

Strategy for development cooperation with

# Timor Leste

January 2009 – December 2011



REGERINGSKANSLIET

Government Offices  
of Sweden

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## **Strategy for development cooperation with Timor Leste for the period 2009-2011**

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### **Summary**

This strategy will govern Swedish development cooperation with Timor Leste in 2009–2011 and is based on Sweden's policy for global development<sup>1</sup> and its international development cooperation policy<sup>2</sup>.

The overall objective of Swedish development cooperation with Timor Leste is to reduce poverty, strengthen peace and stability and promote greater respect for human rights. To minimise the risk of a return to armed conflict, development cooperation will focus on two areas of cooperation that are important for more long-term state-building: 1) democracy and human rights, and 2) education. Although the situation in Timor Leste is slowly improving, the risk of fresh disturbances is considerable and development needs are extensive.

The process objective of this strategy is to strengthen national ownership of the two areas of cooperation mentioned above, while focusing on sustainable capacity development. The dialogue with Sweden's cooperation partners in Timor Leste will focus on the rights perspective and in particular on vulnerable groups in rural areas. The rights of girls and women shall be given priority. Since Sweden does not have a permanent presence in Timor Leste, the dialogue will be conducted primarily through the multilateral bodies with which Sweden cooperates.

The choice of cooperation areas is based on Timor Leste's national priorities, on the UNDAF framework<sup>3</sup> and on the conclusions of the country and performance analysis regarding the need to increase the capacity of key institutions to provide essential public services to

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<sup>1</sup> <http://www.sweden.gov.se/sb/d/3102/a/18434>

<sup>2</sup> <http://www.sweden.gov.se/sb/d/3102>

<sup>3</sup> United Nations Development Assistance Framework 2009-2013.  
<http://www.undg.org/?P=232>

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vulnerable groups. These conclusions also point to the need to increase public confidence in public administration in order to safeguard peaceful, poverty-reducing development in the country. Special attention should be paid to the rights of children, young people and women and to capacity-enhancing initiatives in rural areas. A conflict perspective shall pervade the planning and implementation of all measures. Given Sweden's limited presence on the ground and Timor Leste's difficulties in dealing with a large number of donors, Swedish support shall largely be provided through multilateral channels.

The annual volume of Swedish development assistance to Timor Leste during the period shall be approximately SEK 40 million.

## **Part 1. The objectives and focus of the cooperation**

### **1. Objectives and priorities**

Swedish development cooperation with Timor Leste shall, in accordance with the objective of Sweden's policy for global development, contribute to fair and sustainable global development, and, in accordance with the objective of Sweden's development cooperation, help create conditions that enable poor people to improve their lives. The rights perspective and the perspective of poor people on development, including the children's rights perspective, underpin Swedish development cooperation.

The overall objective of Swedish development cooperation with Timor Leste is to reduce poverty, strengthen peace and stability and promote greater respect for human rights. Cooperation shall focus on better access to justice, strengthened democratic processes and greater access to basic education.

Since Timor Leste has no long-term strategy for poverty reduction, Swedish development cooperation is based on the country's more short-term priorities for 2008 and 2009<sup>4</sup> and on the UNDAF framework for 2009-2013.

The process objective of this strategy is to strengthen national ownership of the two areas of cooperation mentioned above, while focusing on sustainable capacity development.

Opportunities for Sweden to engage with partners in an active dialogue on development cooperation will be limited due to the lack of a permanent Swedish presence in Timor Leste. The dialogue shall instead

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<sup>4</sup> See footnote 7 on page 10.

be conducted primarily through the multilateral bodies with which Sweden cooperates within the framework of Swedish-backed initiatives. Regular visits by the Swedish embassy in Jakarta and by the Swedish International Development Cooperation Agency (Sida) will continue to provide valuable opportunities for development cooperation dialogue and monitoring. The dialogue shall focus on the rights perspective and pay particular attention to vulnerable groups in rural areas. The rights of girls and women shall be given priority.

