United Nations Country Team / UN Integrated Mission in Timor-Leste Report for the
Universal Periodic Review of Timor-Leste – 12th Session - October 2011

I. Introduction


II. Background and framework

1. Constitutional and legislative background

2. The 2002 Constitution of the Democratic Republic of Timor-Leste enshrines the full range of human rights. International conventions, treaties and agreements ratified by Timor-Leste are part of domestic law, and any laws and rules contrary to the provisions of such international treaties are deemed invalid by the Constitution.2 Article 23 provides for the interpretation of fundamental rights in accordance with the Universal Declaration of Human Rights.

3. Timor-Leste is a State Party to the main international human rights treaties.3 It is party to the Second Optional Protocol to the International Covenant on Civil and Political Rights (ICCPR) and the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). It has signed but not ratified the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (ICESCR). It has not ratified the Convention on the Rights of Persons with Disabilities or the International Convention for the Protection of All Persons from Enforced Disappearances. Timor-Leste has not accepted the competence of the Committee against Torture, the Committee on the Elimination of Racial Discrimination and the Committee on the Protection of the Rights of All Migrant Workers and Members of their Families to receive individual complaints.4

4. Timor-Leste is party to the 1949 Geneva Conventions and the two 1977 Additional Protocols. It has ratified the Convention relating to the Status of Refugees and the 1967 Protocol, but has made reservations in relation to access to courts and welfare of refugees and asylum seekers.5 It has ratified the Rome Statute of the International Criminal Court.

5. Timor-Leste has ratified the UN Convention against Corruption as well as the UN Convention against Organized and Transnational Crime, its Additional Protocol to Prevent, Suppress and Punish Trafficking of Persons, especially Women and Children, and its Additional Protocol against the Smuggling of Migrants by Land, Sea and Air.

6. Timor-Leste has made progress in adopting key legislation protecting human rights including the Law Against Domestic Violence, the Law on the Protection of Witnesses and a

1 UNHCR, UNDP, UNESCO, UNICEF, UNFPA, WHO, IOM, WFP, FAO and ILO.
2 Art. 9, Constitution of the Democratic Republic of Timor-Leste.
3 The International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW).
4 Under art. 22 CAT, art. 14 CERD and art. 76 ICRMW.
5 Art. 16.2 and 20-24, Convention relation to the Status of Refugees.
Criminal Procedure Code, a Penal Code, and it has adopted an overall framework for coordination within the national security forces, as well as legislation aimed at enhancing democratic governance, including on the establishment of anti-corruption and civil service commissions.

7. In early 2011, a draft civil code, labour code, and a land law which provides for the right of women to own property, and an anti-corruption law were being considered by Parliament. The Ministry of Justice was in the final stage of completing Juvenile Justice legislation and a Children’s Code.

2. Institutional and human rights structure

8. The National Human Rights Institution (NHRI) in Timor Leste – the Provedoria dos Direitos Humanos e Justica (PDHJ) – is an independent body provided for in the Constitution. It started operating in early 2006. It examines citizens’ complaints against public entities, makes recommendations to competent bodies to remedy injustices, acts preventively including through education and promotion, and ascertains if acts by public entities conform to the law. Recognized as being established in line with the Paris Principles, in 2008, the International Coordinating Committee (ICC) of NHRIs accredited the PDHJ with A status.

9. The National Commission for the Rights of the Child was established in 2009, with a mandate to promote, defend and monitor children’s enjoyment of their rights and well-being.

10. Within the Ministry of Justice, the National Directorate for Human Rights and Citizenship (Direcção Nacional dos Direitos Humanos e Cidadania - DNDHC) is responsible for enhancing public awareness on rights and duties of citizens, analysis of draft legislation from a human rights perspective and disseminating new legislation. It has taken the lead in the preparation for the Universal Periodic Review, and initiated a process resulting in the appointment by the Council of Ministers of 25 human rights focal points at the ministerial, secretariat of state and district levels.

