rights agenda forward</p>	<p>Support civil society efforts to promote human rights, peace culture and gender equality</p>	<p>2.1 Support of the EU and MS to CSO (including independent national media) to implement projects promoting human rights, peacebuilding, civic education, minorities’ rights, youth engagement</p> <p>2.2. Increasing Human Rights and Justice Awareness through Popular Television Production of 20 episodes of a soap opera</p> <p>2.3 Support to CSO to implement the Timor-Leste Gender Action Plan" 2017-2020 (TL-GAP)</p> <p>2.4 Organise regular consultations with CSOs around relevant questions such as the right to information, minorities rights, voter and civic education, etc and include human rights issues and concerns (when relevant) in the political dialogue between the EU and the Government</p>	<p>2.1: EU through CSO-LA, EIDHR and 11th EDF, GIZ through the Peace Fund programme, Portuguese / Finish Embassy and Camões I.P provide grants to CSOs, use of Facilities (eg: training of domestic observers for elections through Supporting Democracy)</p> <p>2.2: 2014/2015 EIDHR allocations</p> <p>2.3: EIDHR 2016 allocation</p> <p>2.4: EU technical staff with CSOs. The budget line in the facility managed by the NAO Services for visibility of EU-TL Cooperation + Support measures of EIDHR or CSO-LA</p>
<p>One of TL’s chief challenges is to improve sustainable development through enhanced effectiveness, integrity, transparency, accountability and citizen-orientation of public service delivery. To upgrade their impact, CSOs consulted acknowledge a need to build capacities on thematic research, evidence-based advocacy and negotiation skills with public administrations. There is also an identified need to expand the level of openness of the GoTL to trust and engage with CSOs.</p> <p>The EU runs two ongoing flagship initiatives in support of social audit and transparency and</p>	<p>Support civil society efforts to promote social accountability as a way to improve the quality and effectiveness of public policies and encourage good management of public resources</p>	<p>3.1. Based on the mapping study of the CSOs, EU engages in regular dialogue with CSO active in social accountability and the Government around how to improve available spaces for engagement.</p> <p>3.2. Promote tripartite dialogue between EU, the Government and CSOs active in social auditing by strengthening the involvement of relevant CS actors</p> <p>3.3. Support the capacity development of CSOs engaged in social audit efforts and include relevant CS actors to provide independent monitoring of government services at the local and</p>	<p>3.1: Based on the mapping findings, EU staff (political and cooperation sections) promote concrete actions with CSOs and government counterparts to continue enhancing dialogue mechanisms within EU programs</p> <p>3.2: Use EU leverage to include the key Civil Society actors in dialogue between EU and the government on PFMO and other relevant areas</p> <p>3.3: CSO-LA - Improving Government Accountability Through Social Auditing - EUR 1.25 Million - 2016 / 375-900 (01/09/2016 – 22/12/2018): planning, management, auditing, monitoring, accountability and oversight of the use of public finances for</p>

KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT	ACTIONS (analysis, policy dialogue, operational support)	MEANS (programmes / instruments, etc.)
<p>effectiveness of public service delivery. The EU will continue supporting this key area with an enhanced focus on building CSO and government capacities through programmes and specific trainings. CSOs considered the EU can help improve dialogue between them and GoTL</p>		<p>national level</p>	<p>better delivery of public services.</p> <p>Oversight component of the PFMO programme "Partnership to improve service delivery through strengthened Public Finance Management and Oversight (PFMO)" – CRIS number: FED/2016/37957 - Contingency funds within the 11th EDF PFMO programme</p> <p>Budget line in the facility managed by the NAO Services for technical assistance, training and events.</p> <p>2017 CSO & LA allocation, 2018-2020 CSO & LA allocation</p>
<p>Another chief challenge TL is facing is how to improve key human development indicators (food insecurity, nutrition and economic opportunities) especially in rural areas</p> <p>CSOs reasoned the good knowledge of the local reality, the existence of local networks and many good practices and lessons learned from CSO in human development at the local level. Although CSO also acknowledges numerous capacity challenges and the need for substantial progress in their technical and managerial capacities. Moreover, much of CSOs capacities are Dili-based</p> <p>The EU allocates significant support through bilateral programmes which involve great number of partnerships among several local, national and international partners improving food and nutrition and promoting economic opportunities. Development partnerships can be more efficient by capitalising on positive results, enhancing skills of human resources involved in development processes and duly recognising the role of CSO</p>	<p>Foster partnerships between CSOs and the government to enhance the delivery and quality of public goods, particularly in rural areas, to reduce food insecurity, improve nutrition and economic opportunities</p>	<p>4.1. Based on the outcomes of the mapping, further integrate key CS actors and private sector representatives into the available spaces for dialogue between the EU and the government around rural development, food security and nutrition. The mapping study will identify CSOs and private sector actors that are active in the delivery of public goods and roles played at the various stages of the public policy cycle.</p> <p>4.2. Promote better interactions between the Government line ministries, CSOs and EU implementing partners, e.g., through more governmental field visits to EU rural projects where CSOs play a role</p> <p>4.3. Provide support to CSOs engaged in the economic development and/or the provision of public goods and services in complement to those of the Government</p> <p>4.4. Support the capacity development of the CSOs engaged in the economic development and/or the provision of public goods and services</p>	<p>4.1 EU staff (political and cooperation sections) with EU implementing partners, CSOs, private sectors and government counterparts</p> <p>4.2. Use EU leverage to (i) integrate relevant Civil Society actors in the formal structures for dialogue; (ii) promote exchanges between the Government and CSOs</p> <p>4.3: EDF 11th Agro-Forestry Programme</p> <p>4.4: CfP and contractual arrangements with CSOs developed by GIZ, UNICEF, etc, TA support / CD provided to CSOs by GIZ, UNICEF</p> <p>Budget line in the facility managed by the NAO Services for technical assistance, training and events</p>

PART III – FOLLOW UP ON THE PROCESS AND STRATEGY

Process Indicator		
Indicator	Target	Base Line Information and Further Comments
Involvement of Member States in the RM	Member States present in the country are actively involved in the RM process	All EU MS present in Timor-Leste (Portugal, Germany and France) were engaged in the first version of the RM in 2016 approved in 15/07/2016. EU MS covering Timor-Leste from their representation in Indonesia and Singapore were consulted. For the Roadmap update in November 2017, EU MS present in the country were consulted through a survey and subsequent meetings to incorporate, as much as possible, MS support to CSOs and to determine how MS can contribute to foster the implementation of the updated roadmap. The updated Roadmap was approved by EU MS present in TL and shared with MS covering Timor-Leste from their representation in Indonesia and Singapore.
Level of consultations held with CSOs regarding the RM	The RM entails consultations with a broad range of local CSOs. Ultimately, it leads to more permanent and structured dialogue.	Consultation Sessions: In 2016, around 40 CSOs were consulted to contribute to the EU RM for engagement with CSO in TL. Similarly, in November 2017, about the same number of CSOs participated in a workshop in Dili. In November 2017, 23 CSO completed a 45-question online survey to analyse and update the RM. Several EU is implementing partners also filled in the survey. In-Depth Interviews: FONGTIL, Government
Complementarity of RM vis-à-vis related EU and other donor partners' processes	RMs are complementary to related processes including Human Rights and Democracy Country Strategies, the Rights Based Approach to development, Gender Action Plans, etc.	The Roadmap is in line with the EU NIP, and the two focal sectors and subsectors as well as with EIDHR and CSO-LA. It is also in line with the National Action Plan Against Gender-Based Violence 2017-2021 approved by the Government of Timor-Leste and the EU Gender Action Plan. Coordination with UN agencies and other international organisations through EU-funded programs. 6 international partners participated in the RM update survey. The EUD will appraise the possibility to present the updated RM and the upcoming CSO mapping and to engage sporadically with other large donors in TL (Australia, New Zealand, US) to enhance coordination of support to CS.

