



**TOWARDS TRANSPARENT,
ACCOUNTABLE AND INCLUSIVE
CLIMATE CHANGE POLICIES
IN TIMOR-LESTE
CLIMATE FINANCE SCOPING STUDY**

JULY 2024



OXFAM



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ACKNOWLEDGMENTS

Oxfam in Timor-Leste acknowledges Jo Monteiro for his research that informed some of the analysis in this Scoping Study.

This Scoping Study was supported by the New Zealand Aid Programme. The views expressed in this publication do not necessarily reflect those of the New Zealand Government.

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ABBREVIATIONS

AFAI	Adaptation Finance Accountability Initiative
CCWG	Climate Change Working Group
DCCFL	Draft Climate Change Framework Law
GHG	Greenhouse Gas
GoTL	Government of Timor-Leste
LDC	Least Developed Country
NAP	National Adaptation Plan
NAPA	National Adaptation Programme of Action
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organization
PNCCSAP	Proposed National Climate Change Strategy and Action Plan
SDG	Sustainable Development Goal
SDP	Strategic Development Plan
SIDS	Small Island Developing State
UNFCCC	United Nations Framework Convention on Climate Change
ZDCFPG	Zero Draft Carbon Farming Policy and Guidelines



EXECUTIVE SUMMARY

Communities in Timor-Leste contribute very little to climate change, yet are already suffering severe impacts. Vulnerable groups, particularly women and people with disability are often disproportionately affected by climate breakdown, compounding existing inequalities. The effective disbursement of climate finance is critical to helping these affected communities build resilience to climate impacts.

Timor-Leste's climate change policies set out how the Government of Timor-Leste (GoTL) supports vulnerable groups adapt to climate change, influencing the allocation of climate finance and who benefits. Ensuring that climate finance reaches the most vulnerable requires a policy framework that is founded on democratic principles of good governance and enables the most vulnerable to participate.

This Scoping Study analyzes the climate change policies in Timor-Leste from the perspective of transparency, accountability and inclusivity as markers of good governance. For the purposes of this Scoping Study, inclusivity refers to whether the policies reflect gender equity and include people with disability. A summary of key findings and recommendations is set out below.



Photo . Pedrito Vieira

KEY FINDINGS AND RECOMMENDATIONS

- 1. Transparency hinges on accessible climate change information and community engagement.** To improve the transparency of the climate change policy framework, all policies should be available in Tetun on a Climate Change Information webpage, along with key explanatory information. The GoTL should also expand its direct engagement with communities across all municipalities on climate change impacts, and the GoTL's response.
- 2. Accountability requires action.** While the policy framework is underpinned by provisions promoting accountability, implementation of these provisions is largely lacking. The GoTL should implement the accountability measures included in all climate change policies. As a starting point, the GoTL should develop a national monitoring, evaluation, reporting and learning framework to monitor the implementation of its climate change policies, actively engaging the public, affected communities, civil society and the private sector to assess achievement, identify gaps and help inform future priorities.
- 3. Guidelines for mainstreaming gender equity urgently needed.** Gender equity is an important element of the GoTL's policy response to the climate crisis. But the intention needs to be supported by action. The GoTL should implement all provisions promoting gender equity in the climate change policy framework. In particular, as provided for in the National Adaptation Plan, the GoTL should urgently develop guidelines for mainstreaming gender into Timor-Leste's climate change response.
- 4. Climate change policies must include people with disability.** The policy framework focusses on vulnerable communities, but doesn't specifically address the challenges faced by people with disability in relation to climate breakdown. All climate change policies should be updated to include provisions on the rights, needs and priorities of people with disability.
- 5. Climate finance plan and mobilization strategy required to implement climate change policies.** Implementing the climate change policy framework depends on dedicated financial resources. The GoTL should develop a financing plan setting out how Timor-Leste's climate policies will be funded, along with a financial mobilization strategy to access essential international support required to implement climate actions.
- 6. Greater accountability and inclusivity crucial for future direction.** All future climate change policies and laws, including the Draft Climate Change Framework Law should only be progressed with stronger provisions on gender equity and inclusion of people with disability.

NEXT STEPS

This Scoping Study is part of a journey towards more transparent, accountable and inclusive climate change policy in Timor-Leste, with a view to ensuring that the most vulnerable communities to the climate crisis, particularly women and people with disability are able to build resilience through accessing climate finance.

As a next step, Oxfam in Timor-Leste intends to work with partners to research the institutional arrangements governing climate finance, including mapping flows of climate finance, identifying sources designed to enhance women's resilience to climate impacts, and identifying barriers and solutions to women accessing climate finance.



INTRODUCTION

CLIMATE FINANCE

Finance is critical to enabling communities build resilience to climate impacts. By 2050 the annual cost of climate change adaptation is estimated to be around US\$500 billion for countries in the Global South, if not more.¹ The cost of reducing climate emissions to limit warming to 1.5 degrees Celsius would likely more than double that by 2030.² And by 2050 annual costs related to loss and damage caused by climate breakdown are estimated to range from US\$1.1 trillion to US\$2.7 trillion on average by 2050.³ High-income countries pledged to mobilize US\$100 billion annually until 2025 to support climate action in low-income countries.⁴ Yet, the actual finance mobilized that provides real support has fallen short of this commitment, and remains far below the level needed.⁵

Finance is a key focus of this year's negotiations at the United Nations Climate Change Conference, including agreeing a new collective quantified goal for finance. The new finance goal must be sufficient to meet the needs and priorities of the Global South in responding to climate change – and the finance actually mobilized must reach the most vulnerable within those countries.

CLIMATE CHANGE IMPACTS IN TIMOR-LESTE AND DEVELOPMENT CHALLENGES

Communities in Timor-Leste are already suffering severely from climate impacts. Regular climatic events include heavy and irregular rain, longer dry seasons and major storms such as Tropical Cyclone Seroja in 2021. Floods and landslides damage community homes, farms, fields, livestock and biodiversity.⁶

As a Least Developed Country (LDC) and Small Island Developing State (SIDS), Timor-Leste is particularly vulnerable to climate impacts, accelerating existing development challenges. Climate change threatens the livelihoods of over two-thirds of the population engaged in subsistence-based agriculture, and has wider implications for health, water resources, the environment, and biodiversity. The economy's heavy reliance on the Petroleum Fund, estimated to deplete in the coming decade, adds to the complexity of improving living standards for the Timorese people and responding to the climate crisis.