11. The Secretariat of State for the Promotion of Equality focuses on gender, while the Ministry of Social Solidarity leads the protection and promotion of the rights of the most disadvantaged groups, including children, persons with disabilities, elderly and widows.

12. Civil society is active in Timor-Leste, including in the area of human rights, and is free to carry out its activities without intimidation.

3. Policy measures

13. Since 2008, the Government has set annual National Priorities (NP) and developed sectoral plans. For 2011, the priorities are infrastructure; rural development; accelerated human resources development; access to justice; services delivery to the public; good governance; and public safety & security. The gender equality aspect has been progressively included in the formulation of NP targets. In early 2011, the Government was finalising its National Strategic Development Plan (2011-2030) after consultations in all sub-districts.


III. Promotion and protection of human rights on the ground
1. Cooperation with human rights mechanisms

15. To date, Timor-Leste has submitted two treaty reports - under the CRC and CEDAW. The Government, assisted by civil society and the UN, has disseminated both Committees’ concluding observations and recommendations to the population. Other treaty reports are long overdue, mainly due to the fact that, being a newly independent State, systems as well as capacities in a wide range of areas are in the process of being developed, including in treaty reporting. Timor-Leste plans to report on the implementation of the ICCPR in 2012.

16. Since late 2008, Timor-Leste has hosted two visits of Special Procedures of the Human Rights Council. In December 2008, the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons conducted a visit to the country, while the Working Group on Enforced or Involuntary Disappearances visited Timor-Leste in February 2011. The Independent Expert on the Question of Human Rights and Extreme Poverty is scheduled to visit the country in the second half of 2011.

17. At the invitation of the Government, the UN Independent Special Commission of Inquiry (CoI) looked into the facts and circumstances relevant to incidents that took place in April and May 2006 and related events that contributed to the 2006 crisis.

18. The Government of Timor-Leste and other State Institutions work closely with the UNMIT Human Rights and Transitional Justice Section. UN human rights officers can carry out their work freely throughout the country and have unhindered access to places of detention. In September 2009, the High Commissioner expressed her deep concern to the President of the Republic in relation to the alleged unlawful release by the authorities from pre-trial detention of a person accused of crimes against humanity committed in 1999. No official response was received.

2. Implementation of international human rights obligations

A. Equality and non-discrimination

19. Violence against women, in particular domestic violence, is widespread. Authorities do not always respond appropriately to complaints by victims. In some instances, for example, police do not open investigations and instead refer victims to traditional justice mechanisms which may not adequately protect women’s rights. The Law Against Domestic Violence (LADV), adopted in 2010, makes domestic violence a public crime. Together with the Penal Code, this law is expected to increase the protection of women, partially through its provisions for the establishment of a referral network of medical, legal and psycho-social support and emergency assistance for victims. Efforts to sensitize law enforcement and local community leaders on the LADV are under way. Services for victims, including legal assistance and shelters, are insufficient and are largely confined to urban areas. The ability of the national police to investigate cases of violence against women effectively and protect victims is inadequate.

20. The Constitution of Timor-Leste provides for the protection and promotion of the rights of persons with disabilities. The Government has adopted a National Mental Health Policy and a Community Based Rehabilitation Strategy, provides monthly subsidies to persons with

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6 In 2007 and 2008 respectively. Both reports were submitted with Timor-Leste’s Common Core Document.
disabilities, and promotes their participation in arts and sports. A national policy on disability has been drafted since 2005, but had not been finalized as of March 2011.

21. Persons with disabilities still face challenges and discrimination in exercising their rights to health, education, information, political participation, and justice, among others. Of particular concern are documented cases of persons with mental illness held in permanent or long-term restraints in inhumane conditions by families or members of the community. No government facility exists for long-term care of persons with mental illness who are abandoned or ostracized by their families and communities. There are no separate prison facilities either.