Outcome Indicators					
Priorities	Indicators	Actions	Target	Baseline Information	Sources of Information & Means of Verification
Establish closer partnerships between the EU and CSOs and the GoTL to promote an improved enabling	1.1 Number of initiatives supported by the EU (EUD and MS) promoting the enabling environment and sustainability of CSO in TL 1.2 Level of awareness among CSO, GoTL and international partners	1.1 Mapping study of the CS landscape in Timor-Leste in good governance, rural development, education and gender in Timor-Leste	1.1.a. A mapping study is undertaken to gain a comprehensive overview and deep understanding of key CS actors, their interactions with authorities through the policy cycle and the existing and potential support models 1.1.b. The mapping study is used by EUD staff (governance, rural development, nutrition, etc) and EU implementing agencies (like Camoes and GIZ) to improve	0/1 <i>No CSO mapping analysing EE available</i>	CSO map published and widely disseminated. Actions developed following the mapping

Outcome Indicators					
Priorities	Indicators	Actions	Target	Baseline Information	Sources of Information & Means of Verification
environment (EE) and participation for CSOs in Timor-Leste	and readiness to engage in actions improving the enabling environment and participation of CSO in TL		CSOs role		
		1.2. Establishment of the RM dialogue group (perhaps along sector subgroups) which will analyse, follow up and take actions in promotion of the EE and sustainability for CSOs (to start in 2019)	1.2 2 meetings (1 in 2019 and 1 in 2020) of the RM dialogue group (and/or focal sectors sub-groups) meetings to discuss actions and monitor the EE 1.2.b 1 matrix to monitor changes in the EE for CSOs developed	0/2 0/1	Minutes of meetings of RM dialogue group (and/or focal sectors sub-groups)
		1.3 The EU increases dialogue with GoTL (and international partners) to improve the EE and participation of CSOs in TL	1.3 3 meetings (2018-2020). The CSO Map is presented to the GoTL and the issue of EE for CS is regularly evoked in EU-Government of Timor Leste meetings to discuss actions and monitor the enabling environment and participation of CSO. 1.3.b Similarly, the Map is presented to international partners to explore synergies	1/3 0/2	Minutes and communication pieces of meetings Minutes of meetings/actions taken
		1.4 Train CSOs on proposal writing and managing and reporting on EU grant procedures and other areas as needed	1.4 4 trainings (one per year) organised	2/4	Training evaluations/reports
Support civil society efforts to promote human rights, peace culture and gender equality	2.1 Number of initiatives supported by the EU (EUD and MS) promoting human rights, peace culture and gender equality	2.1 Support of the EU and MS to CSO to implement projects promoting human rights, peacebuilding, civic education, awareness raising on basic and minorities' rights, youth engagement etc.	2.1 6 projects supported by EUD and MS in the field of human rights, peacebuilding and gender equality.	3* / 6 <i>* info from MS not yet available, except Peace Fund (GIZ)</i>	Project reports and evaluations of: EIDHR and CSO-LA 2014-2020 allocations GIZ through the Peace Fund programme, Portuguese / Finish Embassy and Camões I.P. provide small funds through the Small Projects Fund / Local Cooperation Fund
	2.2 Number of CSOs supported by the EU (EUD and MS) promoting human rights, peace culture and gender equality	2.2 Support for CSO projects to implement the Timor-Leste Gender Action Plan" 2017-2020 (TL-GAP)	2.2 1 projects supported by EUD to support the implementation of the TL Action Plan on Gender-Based Violence	1/1	Reports of projects under the CFP National Action Plan Against Gender-Based