Timor-Leste however, has made advancements in human development since restoring independence over 20 years ago, marked by improvements in the standard of living, education, and health of its citizens. More communities now have access to electricity, better sanitation, and improved water sources.⁷ Yet, the

1. Alayza, N. 2023. 'Untangling the finance goal: An introduction to the new collective quantified goal' Working Paper. Washington, DC: World Resources Institute. Available at: <https://files.wri.org/d8/s3fs-public/2023-11/untangling-finance-goal.pdf?VersionId=i-ATffeoMVpkASOMvmqyj2S6g1NVWqYIA>
2. Songwe, V. et al. 2022. 'Finance for climate action: scaling up investment for climate and development' Report of the Independent High-Level Expert Group on Climate Finance. Available at: <https://www.lse.ac.uk/granthaminstitute/wp-content/uploads/2022/11/IHLEG-Finance-for-Climate-Action-1.pdf>
3. Alayza, N. 2023. 'Untangling the finance goal: An introduction to the new collective quantified goal.'
4. At the Copenhagen UNFCCC negotiations in 2009 developed countries committed to jointly mobilize US\$100 billion per year by 2020 to address the needs of developing countries. The goal was extended to 2025 at the Paris UNFCCC negotiations in 2015.
5. Zagma, B. et al. 2023. 'Climate Finance Shadow Report 2023 Assessing the Delivery of the \$100 Billion Commitment' Oxfam International. Available at: <https://oxfamilibrary.openrepository.com/bitstream/handle/10546/621500/bp-climate-finance-shadow-report-050623-en.pdf?sequence=19>. See also OECD. 2024. 'Climate Finance Provided and Mobilised by Developed Countries in 2013-2022, Climate Finance and the USD 100 Billion Goal.' Available at: <https://doi.org/10.1787/19150727-en>. The OECD Report concludes that the \$100 billion goal was met in 2022. OECD methodology, however, relies on reporting practices that do not reflect the real value of support provided to low-income countries specifically for climate action.
6. Oxfam in Timor-Leste. 2023. 'Community Experiences of Climate Change and its Impacts in Timor-Leste.' Available at: <https://unfccc.int/sites/default/files/resource/Community%20Experiences%20of%20Climate%20Change.pdf>
7. UNDP. 2022. 'Results Report 2022 Timor-Leste.' Available at: <https://timorleste.un.org/sites/default/files/2023-05/UN%20Timor%20Leste%202022%20Annual%20Report.pdf>
8. Oxford Poverty & Human Development Initiative and UNDP. 2023. 'Global Multidimensional Poverty Index 2023 Unstacking global poverty: Data for high impact action.' Available at: <https://hdr.undp.org/system/files/documents/hdp-document/2023mpireporten.pdf>



Photo . Oxfam in Timor-Leste

percentage of Timorese living in multidimensional poverty remains high at around 50 per cent of the population.⁸ Around 25 per cent of Timorese currently face crisis or above levels of food insecurity, an increase from levels in early 2023.⁹ Additionally, pervasive gender disparities exist in many regions and violence against women and girls remains widespread.¹⁰

CLIMATE CHANGE DOESN'T IMPACT EVERYONE EQUALLY

Women and girls are often disproportionately affected by climate impacts.¹¹ Owing to structural inequities many women lack financial resources and secure land rights required to recover from climate-induced disasters, are subjected to increased gender-based violence in disaster shelters, and women are at far greater risk of injury and death through reduced access to health services.¹²

People with disability are also more vulnerable to climate change impacts. Through higher rates of poverty and poorer education, people with disability often have limited access to climate-related information and resources. People with disability also experience major difficulties during emergency evacuation, such as accessing food, shelter and water, leading to disproportionately high rates of mortality.¹³

Oxfam has documented some of the impacts of climate change on vulnerable groups in Timor-Leste, including women and people with disability.¹⁴ The widespread floods caused by Cyclone Seroja exposed women and people with disability to heightened impacts. For women who lost land, those impacts continue to shape their lives as unequal access to financial resources and land tenure precludes purchasing new land in secure areas.

9. World Food Programme. 2024. 'Food Security Alert Special Bulletin Timor-Leste March 2024.' Available at: https://docs.wfp.org/api/documents/WFP-0000158257/download/?_ga=2.250414854.1842797286.1714612009-83933718.1698454025

10. UNDP. 2002. 'Results Report 2022 Timor-Leste.'

11. Pörtner, H., Roberts, D. and Tignor, M. et al. (eds.). 2002. 'Summary for Policymakers - Climate Change 2022: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change. Cambridge: Cambridge University Press. Available at: <https://www.ipcc.ch/report/ar6/wg2/>

12. ESCAP Policy Brief. 2022. 'Gender Equality and Climate Change.' Available at: <https://www.unescap.org/kp/2022/gender-equality-and-climate-change>

13. Kolybashkina, N. et al. 2024. 'Disability Inclusion in Climate Finance' Climate Investment Funds.' Available at: https://www.cif.org/sites/cif_enc/files/knowledge-documents/disability_inclusion_in_climate_finance_feb6.pdf

14. Oxfam in Timor-Leste. 2023. 'Community Experiences of Climate Change and its Impacts in Timor-Leste.'

Strengthening community resilience and adaptation to climate change are crucial for intergenerational equity considering how the climate crisis jeopardizes fundamental human rights, such as access to food, water, housing, healthcare, and subsistence. Also important is the need to ensure that the voices of those most affected are appropriately considered in the planning, design, and implementation of initiatives financed to minimize climate-based risks, including adaptation schemes, disaster risk reduction efforts, and development of climate-related policies.

TRANSPARENCY IN CLIMATE FINANCE LACKING

While many international climate funds have adopted gender-responsive policies, there are still gaps in monitoring and evaluating climate finance flows to determine their effectiveness in benefiting women and other vulnerable groups.¹⁵ It is estimated, however, that only 2.9 per cent of climate related development finance identified gender equality as a principal objective.¹⁶ For women and people with disability in Timor-Leste, accessing and benefiting from climate finance underpins their ability to build resilience in the face of ongoing climate impacts and disasters.

CLIMATE CHANGE POLICY FRAMEWORK

The climate change policy framework in Timor-Leste sets out the country's adaptation, mitigation and loss and damage needs, the GoTL's priorities for responding to climate change, and key activities it intends to undertake. As such, the policies influence decisions on how climate finance is allocated to climate activities, including who benefits from those activities.

Accordingly, this Scoping Study analyzes the climate change policy framework in Timor-Leste, encompassing existing policies and anticipated future direction. The key policies analyzed are the Strategic Development Plan, National Adaptation Plan, Nationally Determined Contribution and the National Climate Change Policy, as well as the Zero Draft Carbon Farming Policy and Guidelines and the Draft Climate Change Framework Law.

This Scoping Study contributes to goals of the Kōtui Programme in Timor-Leste to increase women's rights in climate adaptation policy and the allocation of climate finance to initiatives that support women's resilience. See Box on Kōtui Programme at a Glance.

KŌTUI PROGRAMME AT A GLANCE

- ◆ Kōtui is a partnership between Oxfam Aotearoa and the New Zealand Ministry of Foreign Affairs and Trade.
- ◆ The overall purpose of the Kōtui programme is to increase the resilience, wellbeing and agency of women in the face of climate breakdown and disasters.
- ◆ The Kōtui programme focusses particularly on the lives of those women facing compounding marginalization — such as disability, single parenthood, widowhood, or remoteness — in the wider Pacific region.
- ◆ Kōtui is delivered by Oxfam Aotearoa, in conjunction with Oxfam in the Pacific, Oxfam in Timor-Leste, and in-country partners.
- ◆ Kōtui seeks two long-term outcomes:
 - Governance systems affecting resilience are more inclusive, accountable and gender responsive.
 - Women have more equitable access to resources and opportunities that matter to their resilience and well-being.
- ◆ For more information on the Kōtui Programme see: <https://www.oxfam.org.nz/wp-content/uploads/2021/04/Kotui-Programme-Overview-country-projects.pdf>

15. See Schalatek, L. 2022. 'Gender and Climate Finance' Climate Finance Fundamentals 10. Available at: https://us.boell.org/sites/default/files/2022-03/CFF10%20-%20Gender%20and%20CF_ENG%202021.pdf. See also Krishnan, N. 2020. 'Following the Money Isn't Enough: How Civil Society Organizations Provide Accountability for Climate Adaptation Finance' World Resources Institute Working Paper. Available at: <https://files.wri.org/d8/s3fs-public/following-money-isnt-enough.pdf>

16. Zagema, B. et al. 2023. 'Climate Finance Shadow Report 2023 Assessing the Delivery of the \$100 Billion Commitment.'

AIM AND OBJECTIVES



Photo . Oxfam in Timor-Leste

The aim of this Scoping Study is to assess the effectiveness of the climate change policy framework in Timor-Leste in promoting transparency, accountability, and inclusivity as markers of good governance. This assessment will help determine next steps in understanding how climate finance decisions are made in Timor-Leste, and establish whether the policies and institutional framework governing climate change and climate finance enables women and people with disability to access resources for building resilience to climate impacts.