Of the three thematic priorities identified by the Swedish Government to guide Sweden's overall development cooperation, the strengthening of democracy and human rights, and the promotion of gender equality and the role of women in development will be given special emphasis. Environment and climate issues shall also be considered in the planning and implementation of all Swedish initiatives.

Special attention shall be given to the rights and development of children, young people and women. The planning and implementation of Swedish support shall take into account the UN Convention on the Rights of the Child, Security Council Resolution 1325 on women, peace and security and Security Council Resolution 1820 on sexual violence against civilians in conflict situations.

Swedish development cooperation shall adhere to the EU and OECD/DAC guidelines on development cooperation with fragile states. Accordingly, the conflict perspective shall be considered during the planning and implementation of all Swedish initiatives.

## **2. Direction and scope**

### *2.1 Areas of cooperation*

During the strategy period, Swedish development cooperation with Timor Leste shall focus on the following areas of cooperation: (1) democracy and human rights, and (2) education.

#### *Democracy and human rights*

*Swedish objectives:*

- i) To improve access to an efficient justice sector, with special focus on women, children and young people;*
- ii) To provide poor people with greater opportunity for democratic participation and improve transparency.*

Objective i) is in line with Timor Leste's own priorities to strengthen citizen safety and security by improving access to justice through reform of the justice sector. The objectives are also in line with the UN

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Development Assistance Framework (UNDAF) goal for strengthened democratic institutions and mechanisms for social cohesion.

To achieve objective i), support will be provided to create an efficient justice sector that also extends to vulnerable groups in rural areas. Initiatives aimed at strengthening capacity structures at the regional and local level shall be given priority, and the link between traditional and formal justice systems shall be strengthened.

To achieve objective ii), support shall be provided to strengthen democratic processes and capacity at relevant control and supervisory institutions and organisations to ensure observance of democratic and human rights. Swedish initiatives shall help the Timorese population to become more aware of their basic rights and strengthen their understanding of and participation in political and democratic processes. Support shall be provided to strengthen capacity and structures at the regional and local level in order to reach vulnerable groups in rural areas.

### *Education*

*Swedish objective:*

*To allow more children and young people, especially girls, to complete a compulsory primary education of good quality.*

This objective is not only in line with Timor Leste's own priorities to improve access to basic public services, including primary education, and to satisfy young people's educational needs, but also with the UNDAF framework goal for better education for all.

Swedish support will continue to be provided to support the ongoing reform of the education sector, e.g. through support to the development and implementation of the national curricula, and to capacity development in the education sector at both the national and local level. The focus shall be on encouraging the development of an inclusive basic education that extends to vulnerable children and young people in rural areas. The opportunities for girls to complete their education shall be given special priority. Swedish support shall also help improve literacy and other skills among children and young people who have not completed their schooling. Education as a means of protecting and strengthening the rights of children and young people in conflict situations shall be given priority.

### *2.2 Forms of assistance*

Swedish development cooperation with Timor Leste shall mainly be channelled through relevant multilateral cooperation partners. In exceptional cases, however, where this is considered to be more

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efficient, it shall be possible to channel Swedish support through cooperation with other, like-minded bilateral donors. When designing Swedish initiatives, the key role played by civil society as a cooperation and dialogue partner shall be considered.

Other forms of assistance for Swedish development cooperation that are not within this strategy framework include the support channelled through Swedish NGOs and global programmes such as Sida's *International Training Programmes (ITP)*. Swedish humanitarian assistance to Timor Leste is governed by Swedish government policy and Sida's strategy for humanitarian assistance, the principal aim of which is to save lives, reduce suffering and uphold human dignity in situations of conflict and natural disasters.