B. Right to life, liberty and security of the person

22. Reports of ill-treatment and excessive use of force by members of the National Police of Timor-Leste (PNTL) and, to a lesser extent, the military, Falintil–Forças de Defesa de Timor-Leste (F-FDTL) have been received regularly, and have resulted in five civilian deaths. However, the security situation has improved significantly since the political crisis of 2006. The internal disciplinary systems of the PNTL and the F-FDTL still need to be strengthened and greater transparency is required as regards disciplinary and military policing operational standards. The role of the F-FDTL – notably the military police - in internal security needs further clarification, in particular at the operational level.

23. Some progress was made in terms of accountability for human rights violations committed between 1974 and 1999. Since February 2008, the UNMIT Serious Crimes Investigation Team (SCIT) concluded 184 investigations into 1999 cases and submitted a number of these cases to the Office of the Public Prosecutor. By early March 2011 one new indictment had been filed. One trial in a 1999 case was held in 2010 resulting in one conviction for murder. In 2009, a person suspected of crimes against humanity (see also para. 18) was allegedly unlawfully released from pre-trial detention by government authorities and returned to Indonesia, with the Government pointing at the need for good relations between the two neighbours.

24. As concerns the criminal cases related to the 2006 crisis recommended for prosecution by the UN Commission of Inquiry (CoI), as of February 2011, final judgments had been rendered in seven cases, resulting in nine convictions and 43 acquittals, while four cases had been archived. One new indictment was filed in November 2010.

25. Some of the progress achieved in ensuring justice for past human rights violations was weakened by clemency measures. As a result, in 2011, except for one person, none of the individuals convicted for 1999 serious crimes, including crimes against humanity, was serving a prison sentence. Regarding the 2006 cases, six out of nine convicted individuals benefitted from clemency and were released, while the remaining three received suspended sentences or were released on parole.

26. There has been limited follow up to the work of two truth commissions (the Commission for Reception, Truth and Reconciliation (CAVR) and the Indonesia-Timor-Leste Commission for Truth and Friendship (CTF)). As of 21 March 2011, the National Parliament had not adopted legislation that would establish an institution to follow up on the recommendations of both Commissions and an accompanying reparations program.

27. The Government is active in protecting trafficked persons and has made steps to prosecute offenders. While the majority of trafficked persons receive assistance from
C. Administration of justice and the rule of law

28. Progress was made in strengthening justice mechanisms, including through training programmes for judicial actors, increasing the numbers of judicial personnel and raising standards of justice facilities in rural areas. Significant progress has also been made to establish an integrated case management system linking all justice institutions. Despite more criminal cases pending, the increase in the number of cases prosecuted suggests growing confidence in the formal justice system. However, significant reforms and the completion of the legal framework are still required to raise the quality of and access to the formal justice system, in particular for those living in rural areas. Legal awareness amongst the population remains low, including as a result of laws and regulations being written in Portuguese, which the vast majority of Timorese do not understand, and with a limited number of laws translated into Tetum. In addition, some judicial actors and Members of Parliament have expressed concern about political interference in the judicial process.

29. Due to the formal justice system’s limitations and to cultural practices, the use of traditional justice mechanisms remains prevalent, which at times fall short of meeting international human rights standards, particularly those of women and children. In order to enhance access to formal justice and improve the protection of vulnerable groups, there is a need for continued development of personnel and resources in the judicial sector to implement the Law Against Domestic Violence and the Penal Code.

30. There are concerns that the Law on the Juridical Regime Governing the Private Legal Profession and Lawyers Training could negatively impact on access to justice by drastically reducing the number of private lawyers licensed to provide legal services. The law requires all legal practitioners to successfully complete a 15-month full-time training course at the Legal Training Centre followed by nine months of practice. Lawyers who are currently practicing must complete this course by July 2012 or lose their license to practice law. The first course enrolled 14 private lawyers and commenced in mid-2010. Another 66 persons are expected to enrol in mid-2011. While there appears to be consensus among all stakeholders that further capacity development is required to ensure quality of services, there is concern that by July 2012, only 14 private lawyers will have completed the course, and that this group, together with the current number of 16 public defenders, will not be sufficient to meet the needs of citizens for legal assistance.