The specific objectives of the Scoping Study are to:

1. Describe key climate change policies in Timor-Leste, including their development, purpose, and funding mechanisms;
2. Analyze each policy in terms of transparency, accountability, and inclusivity, specifically addressing gender equity and inclusion of people with disability;
3. Provide actionable recommendations based on the analysis; and
4. Identify areas for further research.

METHODOLOGY

This Scoping Study draws on the methodology¹⁷ used by the Adaptation Finance Accountability Initiative (AFAI).¹⁸

AFAI aims to analyze the local delivery of climate finance and to improve transparency and strengthen accountability. Step One of the AFAI approach to tracking climate change adaptation finance includes understanding the national climate change adaptation context by analyzing national climate policies and priorities.

This Scoping Study applies a wider lens than the AFAI approach, by analyzing the key national climate change policies that address not only adaptation, but also includes mitigation and loss and damage. Inclusivity is also considered, in terms of gender equity and inclusion of people with disability.

CRITERIA FOR ANALYZING POLICIES

Transparency and accountability are pivotal concepts in effective governance, each serving distinct yet interconnected roles. Transparency is characterized by the openness and accessibility of information; it ensures the public, affected communities, civil society and the private sector have access to relevant data and processes.

Accountability involves the responsibility for actions and decisions, with mechanisms in place to ensure individuals or institutions are held answerable for their conduct. This relationship is often depicted with transparency nested within accountability.

In addition to transparency and accountability, inclusivity is essential to effective governance of climate change actions and the finance needed to implement them. Inclusivity refers to the responsiveness of laws and policies to the people most impacted by them.

WHAT IS CLIMATE FINANCE?

For the purposes of this Scoping Study, climate finance includes all finance related to adapting to, mitigation of, or compensation for loss and damage caused by climate change impacts.



Photo . Oxfam in Timor-Leste

17. Carvalho, A. P. and Terpstra, P. 2015. 'Tracking Adaptation Finance An Approach for Civil Society Organizations to Improve Accountability for Climate Change Adaptation.' Available at: https://files.wri.org/d8/s3fs-public/AdaptationFinance_Rev3_SglPgs_webFINAL.pdf
18. AFAI is a collaborative research and advocacy project that seeks to improve transparency and accountability for adaptation finance involving Oxfam, the Overseas Development Institute, the World Resources Institute, Clean Energy Nepal, the Institute for Social and Environmental Transition – Nepal, the Institute for Climate and Sustainable Cities, Climate Action Network Uganda, and the Zambia Climate Change Network. See: Terpstra, P. 2015. 'From Tracking to Action: Promoting Social Accountability in Adaptation Finance.' Available at: https://www.weadapt.org/wp-content/uploads/2023/05/from_tracking_to_action.pdf
19. Available at: http://timor-leste.gov.tl/wp-content/uploads/2012/02/Strategic-Development-Plan_EN.pdf



As noted above, women are often disproportionately affected by climate change. Women’s marginalization does not occur along a single axis but rather is intersectional, i.e. women are also in other groups facing marginalization, such as women with disability, women who have “married in” from other islands or areas, single mothers, unmarried women, widows, women living in remote areas, and women with low or no education, among others. Similarly, people with disability are also more vulnerable to climate impacts and this can intersect with other inequities faced by them as members of other groups.

This Scoping Study assesses inclusivity by focussing on gender equity and inclusion of people with disability. Table 1 below sets out the criteria used and the questions asked in analyzing the climate change policies.

Table 1: Criteria for Analyzing Climate Change Policies

Criteria	Definition	Research questions
Transparency	<ul style="list-style-type: none"> Accessibility of information to the general public, civil society, affected communities, and the private sector. 	<ul style="list-style-type: none"> Is information about the policy, including objectives, clear and easily accessible to members of the public, civil society, affected communities, and the private sector?
Accountability	<ul style="list-style-type: none"> Ability of the public, civil society, affected communities and the private sector to hold responsible actors to account for their actions or commitments. 	<ul style="list-style-type: none"> Are systems in place to review the policy's implementation and respond to any implementation gaps? Is the public, civil society, affected communities and the private sector involved in reviewing the policy's implementation?
Inclusivity	<ul style="list-style-type: none"> Responsiveness of policies to needs of the most vulnerable, focussing on women and people with disability. 	<ul style="list-style-type: none"> Does the policy mainstream gender? Is the policy inclusive of people with disability?

ANALYSIS OF KEY CLIMATE CHANGE POLICIES

This section describes and analyzes key climate change policies in Timor-Leste using the criteria described in Table 1.

STRATEGIC DEVELOPMENT PLAN 2011–2030

The Strategic Development Plan (SDP) is a road map for Timor-Leste's development.¹⁹ It sets out a "a twenty-year vision that reflects the aspirations of the Timorese people to create a prosperous and strong nation."²⁰ Development priorities are identified in three areas – social capital, infrastructure development, and economic development – underpinned by an effective institutional framework, and a strong macroeconomic foundation.

The SDP builds on the 2002 National Development Plan and incorporates feedback from community consultations based on a consultation document entitled "A Summary Strategic Development Plan, From Conflict to Prosperity," undertaken in April 2010 in all 65 sub-districts across Timor-Leste.

Timor-Leste's significant vulnerabilities to climate change are identified in the SDP with the key response to develop a National Program of Adaptation to Climate Change. The SDP also includes an action to provide at least half of Timor-Leste's energy needs from renewable energy by 2020 to contribute to the global effort to reduce greenhouse gas (GHG) emissions.²¹

In terms of financing the actions in the SDP, the National Development Agency is responsible for providing detailed costing advice on major infrastructure projects to the government. Relevant Ministries are responsible for providing advice on sector program costings and implementation.

The SDP was reviewed under the previous government following engagement with government institutions, stakeholders, NGOs, academia, and faith-based organizations.²² It is unclear if the revised SDP will be progressed by the new Government.

20. Ibid at page 9.

21. Note Timor-Leste's small contribution to climate change of less than 0.003% cumulative annual emissions of global climate emissions. See Timor-Leste's Nationally Determined Contribution 2002-2030.