### *2.3 Dialogue issues*

Sweden's opportunities for active participation in the coordination of and dialogue on development cooperation are restricted due to its limited presence in Timor Leste. Dialogue will principally be conducted via the multilateral organisations with which Sweden cooperates, and through coordination with other donors taking part in Swedish-backed programmes. It will be pursued in the context of initiatives supported by Sweden, chiefly in the form of annual reviews and the visits undertaken regularly by representatives from the Swedish embassy in Jakarta and from Sida.

Dialogue shall focus on the rights perspective and pay special attention to vulnerable groups in rural areas. Concerning democracy and human rights, the dialogue shall focus in particular on the access of vulnerable groups, and especially women, to the justice sector. Concerning education, the dialogue shall focus specifically on the right of girls to receive an education.

### *2.4 Financial scope*

During the strategy period, Sweden's development assistance to Timor Leste shall amount to SEK 40 million a year.

## **3. Implementation**

The strategy will be implemented with only limited administrative resources for monitoring and, for reasons of efficiency, shall focus on a small number of initiatives.

Regarding the implementation and monitoring of Swedish support through multilateral channels, a close dialogue shall be maintained with other donors to the relevant development programme. Coordination

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and dialogue shall also be pursued by the Swedish embassy in Jakarta, which represents Sweden in Timor Leste.

The EU and OECD/DAC guidelines for development cooperation with fragile states shall serve as guidance for Swedish development cooperation with Timor Leste. A conflict-sensitive approach shall be taken in all areas of cooperation so as to actively prevent violent conflicts and support peaceful conflict resolution. A long-term perspective shall be taken, focusing on sustainable, capacity-building initiatives. At the same time, flexibility is an essential feature of the cooperation since conditions can change rapidly. To prevent old and new conflicts from flaring up, direct results for poor people must be the aim, e.g. by ensuring that key public services, such as access to education and the justice system, reach vulnerable groups in rural areas to a greater extent.

Given the post-conflict situation in Timor Leste, the Swedish Ministry for Foreign Affairs and Sida must work in close consultation when implementing the strategy, e.g. through a thorough exchange of information and joint visits to the partner country where possible.

### *3.1 Cooperation with other donors, including multilateral actors*

Sweden's development cooperation with Timor Leste shall mainly be channelled through multilateral programmes, and, to a limited extent and if considered strategically important or cost-efficient, in partnership with other bilateral donors. The UN is expected to remain an important partner during the strategy period. There must be coordination between Swedish support and support from multilateral and bilateral donors active in Swedish focus areas. When new initiatives are being prepared, opportunities for cooperation – including co-financing – with the European Commission's activities in Timor Leste should be examined.

### *3.2 Adaptation, harmonisation and coordination*

Sweden shall actively promote greater national ownership in the multilateral development programmes for the two areas of cooperation specified. This shall be achieved by placing greater focus on the long-term, sustainable capacity development of national actors, in order to reduce dependence on foreign advisers.

Insofar as this is possible, given its limited presence in Timor Leste, Sweden shall also press for the implementation of the Paris Declaration and for better coordination and harmonisation between donors as well as seek synergies with other donors in the areas of cooperation it has prioritised. In coordination work, the EU and OECD/DAC guidelines

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for development cooperation with fragile states shall be taken into account.

#### **4. Monitoring**

The strategy shall be monitored continuously and the results presented in an annual country report. The availability and reliability of statistics and performance indicators remains limited in Timor Leste, but Swedish monitoring shall, as far as possible, be coordinated with that of other donors and be based not only on Timor Leste's own evaluations of its national priorities and the Millennium Development Goals, but also on the performance analyses of the UNDAF and relevant multilateral programmes.

### **Part 2. Background**

#### **1. Brief country analysis**

Timor Leste is one of the world's youngest and least developed countries, with a history of occupation and violent conflict. The past decade has been a turbulent one in the country's development. The security situation improved considerably during 2008 but is still very much dependent on the presence of the current UN mission, UNMIT<sup>5</sup>

Poverty in Timor Leste has increased since independence, and about half of the population now live below the national poverty line<sup>6</sup>. Poverty is still more widespread in rural parts, but is on the increase in urban areas. The extremely high rate of population growth – the population is expected to triple by the year 2050 – is placing considerable strain on the country's economy and natural resources.