D. Freedom of religion or belief, expression, association and peaceful assembly, and the right to participate in public and political life

31. Since 2008, several incidents of violence by Catholic community members, who comprise the religious majority, have been reported against members of some Evangelical church groups and their places of worship. A weak government response to protect members of minority religious groups has been observed, despite some efforts towards mediation and

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increased police patrols. In many instances, government authorities, including police, have demonstrated open disapproval of the Evangelicals continuing their religious activities. In some cases, communities or local authorities have been reported as perceiving that the groups are engaged in proselytizing to Catholics. In some cases, the authorities have facilitated or ordered the cessation of these activities.

32. Freedom of expression enjoys full respect in Timor-Leste, although there are structural weaknesses in the regulatory framework. There is no freedom of information law and, in practice, access to information from public authorities depends largely on personal contacts. Draft media laws were discussed by Parliament, but appeared on hold by early 2011.

33. The State broadcasters, TVTL and RTL, lack the independence that is required of such bodies. Legislation introduced in 2008 to corporatize these bodies, which would also have enhanced their independence, has not been fully implemented. The Government is providing significant support for the media, including support for rural distribution of newspapers and fuel for community broadcasters. If systems are not put in place which insulates this support from potential political interference, this could affect the independent nature of the media.

34. The Youth Parliament, inaugurated in August 2010, held its first session in December 2010.

E. Right to social security and to an adequate standard of living

35. Forty-one percent of the Timorese population lives below the basic needs poverty line. Sixty-four percent of the population has sustainable access to an improved water source, while 43% has access to improved sanitation. Food insecurity remains a major concern particularly in rural areas. Since 2008, the Government has provided food assistance to the country’s most food insecure and vulnerable persons, including through maternal and child health and nutrition, school feeding and food for work programmes. The Ministry of Trade, Commerce and Industry (MTCI)’s programme of subsidising rice faced serious challenges and was stopped, while MTCI’s programme for local purchase has been largely unsuccessful at promoting production through market stimulation due to limited coordination between the Ministry of Agriculture (MAF) and MTCI.

36. The Comoro Declaration against Hunger and Malnutrition was signed by seven ministries and development partner agencies in 2010. It provides an opportunity to move forward the Food Security Information System, which is an inter-ministerial mechanism to monitor and address hunger and malnutrition. Food security does not feature prominently in the Government’s National Priorities for 2011, which is unfortunate as data from the Demographic and Health Survey show very serious nutrition problems, particularly for children.

37. Local NGO network research on housing rights conducted in 2009-2010 concluded that housing conditions for the majority of Timorese are inadequate including due to an increase in the number of habitants per home, deteriorating physical conditions of the homes and the impact of natural disasters. The Government’s plan to build five houses in each sub-village of the country for the most vulnerable persons was approved by Parliament in early 2011, but by mid-March 2011 no clear criteria had been set for selecting beneficiaries. There are concerns that the programme could raise tensions at the local level where many people are in need.

38. In January 2011, the Government carried out a forced eviction in Dili and is expected to continue such evictions of community members who occupied alleged state property after the large-scale destruction of infrastructure in 1999 and 2006. While most of the affected families received compensation from the Government based on humanitarian grounds, there was concern that the eviction did not comply fully with international standards, as it lacked some elements of due process and procedural protection, people were reportedly intimidated by police into accepting compensation and excessive force was used. According to the authorities, members of the group intimidated others to refuse accepting compensation. A temporary site for relocation was insufficient as it lacked infrastructure, including access to water and sanitation. In March 2011, the Ministry of Justice agreed to consider recommendations from the PDHJ and UNMIT to ensure that future evictions conform fully to international standards.

F. Right to education and to participate in the cultural life of the community

39. Public primary and secondary education is free, and compulsory from grade 1 to 9. The net enrolment rate in primary school is 82%, with less than 50% of children at the age of six enrolling in grade 1. Drop-out rates are high with approximately 27% of children who enter grade 1, continuing their education to enroll in grade 9. While progress has been made, many schools are in poor physical condition, and the quality of teaching remains low. There is a circular from the Minister of Education on zero-tolerance towards corporal punishment, but violence by teachers remains common.