22. See <https://laohamutuk.org/econ/SDP/10SDPindex.htm#review>

23. SDP at page 221.

Table 2: **ANALYSIS OF SDP**

Transparency
<ul style="list-style-type: none">• SDP is available on the internet in English but not in Tetun.• Includes a clear vision, but it is not clear how the activities in the SDP relate to achieving the vision.
Accountability
<ul style="list-style-type: none">• National Development Agency was established to manage, monitor and administer implementation of SDP.• Acknowledges that successful implementation will require the active participation of the Timorese people.• No formal system to evaluate implementation; however, a review of SDP implementation was undertaken in 2022, which involved institutions, stakeholders, NGOs, academia, and faith-based organizations.
Gender equity
<ul style="list-style-type: none">• Gender equality in all aspects of life is part of the Timor-Leste constitution and this is reflected in the SDP.• Long-term goal is that “in 2030 Timor-Leste will be a gender-fair society where human dignity and women’s rights are valued, protected and promoted by our laws and culture.”²³• Includes strategies to achieve gender goal across education, health, violence, leadership in public spaces, as well as promoting gender mainstreaming across government in policies, programs, processes, and budgets.
People with disability inclusion
<ul style="list-style-type: none">• SDP provides that by 2030, Timor-Leste will be a strong, cohesive, and progressive nation where the rights and interests of its most vulnerable citizens are protected.• Challenges faced by people with disability are identified, including in relation to health and education.• Includes a strategy to create a framework for protecting the rights of people with disability and providing base level support services for people with disability and their families.²⁴

“OUR VISION IS THAT IN 2030 TIMOR-LESTE WILL BE A GENDER-FAIR SOCIETY WHERE HUMAN DIGNITY AND WOMEN’S RIGHTS ARE VALUED, PROTECTED AND PROMOTED BY OUR LAWS AND CULTURE.” SDP, PAGE 48

24. See GoTL National Action Plan for People with Disability. Available at: <https://www.laohamutuk.org/Justice/Disability/NAPDisability2014en.pdf>

25. Available at: <https://unfccc.int/sites/default/files/resource/Timor%20Leste%20NAP.pdf>



Photo . Oxfam in Timor-Leste

Timor-Leste's first National Adaptation Plan (NAP) sets out a framework to coordinate all climate change adaptation activities in the country.²⁵ The overall vision of the NAP is "to build a climate resilient development trajectory for the country and its people."²⁶ The NAP includes a program of activities and priority actions, including in relation to disaster risk management, agriculture, water and sanitation, health, coastal systems and marine resources, infrastructure, and tourism.

The NAP was based on existing vulnerability assessments, including at the village level, a national assessment to support the Second National Communication to the United Nations Framework Convention on Climate Change (UNFCCC), and separate health and coastal vulnerability assessments. The GoTL intends to undertake more detailed vulnerability and risk assessments in parallel to implementing the NAP.

The process for developing the NAP included a national stakeholder consultation workshop, consultations with several key government Ministries and the LDC Expert Group.

The GoTL intends to update the NAP, and address identified gaps in evidence and data, institutional capacity and financial needs as further information becomes available.

The NAP next steps include developing a costing and financing plan for implementing the NAP and a financial mobilization plan that identifies sources of financing to support sectoral adaptation priorities and how to access such sources. As an LDC and SIDS, Timor-Leste will require financial support to implement its NAP from international sources.

GENDER EQUITY AND INCLUSION IS ONE OF THE KEY PRINCIPLES OF THE COUNTRY'S NAP PROCESS, AND THROUGH PLANNING AND IMPLEMENTATION FOR THE NAP THE GODRTL WILL WORK TO ADVANCE GENDER EQUITY GOALS THAT HAVE BEEN ARTICULATED IN OTHER STRATEGIES AND POLICIES. SINCE INDEPENDENCE, GENDER EQUALITY HAS BEEN EMPHASIZED AS AN IMPORTANT GOAL IN NATIONAL DEVELOPMENT."
NAP, PAGE 21

26. Timor-Leste's National Adaptation Plan 2021 at page X.

27. Available at: [https://www.laohamutuk.org/Env/Climate/2023/170125JR-DM2\(MCIA\)WorkingGroupCCPtEn.pdf](https://www.laohamutuk.org/Env/Climate/2023/170125JR-DM2(MCIA)WorkingGroupCCPtEn.pdf)

Table 3: ANALYSIS OF NAP

Transparency
<ul style="list-style-type: none">• NAP is available on the internet in English but not in Tetun.• Includes a clear vision, focus, key sectors and easily understood objectives.• Includes some technical detail that not may not be easily understood by all affected communities.• Unlikely members of affected communities are aware that the NAP exists.• Includes program to fully realize stakeholder engagement and ownership over NAP process from national leadership to the most marginalized segments of the Timorese population, including through increasing public awareness of climate change.
Accountability
<ul style="list-style-type: none">• NAP aims to develop a national monitoring, evaluation, reporting and learning framework by 2022 that would track progress and contribute to accountability. This includes developing a mechanism for tagging and tracking government expenditure related to NAP priorities.• In the interim, the Climate Change Working Group (CCWG) supports reviewing activities that implement the NAP.• The CCWG was established in January 2017 by Ministerial Decree²⁷ and its members include all related Ministries, agencies, NGOs, faith-based organizations, academic institutions, private sector representatives, and other relevant stakeholders.• CCWG is an important mechanism for civil society to hold relevant government actors to account for implementing their actions in the NAP. Representation from government entities on the CCWG however, is not high, and there is no formal process for monitoring NAP implementation.• NAP includes activity to establish stakeholder advisory committee and communications protocols to advise and provide inputs for NAP processes, involving representation of potentially marginalized and disproportionately vulnerable groups.
Gender equity
<ul style="list-style-type: none">• Gender equity is a key principle of the NAP process.• NAP describes the gender context in Timor-Leste and gender considerations are discussed in relation to water and sanitation, health, and agriculture.• The National Directorate for Climate Change will establish a gender and climate change focal point to integrate mainstreaming of gender considerations into Timor-Leste's adaptation response, including formulating principles for ensuring gender responsiveness across the NAP process. The focal point has been appointed in the General Directorate of Environment under the Minister of Environment and Tourism.• Aims to establish and implement a research and monitoring framework to track present and potential future impacts of climate change on women. This includes the identification of sex-disaggregated indicators for incorporation into NAP processes.• Priority Action is to improve institutional and community (including vulnerable groups such as women and children) capacity to prepare for and respond to climate change-induced natural disasters.
People with disability inclusion
<ul style="list-style-type: none">• NAP includes focus on vulnerable groups.• No specific actions are included to address the needs and priorities of people with disability in relation to climate change.• People with disability have not been informed of the existence of the CCWG.²⁸

28. Interview held with Sr. Cesario da Silva, Executive Director of the Asosiasaun Defisiensia Timor-Leste.

29. Unofficial English translation by La'o Hamutuk available at: <https://mail.laohamutuk.org/Env/Climate/2023/220301GovRes8NationalClimateChangePolicyEn.pdf>



Photo . Oxfam in Timor-Leste

NATIONAL CLIMATE CHANGE POLICY 2022

The National Climate Change Policy 2022 (NCCP)²⁹ builds upon the foundation laid by the draft National Climate Change Policy 2017. The NCCP brings together existing national and international policies related to climate change, including the SDP, Nationally Determined Contribution 2016,³⁰ the National Adaptation Programme of Action,³¹ and the draft National Adaptation Plan.