Following independence, much was expected of Timor Leste's elected representatives, but so far the majority of the population has seen few real improvements in living conditions. The slow rate of development in Timor Leste, combined with widespread disturbances in 2006–2007, has led to a loss of confidence in the government, and a sense of exclusion, especially among the young. Despite a high electoral turnout, the level of political participation among the Timor Leste population is low. The disturbances that followed the 2007 elections were a reminder that this young democracy is still experiencing teething troubles. Antagonisms within the political elite persist, and this has brought considerable

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<sup>5</sup> The United Nations Integrated Mission in Timor-Leste

<sup>6</sup> The national poverty line is USD 0.88/day. Timor-Leste: Poverty in a Young Nation, Ministry of Finance and World Bank, Nov 2008

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pressure to bear on the political system, although steps have been taken to achieve a national consensus. Significant progress has been made in the development of a public administration, with considerable focus on governmental power. Important supervisory bodies such as the parliament, the human rights ombudsman and the justice system are much weaker. Media and civil society have an important part to play in the democratisation of Timor Leste, but civil society's capacity for strategic organisational development is still greatly in need of strengthening so that it can represent vulnerable groups more effectively. Corruption is a growing problem in Timor Leste, and anti-corruption measures are among the priorities in the ongoing public sector reform.

The Timor Leste constitution provides extensive protection for human rights, and all core conventions have been signed. The justice system, however, is weak, over-burdened and inaccessible. There is a considerable lack of basic legislation, and the number of outstanding court cases is on the increase. Poor people have only limited access to the justice sector, especially in rural areas, and much of the population is unaware of its rights. Women and children are particularly vulnerable. Many of the conflicts in Timor Leste are resolved through the traditional administration of justice, but the link between the traditional and the formal justice systems is weak. During the Indonesian occupation, human rights were gravely violated, but despite the establishment of special bodies and committees, most of the principal suspects have escaped prosecution. Following the crisis in 2006, the situation for displaced persons has improved, and most of the camps were closed down in 2008, but many disputes are still continuing over land and property ownership rights. The majority of former military personnel, whose dismissal sparked the 2006 crisis in Timor Leste, have been offered support for their education and reintegration.

The current reform of the security sector is of crucial importance to the country's long-term stability, as was evident during the unrest of 2006 when police and soldiers exchanged fire. Efforts are under way to streamline the police and military and to clarify their division of responsibilities. The reforms of the justice and security sectors are closely dependent on one another.

Considerable inequalities exist between women and men in Timor Leste. Women's access to education and employment in the formal economy is limited, as is their participation in decision-making and reconciliation processes. Gender-related violence against women, including domestic violence, sexual harassment and rape, is widespread, and the perpetrators are seldom brought to justice. Women's access to

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the formal justice system is very limited, while at the same time the traditional justice system often discriminates against them.

The infrastructure of the health sector has improved, but life expectancy remains low and the levels of both malnourishment and child and maternal mortality are among the highest in the region. The government's plan for compulsory primary schooling includes measures aimed at improving the supply and quality of education. The education sector faces considerable challenges, however, following what was in principle the total destruction of Timor Leste's education system, first in 1999 and again in 2006. The sector is characterised by under-financing and low capacity at the national, regional and local level, which, in combination with rapidly increasing numbers of children, is hampering improvements. Only half of the country's children complete their basic education.

Despite reforms of various kinds, institutional and human capacity in Timor Leste remains very low. The lack of skilled labour represents a significant obstacle to development in the country and has led to a critical shortage of technical expertise in most areas. Unemployment and under-employment are widespread, especially among young people in urban areas. The majority of the population work in subsistence farming or the informal economy.