40. The literacy rate of persons of 15 years and above in Timor-Leste is 58%, indicating that about 42% of the adult population is unable to read and write in any of the two working languages in the country. This has the potential to lead to future socio-economic exclusion and marginalization of students belonging to ethnic and linguistic minorities. A key step to addressing this situation is the 2011 draft policy on Mother Tongue-Based Multilingual Education, developed by the National Education Commission of Timor-Leste, and initiatives to promote literacy programmes on a district-by-district basis. One district was declared free of illiteracy in 2010.

G. Right to the highest attainable standard of health care

41. Public health care is provided free of charge. The Government implements the Integrated Community Health Services (SISCA) programme at the local level, but has faced challenges in reaching those in remote areas. A health financing system is aimed at promoting equitable access to priority services and guaranteeing availability of quality health services across the nation, though there is a need for further capacity building of health providers to ensure quality of services. Progress has been made, though, since 2003, with reductions in the fertility rate from 7.8 to 5.7 births per woman. The under-five mortality rate decreased from 83 to 64 deaths per 1,000 live births. However, maternal mortality remains high, at 557 deaths per 100,000 live births, and it is of great concern that 45% of children under five are underweight and the growth of 58% of this group is stunted. This is one of the highest rates of chronic child under-nutrition in the world, and is an inter-generational problem due to poor feeding behaviors and lack of access to and utilization of essential nutrition services.

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13DHS report, page xxxvii, 150, 152. These figures are based on the new WHO Child Growth Standards.
H. Right to work

42. Timor-Leste has ratified four of the core conventions of the International Labour Organization concerning forced labour, freedom of association and protection of the right to organize, collective bargaining and the elimination of the worst forms of child labour. The Secretariat of State for Vocational Training and Employment (SEFOPE) submitted a five-year ratification plan to the National Parliament that will lead Timor-Leste to the ratification of the remaining four core conventions and other priority conventions.

43. The draft Labour Code was developed through tripartite dialogue involving the Government and its social partners. The new Labour Code includes the fundamental principles of rights at work and it is supported by the Timor-Leste Trade Unions Confederation and the Chamber of Commerce and Industry of Timor-Leste. The draft Labour Code was approved by the Council of Ministers in early 2010 and is expected to be discussed in Parliament in the first half of 2011. In September 2010, the Council of Ministers approved the General Labour Inspection Statutes, providing a concrete tool for the monitoring and labour law enforcement.

I. Internally Displaced Persons

44. Almost all of the more than 100,000 persons internally displaced by the 2006 crisis as well as in the 2007 election aftermath, had returned to communities by March 2010 through a concerted effort by the Government with support of the international community. The process of providing cash grants to those returning was completed by December 2010. Some individuals approached the Government for additional support and were referred to legal channels at the end of 2010.

IV. Achievements, best practices, challenges and constraints

45. Timor-Leste is committed to promoting and furthering human rights. As a nation which only gained independence nine years ago, it can be proud of having established several institutions, having adopted legislation and numerous policies that promote and protect human rights. There is good cooperation with the UN system, including in the area of human rights, and with other stakeholders. However, many challenges remain.

46. There has been limited accountability for alleged human rights violations and misconduct by members of the security forces and there is a need to strengthen or effectively implement the internal disciplinary mechanisms for both security forces. The effectiveness of the process of vetting of members of the PNTL, conducted after the 2006 crisis, was limited as, at the end of 2010, the Government certified the 199 PNTL officers with pending disciplinary and criminal charges, including 52 facing serious charges. However, the Government has given assurances that it will pursue disciplinary and/or criminal proceedings against the 199 officers.