Climate change actions and commitments were prioritized across economic sectors including agriculture, fisheries and aquaculture, coastal and marine ecosystems, forest and other land use, transport, and waste. Additionally, emphasis is placed on cross-cutting sectors, such as disaster risk management, education, infrastructure, health, and natural resource management. Division of responsibilities among Ministries is set out in Annex I of the NCCP.

The process for developing the NCCP included examining existing policies, consulting across Ministries and engaging with stakeholders in the CCWG.

The NCCP notes that it lays the foundation for establishing the National Climate Change Strategy and Action Plan to help the GoTL implement, fund, and monitor the implementation of climate change policies. Additionally, it is anticipated that a new law will be introduced to strengthen the legal mandate to implement climate change policies in Timor-Leste. See discussion below on Future Direction.

The NCCP identifies that international financial and technical assistance is required to implement climate change mitigation and adaptation in Timor-Leste.

30. Timor-Leste produced its first Nationally Determined Contribution (NDC) in 2016. Available at: <https://unfccc.int/documents/497978>. This Scoping Study analyzes the updated NDC 2022-2030.

31. Timor-Leste's National Adaptation Programme of Action (NAPA) 2010 identified immediate climate adaptation needs. Available at: https://www.adaptation-undp.org/sites/default/files/resources/timor-leste_napa_-_december_2010.pdf. Timor-Leste's National Adaptation Plan 2021 builds on the NAPA.

32. Available at: https://unfccc.int/sites/default/files/NDC/2022-11/Timor_Leste%20Updated%20NDC%202022_2030.pdf

33. Zero Draft Timor-Leste Carbon Farming Policy and Guidelines, January 2024, page 3.

Table 4: **ANALYSIS OF NCCP**

Transparency
<ul style="list-style-type: none"> • NCCP is available on the internet in Portuguese but not in Tetun. • Unlikely members of affected communities are aware that the NCCP exists. • NCCP includes clear objective.
Accountability
<ul style="list-style-type: none"> • The State Secretariat for the Environment is responsible for monitoring and evaluating the implementation of the NCCP. • Annual monitoring and evaluation reports related to climate change adaptation and mitigation will be submitted to the Inter-Ministerial Coordination Body. • Principles include: <ul style="list-style-type: none"> o enabling stakeholder participation in monitoring and evaluation cycle for learning and knowledge of all policies and laws. o climate-sensitive planning, budgeting and monitoring mechanisms at all levels, with Ministries that facilitate and strengthen community awareness and capacity to integrate climate change resilience and climate adaptation measures into development plans and budget requests at the local level.
Gender equity
<ul style="list-style-type: none"> • Gender integration is identified as an indispensable consideration. • Acknowledges that climate change has different impacts on men, women, children, and the elderly. • Objectives in relation to gender are to build the GoTL’s capacity to identify and respond to the different basic needs of women. This includes strengthening institutional capacity and coordination mechanisms that support gender considerations, developing tools to ensure gender equality and social inclusion, and establishing processes for prioritizing programs based on demographic, gender and social inclusion factors. • The State Secretariat for Equality and Inclusion is responsible for monitoring the development of climate change related policies and programs to ensure effective consideration of gender and women’s issues.
People with disability inclusion
<ul style="list-style-type: none"> • No references to people with disability.

“THE NEGATIVE IMPACTS OF CLIMATE CHANGE ARE EXPECTED TO HAVE DIFFERENT EFFECTS ON MEN, WOMEN, CHILDREN AND THE ELDERLY. TO THIS END, THE GOVERNMENT’S OBJECTIVES WILL BE TO BUILD CAPACITY IN ITS RESPECTIVE INSTITUTIONS TO IDENTIFY AND RESPOND TO THE DIFFERENT BASIC NEEDS OF WOMEN. THIS WILL INCLUDE STRENGTHENING INSTITUTIONAL CAPACITY, STRENGTHENING COORDINATION MECHANISMS THAT SUPPORT GENDER CONSIDERATIONS, DEVELOPING TOOLS AND APPROACHES TO ENSURE GENDER EQUALITY AND SOCIAL INCLUSION, AND PROCESSES TO PRIORITIZE PROGRAMS BASED ON DEMOGRAPHIC, GENDER AND SOCIAL INCLUSION CONSIDERATIONS.” NCCP, PAGE 29



Photo . Oxfam in Timor-Leste

NATIONALLY DETERMINED CONTRIBUTION 2022-2030

Countries that have committed to the Paris Agreement must submit action plans to the UNFCCC setting out how they intend to reduce climate pollution. These climate action plans are known as a nationally determined contribution. The ambition of nationally determined contributions for low-income countries is dependent on high-income countries providing climate finance.

As an LDC and SIDS, Timor-Leste's Second Nationally Determined Contribution 2022-2030 (NDC) sets out the country's efforts for low GHG emissions development and reflects Timor-Leste's special circumstances.³²

Timor-Leste's NDC updates its first NDC from 2016, links to the SDP, SDGs and also reflects objectives and principles of the NCCP. Further commitments implementing Timor-Leste's NAP are included in the NDC. In particular, the NDC provides that the government will communicate a shortlist of adaptation priorities and associated funding gaps in 2024.

Consultations and collaborative processes that supported the development of the NCCP informed the policy basis for the NDC.

The NDC identifies the acute need for financial support to enable implementation to comply with the requirements of the Paris Agreement. This includes (1) establishing a national GHG inventory; and (2) strengthening the legal framework and institutional capacity for land administration to improve the enabling environment for nature-based solutions and carbon markets mechanisms. Additionally, the CCWG will coordinate with the Ministry of Finance to register, facilitate and ensure transparency of external financial support with respect to climate change adaptation.

Consistent with Timor-Leste's status as an LDC and SIDS, actions are identified as unconditional, or conditional. Unconditional actions will be implemented with domestic resources. Conditional actions are subject to receiving international support.

34. Unofficial English translation by La'o Hamutuk available at: <https://www.laohamutuk.org/Env/Climate/2023/221222TLClimate%20>

Table 5: **ANALYSIS OF NDC**

Transparency
<ul style="list-style-type: none"> • NDC is available in English on the internet but not in Tetun. • Describes important context and actions in an easily understood way. • Some technical aspects not easily understood. • Unlikely that members of affected communities are aware that the NDC exists.
Accountability
<ul style="list-style-type: none"> • Provides that progress against the NDC will be tracked through national reporting and via submissions of Biennial Transparency Reports starting in 2024. Submission of a Biennial Transparency Report is conditional on finance. • Civil society and affected communities can participate in reviewing implementation of the NDC through public consultation as part of Timor-Leste’s Third National Communication. • Provides that the GoTL will establish a subnational and community-based consultation mechanism to support community empowerment, engage the private sector and facilitate subnational implementation of climate change policy implementation activities.
Gender equity
<ul style="list-style-type: none"> • NDC has been guided by a gender-responsive approach and has considered the nexus between climate change issues and gender inequality. • Gender Focal Points have been identified in each Ministry/Secretariat of State. • An Inter-Ministerial Working Group has been established composed of the Gender Focal Points, coordinated by the Secretary of State for Equality and Inclusion. Its purpose is to ensure collaboration and effective gender mainstreaming in the GoTL activities. • Unconditional commitment to continue to promote gender mainstreaming within planning processes, and the nexus between climate change and gender, including by establishing and expanding district-level gender working groups.
People with disability inclusion
<ul style="list-style-type: none"> • Includes references to protecting vulnerable groups. • No references to people with disability.