Timor Leste's population is very young. More than half are under 18 years of age, and this proportion is expected to increase as the population grows. The high rate of youth unemployment is closely associated with criminality and political instability, something that is reflected in the high proportion of young people who were involved in the disturbances of 2006 and 2007.

Economic growth in the country has fluctuated wildly since independence. Major challenges facing the country include diversifying the economy, which is based almost entirely on subsistence farming, and building up a business sector that generates growth and jobs. The country's oil deposits are potentially a major economic resource, but so far they have not led to the growth anticipated, due to the inadequate capacity of the government to convert oil revenue into actual investments. Furthermore, oil prices have declined significantly in recent times.

The global financial crisis is expected to have a relatively limited effect on Timor Leste since the country has virtually no export industry. Lower returns from oil stocks and a general decline in the willingness of donors to provide assistance may, however, affect the country's economy.

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Timor Leste's environmental problems are primarily poverty-related and affect the poorest people the most. The principal threats are destruction of the forest, soil erosion, natural disasters due to climate change, and inadequate water quality and supply.

Timor Leste's first national development plan was the product of a broad consultation process following independence, and was the foremost policy of the government and donors until the crisis broke out in 2006. The formulation of a new, long-term strategic development plan has been delayed as a result of the crisis, and instead annual national priorities<sup>7</sup> have been identified. Although these are more short-term in nature, they are considered Timor Leste's most comprehensive development agenda for the time being and are used as planning frameworks by both the government and donors. The Timorese government is active in the dialogue with donors, but its capacity for effective ownership is still under development and a strategic, integrated planning process is sorely needed.

In conclusion, the security situation has improved considerably over the past year, but many of the basic causes of the political crisis and the collapse of the security situation that started in 2006 still persist. Political antagonisms, lack of confidence in public administration and the weak justice and security situation, together with widespread poverty, the low level of education and the high unemployment rate, comprise real challenges to the development of Timor Leste towards peace and stability.

## **2. Brief assessment of results**

The overall goal of Swedish development cooperation with Timor Leste during the period 2005–2009 has been to support the development of democratic governance and promote greater respect for human rights. Most of the support has gone towards the reform of the justice and education sectors and towards strengthening the national parliament. Swedish support as a whole has been channelled through the UN system and has been limited to a small number of initiatives. Total disbursements, excluding humanitarian support, amounted to approximately SEK 85 million during the period, but varied from year to year, due mainly to the disturbances of 2006.

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<sup>7</sup> The national priorities for 2008 are: a) Safety and security, b) Social protection and solidarity, c) The needs and development of young people, d) Employment and income generation, e) Social public services, and f) A transparent and effective public sector. Proposed priorities for 2009 are: a) Food safety, b) Rural development, c) Human capital and capacity development, d) Social security and social public services, e) Safety and security, f) A transparent and effective public sector, and g) Access to justice.

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According to the assessment of the results of the Swedish support provided in 2008, all Swedish initiatives were well in line with the strategy priorities and were relevant to development needs in Timor Leste. Swedish support has helped to improve capacity in the justice sector, contributed to the reform of the education sector, the successful arrangement of national elections and the strengthening of the national parliament.

The assessment highlights the support to the justice and education sectors as successful examples since these programmes have promoted national policy development, coordination and capacity development in these sectors, thanks to strong national ownership of the programmes, high-quality long-term support from international advisers, and well-developed strategies for capacity development. Today, Sweden is the largest single donor to UNICEF education programmes in Timor Leste. Furthermore, the election support provided by Sweden is seen as being of considerable relevance in helping to strengthen democratic processes in the country. A number of national elections have been successfully held in recent years. The Swedish support to the national parliament is also considered highly relevant since there is still much to be done before this institution can become an efficient legislative assembly. Particularly positive results have been achieved as regards supervision and support to the legislative process.