Outcome Indicators					
Priorities	Indicators	Actions	Target	Baseline Information	Sources of Information & Means of Verification
					Violence 2017-2021 Project reports
		2.3 Increasing Human Rights and justice awareness through Popular Television Production of 20 episodes of a soap opera on human rights and justice	2.3 1 innovative local initiative to increase human rights awareness in TL in local terms	1/1	
		2.4 Based on the CSO mapping findings, organise regular consultations with CSOs in the field of human rights, peace culture and gender equality to explore synergies, coordination, and possible common actions	2.4 2 (one in 2019 and one in 2010) meetings with CSO	0/2	Records of meetings/actions taken
		2.5 Support the development of CSOs' organisational and technical capacities on proposal writing and reporting	2.5 40 organisations benefit from trainings and other initiatives to develop their internal and external capacities	30*/40 <i>*tbc pending final training report</i>	Training evaluations/ reports
Support civil society efforts to promote social accountability as a way to improve the quality and effectiveness of public policies and promote good management of public resources	3.1 Number of EU and/or MS-funded initiatives aiming at supporting CSOs working on social audit 3.2. Number of EU-funded initiatives having as a goal the capacity development and/or actual implication of CS actors in monitoring public service, both at local and national levels.	3.1 Implementation of EU projects supporting social audit and CSO capacity to provide independent monitoring of government services at local and/or national level planning, management, auditing, monitoring, accountability and oversight of the use of public finances for a better delivery of public services	3.1.a 2 flagship projects implemented 3.1 b. 22 organisations benefit from trainings and other initiatives to develop their capacities in social audit	2/2 8/22	PFMO and CSO-LA reports Training evaluations CSO mapping Reports (PFMO) and (CSO-LA) projects Knowledge management publication
		3.2 Based on the CSO mapping study, strengthen EU social audit initiatives and tripartite dialogue between the EU, the Government and CSO active in social accountability and the available spaces for engagements, especially those supported by the EU	3.2 All EU social audit initiatives strengthened considering the mapping findings	0/2	

Outcome Indicators					
Priorities	Indicators	Actions	Target	Baseline Information	Sources of Information & Means of Verification
	3.3. Number CSOs, supported by the EU/MS, that provide independent monitoring of government services at the municipal and national level	3.3 Support knowledge management from the TL social audit processes to replicate at the local level and systemise as a development good practice	3.3 1 Knowledge management publication	1/1	
Foster partnerships between CSOs and the government to enhance the delivery and quality of public goods, particularly in rural areas, to reduce food insecurity, improve nutrition and economic opportunities	4.1 Number of CSOs funded by EU and/or MS providing services in rural areas particularly to women, marginalised groups and communities at risk	4.1. Implementation of EU projects supporting rural development enhance the delivery and quality of public goods, particularly in rural areas, to reduce food insecurity, improve nutrition and economic opportunities	4.1 +/-3 projects implemented (depending on outcomes of calls for proposals to be launched by implementing agencies (GIZ, Camoes, UNICEF)	0/3	EU and MS programmes reports of: EDF 11th Agro-Forestry Programme CFP and contractual arrangements with CSOs developed by GIZ, UNICEF, etc , TA support / CD provided to CSOs by GIZ, UNICEF
	4.2 Number of CSO consultation mechanisms at the local level allowing to integrate the voice of CSOs into policy discussions around public goods	4.2. Based on the outcomes of the mapping, further integrate key CS actors (formal and informal) and private sector representatives into the available spaces for dialogue between the EU and the government around rural development, food security and nutrition	4.2 All sectoral consultations between Governments and CSOs organised at the local level are strengthen based on the Mapping findings	0/2	EU programmes reports
		4.3 Support the capacity development of the CSOs engaged in rural development, economic development, nutrition and food security and/or the provision of public goods and services	4.3 10 organisations benefit from trainings and other initiatives to develop their internal and external capacities	0/10 <i>*number tbc pending final training report</i>	Trainings reports