“TIMOR-LESTE’S APPROACH TO CLIMATE CHANGE HAS AND WILL CONTINUE TO BE INFORMED BY THE NEED TO ENABLE SUSTAINABLE DEVELOPMENT OUTCOMES THAT CAN ONLY BE ACHIEVED IF WOMEN AND GIRLS ARE EMPOWERED WITHIN SOCIETY.” NDC, PAGE 57

FUTURE DIRECTION

To understand likely developments in the policy framework, this section describes new policies that the GoTL intends to establish and implement. Initial assessments are made on whether the future policy direction contributes to the transparency, accountability, and inclusivity of climate change policies in Timor-Leste.

ZERO DRAFT CARBON FARMING POLICY AND GUIDELINES

The GoTL released a Zero Draft Carbon Farming Policy and Guidelines (ZDCFPG) in January 2024 to address the lack of a governance framework in Timor-Leste to monitor and regulate carbon farming projects. The ZDCFPG aims to establish an initial framework to support local stakeholders and communities through climate finance and international carbon markets.

The primary objective of the ZDCFPG is “to mitigate the uncertainties associated with the development of carbon projects. It strives to enhance environmental integrity, build the capacity for governmental oversight, ensure equitable sharing of benefits with local communities, and align the national regulatory framework with the stipulations of the Paris Agreement.”³³

The ZDCFPG was released following consultation with stakeholders, including community groups and NGOs on an options paper in December 2023. Submissions were invited from relevant stakeholders and the GoTL consulted on the ZDCFPG in July 2024.

To fund implementation of the ZDCFPG the GoTL proposes to charge project operators a fee. Note that this fee may not generate sufficient funding alone to implement the policy effectively.

WHAT ARE CARBON FARMING PROJECTS?

Carbon farming projects are projects capable of reducing or removing GHGs from the atmosphere according to predefined methodologies managed by a carbon standard. Key areas subject to the ZDCFPG are forest restoration, agroforestry and clean cooking solutions.

Change%20Law%20Zero%20DraftEn.pdf

Table 6: **ANALYSIS OF ZDCFPG**

Transparency
<ul style="list-style-type: none">• ZDCFPG is available in English and Tetun.• ZDCFPG is not available on the internet, but can be accessed by contacting the GoTL.• The objectives of the policy are clear.• Contains considerable technical detail that may not be accessible to affected communities.
Accountability
<ul style="list-style-type: none">• Monitored by the Designated National Authority, primarily through the Carbon Registry.• Carbon Registry responsibilities will include collecting information, reporting, and tracking obligations.• Aims to empower and advance communities to be active players in environmental protection, while sharing fairly in the financial gains from carbon farming.• Identifies the need to develop legal standards to require strict adherence to the ZDCFPG, serve as a benchmark and quality standard for carbon farming projects, and a robust grievance procedure.• ZDCFPG does not however, require that the legal standards must be developed before projects can be registered. This creates a risk that projects start issuing credits before the legal standards have been developed.
Gender equity
<ul style="list-style-type: none">• Gender equality and inclusion are explicitly stated as principles to be integrated in every aspect of the ZDCFPG implementation.• Provides that every aspect of the ZDCFPG shall consider the adverse impact on women and girls and identify results-oriented actions to minimize these differences.• No arrangements in the governance mechanisms or in the 'Community Special Regime' which guarantees that gender responsive or transformative approaches are practiced during policy and project implementation—nor in the benefit-sharing arrangements.
People with disability inclusion
<ul style="list-style-type: none">• No references to people with disability.

“GENDER EQUALITY AND INCLUSION SHALL BE PRINCIPLES DULY INTEGRATED IN EVERY ASPECT OF THE CFP IMPLEMENTATION. THE BENEFITS, AS WELL AS THE BURDEN OF PROJECTS IMPLEMENTATION, SHALL BE DISTRIBUTED EQUALLY.” ZDCFPG, PAGE 9



Photo . Oxfam in Timor-Leste

DRAFT CLIMATE CHANGE FRAMEWORK LAW

The Draft Climate Change Framework Law³⁴ (DCCFL) was initiated to provide a legal framework for Timor-Leste's response to climate change, including implementing the country's National Climate Change Policy and Nationally Determined Contribution.³⁵ The DCCFL provides for the development of a National Climate Change Action Strategy encompassing policies on climate change mitigation and adaptation, as well as developing a National Adaptation Plan to Climate Change. A National Council for Climate Action would be created under the DCCFL.

The GoTL engaged in public consultation in early 2023 on the DCCFL with a presentation in Tetun of a "zero draft" of the law together with an options paper.³⁶ The GoTL plans to progress the DCCFL.

The DCCFL proposes including provisions to address climate finance, such as the possibility of establishing a national green fund to attract and deploy climate finance.

35. Options Paper for a Climate Change Framework Law for Timor-Leste, 15 August 2022. Unofficial English translation by La'o Hamutuk available at: <https://www.laohamutuk.org/Env/Climate/2023/220815TLClimate%20Change%20Decree-Law%20options%20PaperEn.pdf>

36. See: <https://www.laohamutuk.org/Env/Climate/2023/23ClimateChangeLaw.htm>

37. See GoTL Green Climate Fund Readiness Support project: Development of capacity to implement a national climate change plan and strategy in Timor-Leste. Available at: <https://www.greenclimate.fund/document/development-capacity-implement-national-cli->

Table 7: **ANALYSIS OF DCCFL**

Transparency
<ul style="list-style-type: none">• DCCFL is in Tetun.• Official version of the DCCFL is not available on the internet.• Unofficial version in English is available on the internet.
Accountability
<ul style="list-style-type: none">• Information principle affords citizens the right to be informed on the impacts of climate change and on the mitigation and adaptation measures carried out by public and private institutions in accordance with the proposed law.• Provides for the establishment of a National Council for Climate Action with the function to monitor the application of the law.• Provides for citizens, businesses, and environmental associations in the evaluation of climate policy.• Right of citizens to demand from public and private entities compliance with climate duties and obligations to which they are bound and ability to enforce rights in courts.• Right of citizens to intervene and participate in administrative procedures regarding climate policy.• Includes GoTL obligation to facilitate public consultations on climate change policy decision-making, ensure access to information, and incentivize the active participation of citizens and businesses in the planning, decision-making, and evaluation of climate policy.• Requires the GoTL to support associations that act to protect the environment and combat climate change, and increase citizens' awareness of the importance of adaptation and mitigation actions.
Gender equity
<ul style="list-style-type: none">• Includes principle of integrating gender equity considerations in climate public policies, including promoting parity between men and women in climate action structures.• No requirement for gender balance in the National Council for Climate Action or representation from women's groups.• Objectives of a National Adaptation Plan to Climate Change include taking into account social impacts of climate change and adaptation measures to avoid inequalities, including gender equality considerations.
People with disability inclusion
<ul style="list-style-type: none">• Objective to ensure climate justice, guaranteeing the protection of the most vulnerable communities to the climate crisis.• No references to people with disability.