According to the assessment, opportunities for dialogue with the Timorese government and other actors in Timor Leste have been limited due to the lack of a permanent Swedish presence in the country during the strategy period. This, however, has been partially offset by relatively frequent contact visits from the Swedish embassy in Jakarta and from regional Sida representatives.

All initiatives in the strategy have helped finance major UN-led programmes where Sweden has been one of several bilateral donors. Channelling Swedish support in this way is generally considered to have worked well and to have been the correct choice, given the limited scope for close evaluation of the Swedish initiatives. The UNDP has relevant experience of good governance in the implementation of support to the justice sector, to the parliament and to elections, while UNICEF's comprehensive grasp of activities in the education sector is a central component of the support to this area. By exploiting multilateral channels, Sweden has been able to benefit from the ability of the UNDP and UNICEF to work in close collaboration with the Timorese government and to coordinate funding from a number of different donors.

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As noted in the general criticism levelled at international development assistance to Timor Leste, the weaknesses in the UNDP-led and UNICEF-led programmes lie in the fact that certain activities have been designed with far too short-term a perspective and that too little focus has been put on capacity-enhancing initiatives. In certain cases, the rights perspective has not been sufficiently taken into account, particularly as regards women's rights and their role in development. Critics have also identified a lack of conflict sensitivity in the design of certain initiatives, and have noted that support has been focused to a great extent on initiatives at the national level and not been of benefit to rural areas.

The most important conclusions are that future Swedish support should be characterised by stronger national ownership and greater conflict sensitivity, and should also strive to strengthen the capacity of and structures in local and regional administration for the long term. The support should focus to a greater extent on reaching the rural poor, and the role of women in development in Timor Leste should be accorded greater priority. Given Sweden's limited local presence, Swedish support should continue to be channelled principally through multilateral organisations.

### **3. Brief analysis of the initiatives and roles of other donors in the country, including multilateral actors and the European Commission**

Since independence, international development assistance has played a significant role in Timor Leste's development. The country's dependence on international financial support has declined as a result of the revenue derived from its oil deposits, but there is still a considerable need of international support to increase capacity in both the public and the private sector.

There are still a large number of active development cooperation actors in Timor Leste, comprising a small number of large multilateral and bilateral donors and a large number of small ones. The leading donors are Australia, Portugal, Japan, the European Commission and the United States. All the major UN bodies are present, as are both the World Bank and the Asian Development Bank. The Swedish share of the total development assistance to Timor Leste is small, but Sweden is still one of the ten largest bilateral donors.

Swedish support fits in well with the efforts of other donors. In the education sector, a division of labour among the largest donors has been achieved. Portugal is focusing on teacher education in Portuguese, the World Bank is investing in school buildings etc., while Sweden (via

UNICEF) is concentrating on the development of curricula and teacher education in methods development and teaching practices. Regarding democracy and human rights, donor coordination is more fragmentary. The UNDP-led support to reform of the justice sector, however, has brought together a large number of donors and has strong government ownership. Australia, Portugal, Ireland, Norway, the European Commission, as well as Sweden, have financed UNDP-led programmes.

The performance-based monitoring system that has now been linked to the national priorities is expected to improve donor coordination and the government's performance monitoring and strengthen ownership.

#### **4. Brief analysis of Sweden's role in Timor Leste**

##### *4.1 Conclusions from Sweden's and the EU's policy decisions and processes of relevance to the cooperation*

The EU is an important partner for Timor Leste, and EU support as a whole has comprised about half of all international development assistance to the country since 1999. Cooperation among EU donor countries is a valuable complement to coordination in the wider donor community and is expected to increase as the European Commission strengthens its presence in Timor Leste. A continuous dialogue with other EU Member States and the Commission shall be the aim in line with the EU Code of Conduct on Complementarity and Division of Labour in Development Policy<sup>8</sup>. The support provided by the European Commission and by Sweden complement each other well<sup>9</sup>.