“ ... CLIMATE PUBLIC POLICIES SHALL INCLUDE GENDER EQUALITY CONSIDERATIONS, INCLUDING PROMOTING PARITY BETWEEN MEN AND WOMEN IN CLIMATE ACTION STRUCTURES.” DCCFL, ARTICLE 5 PRINCIPLES



Photo . Oxfam in Timor-Leste

PROPOSED NATIONAL CLIMATE CHANGE STRATEGY AND ACTION PLAN

The GoTL intends to develop a National Climate Change Strategy and Action Plan (PNCCSAP).³⁷ The purpose of the PNCCSAP is to bring together a concise overview of climate change risks and vulnerabilities in Timor-Leste, along with an outline of sectoral level mitigation and adaptation activities to be implemented at municipal and local levels.

The PNCCSAP aims to specifically address identified shortcomings in the ability of the GoTL to respond to the growing challenge of climate change by (1) enhancing the ability of the country to access climate finance; (2) develop capacities of personnel in government departments to identify priority mitigation and adaptation needs and design; (3) implement, monitor, and report on appropriate projects; (4) raise awareness and understanding of local communities to climate related threats and suitable mitigation actions in order to engage them as partners in climate action; and (5) create a framework for action.

The PNCCSAP is intended to guide the implementation of the NCCP and achieving the NDC. It is intended to develop the PNCCSAP through a comprehensive multi- stakeholder consultation process.³⁸

mate-change-plan-and-strategy-timor-leste

38. National Climate Change Policy, page 32.

39. See Timor-Leste's Second National Communication to the UNFCCC. Available at: <https://unfccc.int/documents/266424>

KEY FINDINGS

- 1. Transparency – Climate change policy framework largely inaccessible.** Most of the policies are only available in English, excluding Timorese that do not speak English. While most of the policies are available on the internet, there is no single webpage including all policies in Tetun. The policies contain clear objectives, but the substantive content is often technical and unlikely to be easily understood by many affected communities.
- 2. Accountability robust in theory but more implementation needed.** Most of the policies provide for developing plans to monitor implementation and involve communities. Implementing the monitoring plans however, appears largely lacking. Some information is available on activities that the GoTL is undertaking to respond to climate change, but the information primarily fulfils international reporting requirements, rather than domestic needs – and it doesn't link to activities in the domestic policy framework.³⁹ While the Climate Change Working Group is an important mechanism for reviewing the implementation of the climate change policies, in practice there are no systematic monitoring tools to evaluate whether climate change activities are achieving policy objectives.
- 3. Gender equity is strong but not actioned.** Gender equity and mainstreaming gender are important elements of the GoTL's policy response to the climate crisis. This is particularly the case in relation to the National Adaptation Plan, Nationally Determined Contribution and the Zero Draft Carbon Farming Policy and Guidelines. There is little evidence, however, that mainstreaming gender has been actioned across Timor-Leste's climate change response. Additionally, there are few provisions across the policy framework promoting leadership of women in addressing climate change.
- 4. People with disability have been left behind.** While almost all of the climate change policies include provisions in relation to vulnerable communities, there are no specific provisions protecting the rights of people with disability and addressing their needs and priorities in terms of climate change. This is a clear gap in the GoTL's climate change response.⁴⁰
- 5. Inclusivity missing from future direction.** Our preliminary analysis is that the Draft Climate Change Framework Law and Zero Draft Carbon Farming Policy and Guidelines require stronger provisions on gender equity and inclusion of people with disability. It's also unclear what the next steps are to progress the Draft Climate Change Framework Law, the Proposed National Climate Change Strategy and Action Plan and the Zero Draft Carbon Farming Policy and Guidelines and how affected communities can participate.
- 6. Climate finance gap.** Implementing the climate change policies will require dedicated financial resources. Yet, none of the policies are supported by a clear plan identifying how activities will be funded.⁴¹ Additionally, there isn't a strategy for mobilizing funds from international sources, including development partners, climate funds, and multilateral development banks.

40. Note that the Ministry of Social Solidarity and Inclusion proposed to develop an action plan to protect people with disabilities from the impacts of climate change. See UNDP. 2022. 'Climate Public Expenditure and Institutional Review (CPEIR)' at page 45. Available at: <https://www.undp.org/timor-leste/publications/launch-timor-lestes-climate-public-expenditure-review-cpeir>

41. The UNDP CPEIR found that inadequate budget allocations are made to implement climate policies adopted by the GoTL.

42. Note that Timor-Leste's Second National Communication to the UNFCCC identifies public awareness activities in Timor-Leste, including a Website of Climate Change Information Centre. The link provided is inaccessible. See <https://unfccc.int/docu->

RECOMMENDATIONS

1. **Transparency hinges on accessible climate change information and community engagement.**

All climate change policies should be translated into Tetun and available on a Climate Change Information webpage, with explanatory information to highlight important parts of the policies.⁴² Annual monitoring and evaluation reports should be available on the Climate Change Information webpage. The GoTL should also increase its engagement with communities across all municipalities and use diverse media channels to expand community awareness of climate change and the GoTL's response.⁴³



Photo . Oxfam in Timor-Leste

2. **Accountability requires action.** The GoTL should implement the accountability measures in all of its climate change policies.

See Appendix One for list of key activities requiring implementation across the climate change policy framework in terms of transparency, accountability and inclusivity. As a critical first step, the GoTL should develop a national monitoring, evaluation, reporting and learning framework (MERL) to track progress implementing climate change policies, actively involving the public, affected communities, civil society and the private sector to assess achievements, identify gaps and help inform future priorities. All information from the MERL framework should be available on the Climate Change Information webpage recommended above.

3. **Gender and climate change mainstreaming guidelines and women's leadership needed.** Guidelines for mainstreaming gender into Timor-Leste's climate change response should be developed as an urgent priority, covering adaptation, mitigation, loss and damage and climate finance. The guidelines should include an accountability framework to ensure they are implemented across the government through gender focal points. Women's leadership of gender and climate change should be promoted in the policy framework.

4. **Climate policies must include people with disability.** More research, evidence, and engagement with people with disability on climate impacts is required. All climate change policies should be updated to include provisions specifically focussing on the rights, needs and priorities of people with disability. Disability organizations should be invited to participate in the Climate Change Working Group.

5. **Inclusivity must underpin future direction.** As the GoTL progresses the Draft Climate Change Framework Law, the Proposed National Climate Change Strategy and Action Plan and the Zero Draft Carbon Farming Policy and Guidelines, gender equity and inclusion of people with disability must be at the forefront in both the policy and legal framework and implementation. Affected communities should be enabled to participate in progressing these documents.

6. **Develop and implement a climate finance plan and mobilization strategy to implement climate change policies.** As an LDC and SIDS, Timor-Leste will need international funding to support implementation of climate actions. The GoTL should identify how it plans to finance its climate policies and develop a strategy to access international support.

ments/266424

43. While Table 5-9 of Timor-Leste's Second National Communication to the UNFCCC sets out existing outreach activities, detailed information is not included.

44. See UNDP. 2022. 'What are carbon markets and why are they important?' Available at: <https://climatepromise.undp.org/news-and-stories/what-are-carbon-markets-and-why-are-they-important>

FURTHER RESEARCH



Photo . Oxfam in Timor-Leste

1. **Impacts of climate change on vulnerable groups.** Research is needed on the impacts of climate change on other vulnerable groups, including youth, elderly, and members of the LGBTQIA+ community, including considerations of intersectionality. This research should influence the National Adaptation Plan process, the updated Nationally Determined Contribution, the Draft Climate Change Framework Law, Zero Draft Carbon Farming and Policy Guidelines and the Proposed National Climate Change Strategy and Action Plan.
2. **Gender and climate finance.** As a next step in understanding whether climate finance is helping women in Timor-Leste develop resilience to climate breakdown, research is needed on the institutional arrangements governing climate change policy and climate finance. Oxfam in Timor-Leste intends to undertake the following research:
 - a. Map the institutional architecture and mechanisms which govern climate finance in Timor-Leste;
 - b. Map flows of climate finance into and within Timor-Leste, including sources designed to enhance women's resilience to climate change; and
 - c. Identify barriers to women accessing climate finance and recommend solutions.

GLOSSARY

Adaptation

Actions taken to reduce vulnerability and build resilience to climate change impacts.

Biennial Transparency Report

Parties to the Paris Agreement are required to submit biennial transparency reports every two years as part of the enhanced transparency framework, including information on progress towards achieving their NDC, climate change impacts and adaptation needs. LDCs and SIDS may submit the information required at their discretion.

Carbon Farming

Refers to agricultural techniques that enhance carbon sequestration in soil and vegetation, contributing to emissions reduction efforts and potentially generating carbon credits for sale in emissions trading markets.

Climate Finance

All finance related to adapting to, mitigation of, or compensation for loss and damage caused by climate change impacts.

Carbon Standard

A standard for certifying carbon credits to offset GHG emissions.

International carbon markets

Enables companies or individuals to compensate for their climate pollution by buying carbon credits from entities that reduce or remove GHG emissions.⁴⁴

Kōtui

Te Reo Māori word meaning to lace, fasten by lacing, interlace, interlink.⁴⁵

Least Developed Country (LDC)

Low-income countries recognized by the United Nations as having severe structural impediments to sustainable development. There are 45 LDCs including Timor-Leste.

LDC Expert Group

Constituted body under the UNFCCC composed of members nominated by LDCs to provide technical guidance and support to LDCs on climate change adaptation.

LGBTQIA+ Community

Includes people of all genders and sexualities, including lesbian, gay, bisexual, transgender, queer, intersex, asexual, and others.

Loss and Damage

Adverse impacts of climate change that are unavoidable and go beyond human capacity to adapt. Loss and damage can be caused by sudden events, such as cyclones and floods, as well as from slow-onset changes such as sea level rise, land degradation and salinization.

Mitigation

Actions taken to reduce or prevent GHG emissions entering the atmosphere or to enhance carbon sinks.

National Communication

Report that each country that is Party to the UNFCCC prepares periodically in accordance with guidelines, including information on the country's GHG emissions and steps taken to implement the UNFCCC.

Paris Agreement

Legally binding international treaty on climate change adopted by Parties to the UNFCCC that aims to strengthen the global response to the threat of climate change. 195 countries are Parties to the Paris Agreement.

Petroleum Fund

Established in 2005 the Petroleum Fund manages the GoTL's petroleum revenue through investments and disbursement to GoTL State Budget.

Small Island Developing State (SIDS)

Group of 39 small island and low-lying coastal country with unique sustainable development challenges.

Sustainable Development Goals

Internationally agreed goals for all countries to work together on to end poverty, protect the planet and ensure peace and prosperity by 2030.

United Nations Framework Convention on Climate Change (UNFCCC)

International environmental treaty aiming to prevent human interference with the climate system. 198 countries are Parties to the UNFCCC.

45. Te Aka Māori Dictionary. Available at: <https://maoridictionary.co.nz/search?idiom=&phrase=&proverb=&loan=&histLoan-words=&keywords=kotui>

APPENDIX ONE – KEY ACTIONS REQUIRING IMPLEMENTATION RELATED TO TRANSPARENCY, ACCOUNTABILITY AND GENDER EQUITY

Abbreviations

NAP	National Adaptation Plan
NCCP	National Climate Change Policy
NDC	Nationally Determined Contribution

POLICY	ACTION	REFERENCE
Transparency		
NAP	Fully realize stakeholder engagement and ownership over NAP process from national leadership to the most marginalized segments of the Timorese population, including, among other outputs through increasing public awareness of climate change, and incorporating climate change into primary and secondary education curricula.	Output 3.1 to 3.2, pages 62-63
Accountability		
NAP	A national monitoring, evaluation, reporting and learning framework will be developed by 2022 that would track progress and contribute to accountability. This includes developing a mechanism for tagging and tracking government expenditure related to NAP priorities.	Output 2.4, page 62
NAP	Establish stakeholder advisory committee and communications protocols to advise and provide inputs for NAP processes. Ensure representation of potentially marginalized and disproportionately vulnerable groups.	Action 3.2.2, page 63
NCCP	Annual monitoring and evaluation reports related to climate change adaptation and mitigation will be submitted to the Inter-Ministerial Coordination Body.	Page 14
NCCP	Enable stakeholder participation in monitoring and evaluation cycle for learning and knowledge of all policies and laws.	Guiding Principles, page 8
NCCP	Climate-sensitive planning, budgeting and monitoring mechanisms at all levels, with Ministries that facilitate and strengthen community awareness and capacity to integrate climate change resilience and climate adaptation measures into development plans and budget requests at the local level.	Guiding Principles, page 8

NDC	Civil society and affected communities can participate in reviewing implementation of the NDC through public consultation as part of Timor-Leste's Third National Communication.	New policy initiatives designed to strengthen implementation, page 5
NDC	Establish a subnational and community-based consultation mechanism to support community empowerment, private sector engagement and subnational implementation of climate change policy implementation activities.	4.1c Community Consultation, page 40
Gender equity		
NAP	Formulate principles for ensuring the gender responsiveness of the NAP process as well as sectoral and subnational policies, projects, and programs for advancing climate change adaptation.	3.1.1 Key Considerations to enhance NAP process, page 15
NAP	Establish and implement research and monitoring framework to track observed and potential future impacts of climate change on women. Identify sex-disaggregated indicators of vulnerability for incorporation into NAP processes.	Action 1.4.3, page 60
NAP	Improve institutional and community (including vulnerable groups such as women and children) capacity to prepare for and respond to climate change-induced natural disasters.	DRR Adaptation Priorities, page 84
NCCP	Build GoTL's capacity to identify and respond to the different basic needs of women, including strengthening institutional capacity and coordination mechanisms that support gender considerations, developing tools to ensure gender equality and social inclusion, and processes to prioritize programs based on demographic, gender and social inclusion considerations.	Section IV: Policies - Cross-Cutting Sectors, page 29
NCCP	State Secretariat for Equality and Inclusion responsible for monitoring the development of climate change related policies and programs to ensure that the inclusion of gender and women's issues are effectively taken into consideration.	Annex I, Ministerial Responsibilities, page 35
NDC	Unconditional commitment to continue to promote gender mainstreaming within planning processes, including by establishing and expanding district-level gender working groups, and the nexus between climate change and gender.	1.4 - Gender Responsive Governance, page 25