Coordination, including co-financing, is considered to be most relevant for the support provided for institutional capacity development regarding democracy and human rights. A more detailed analysis of the possible scope for co-financing with the Commission shall be performed when assessing each relevant initiative.

##### *4.2 Consensus of opinion regarding development*

Apart from Swedish development cooperation with Timor Leste, the bilateral relations between Sweden and Timor Leste are very limited. Sweden contributes to peace-promoting activities in Timor Leste through its involvement in the UNMIT police force, which currently includes four Swedish police officers. There is very little trade between Sweden and Timor Leste.

##### *4.3 Other Swedish relations*

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<sup>8</sup> [http://europa.eu/legislation\\_summaries/development/general\\_development\\_framework/r13003\\_en.htm](http://europa.eu/legislation_summaries/development/general_development_framework/r13003_en.htm)

<sup>9</sup> The European Commission's Country Strategy Paper for the period 2008-2013 focuses on rural development, health and public administration support.

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A small number of Swedish NGOs are active in Timor Leste.

#### *4.4 Sweden's comparative advantages*

Sweden's support to Timor Leste during the difficult years of liberation from Indonesia has contributed to the establishment of particularly close ties between the two countries. As a result of Swedish development cooperation since the late 1990s and the continuous participation of Swedish personnel in successive UN missions since 2002, Sweden has built up considerable political capital in Timor Leste.

Sweden's comparative advantages in the development cooperation field are built on sound experience and skills in promoting respect for human rights based on the rights perspective, particularly with regard to gender equality. Furthermore, Sweden has extensive experience of institution-building in post-conflict environments.

#### *4.5 Conclusions about Sweden's role*

Development cooperation is expected to continue to dominate relations between Sweden and Timor Leste during the strategy period. Given the lack of a permanent Swedish presence in Timor Leste, Swedish development cooperation shall primarily be channelled through multilateral organisations. As an important donor, Sweden can push for the integration of the rights perspective into the relevant multilateral programmes, focusing particularly on the rights of children, young people and women.

### **5. Considerations regarding objectives and the focus of future cooperation**

Considerable progress has been made in the fields of state-building and democratisation in Timor Leste, but after seven years of independence many of the obstacles to development that characterise countries in a post-conflict situation still remain. The performance and country analysis concludes that Swedish development cooperation, in order to strengthen the prospects for peaceful and sustainable, poverty-reducing development in Timor Leste, shall focus on the considerable need to increase capacity in important institutions, to provide essential public services to vulnerable groups, and to bolster confidence in central government administration.

Given these starting-points, and the analysis of the role of Sweden and other donors in Timor Leste, Swedish support shall focus on promoting the reform of the education sector and the strengthening of both the democratisation process and observance of human rights principles in

the country. In these areas, Sweden enjoys comparative advantages, complements the work of other donors well, and can build on its positive experience from earlier strategy periods. Since both the access to and quality of education remain very limited, Swedish support shall help to increase the number of children – particularly girls – who complete a primary education of good quality. Because the justice system in Timor Leste is weak, over-burdened and inaccessible, and the government administration largely lacks public trust, Swedish support shall help to increase poor people's access to justice and their scope for democratic participation and lead to greater transparency.

Swedish support shall build on the sustainable development of capacity among national actors and institutions with particular focus on the regional and local level so as to better reach vulnerable groups in rural areas. Women, children and young people shall be given special priority as a target group.

Multilateral channels are considered the most suitable form of development assistance for the majority of Swedish support, given the positive experiences from this type of cooperation in previous strategy periods, and also bearing in mind Sweden's position as a comparatively small actor without a permanent presence in the country and the fact that the donor structure is relatively fragmentary, with a fairly large number of actors. In the relevant multilateral programmes, Sweden has an important role in promoting both integration of the rights perspective and the role of women in development. For reasons of efficiency, Swedish support shall focus on a limited number of initiatives. Both the planning and implementation of all Swedish initiatives shall be characterised by a clear conflict perspective.



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