47. The capacity of the Provedoria for Human Rights and Justice (PDHJ) is increasing, and authorities generally cooperate with investigations carried out by the institution. The Government does however not provide timely responses to the recommendations of the institution as required by law, and few recommendations have been implemented. The bureaucratic procedure to access its own budget through the Ministry of Finance highly limits

\textsuperscript{14} Conventions nr. 29, 87, 98 and 182.
the PDHJ’s independence and hampers its operational effectiveness and capacity to respond to unexpected situations.

48. While much progress has been made to increase the protection of children’s rights, including though enhanced birth registration, there is no National Plan of Action for children. Insufficient resources are allocated for child rights monitoring bodies such as the National Commission for the Rights of the Child to independently perform its role.

V. Recommendations

49. The UN Country Team and UNMIT suggest that Timor-Leste considers the recommendations listed below.

50. Legislation
   - Ratification of the Optional Protocols to the ICCPR, the ICESCR and CAT, and the International Convention on the Protection of All Persons from Enforced Disappearance;
   - Ratification of ILO Conventions No. 100 and No. 111 (on eliminating discrimination), and consider ratifying ILO Conventions No. 81, No. 129 and No. 195 (on labour inspection, labour inspection for agriculture and human rights development respectively);
   - Withdrawal of reservations to the Convention Relating to the Status of Refugees;
   - Establishment of a clear regulatory framework on how the formal justice system and traditional justice mechanisms can cooperate in a transparent and human rights abiding way;
   - Adoption of information and media laws which are in compliance with international standards;
   - Adoption of the revised Immigration and Asylum Act which reflects international protection standards;
   - Ensure that pardons and commutations of sentence are granted based on accepted international criteria and do not undermine accountability and the rule of law;
   - Finalization of the Juvenile Justice Legislation and the Children’s Code.
   - Approval of the draft Labour Code;
   - Amendment of the transitional provisions of the Law on the Private Legal Profession and Lawyers Training to extend the timeframe for completion of the training course by at least two years. Consideration of conducting the theoretical course part-time, so that legal practitioners enrolled in the course can continue to assist their clients.

51. Treaty reporting
   - Prioritization of reporting under the ICESCR as many Timorese face challenges in exercising their economic and social rights.

52. Institutions
   - Seriously consider, respond timely to and implementation of recommendations by the PDHJ. Allowance of a higher degree of financial independence for the PDHJ, fundamental for the institution to comply with the “Paris Principles” and to maintain its current A status with the ICC;
   - Ensure full respect for the independence of the Judiciary;
- Establishment of a Memory Institute as a follow-up institution to the CAVR and the CTF as well as a reparations programme for victims of gross human rights violations that occurred from 1974 to 1999.

53. Gender-based violence
- Drafting of a National Action Plan on Gender-Based Violence and ensure sufficient resources for the Secretariat of State for the Promotion of Equality and key line ministries to implement this plan;
- Allocation of sufficient resources for the national police to investigate cases of sexual and gender-based violence and provide proper protection to victims.

54. Accountability
- Exploring possible ways with Indonesia to enhance accountability for crimes against humanity in Timor-Leste, in addition to peace and reconciliation, including negotiation of an extradition treaty;
- Completion of investigations and prosecutions of 2006 cases as recommended by the CoI.

55. Security sector reform
- Strengthening of civilian oversight of the security sector and strengthening of disciplinary systems within the security forces. Ensure that action is taken against those involved in human rights violations. Ensure timely and effective prosecutions of members of the security forces involved in human rights violations;
- Limitation of the role of the military in internal security to very specific circumstances and with clear criteria and standards which comply with international human rights norms;
- Inclusion of human rights and sexual and gender-based violence training in the curriculum of both forces.

56. Policies
- Drafting of a National Plan of Action for children and ensure sufficient resources for the National Commission for the Rights of the Child;
- Strengthening of awareness of the rights of persons with disabilities at all levels of society. Mainstream these rights throughout government programs and adopt the draft policy on persons with disabilities;
- Sensitization of national and local leaders to the freedom of religion in order to resolve and prevent future violations of religious freedom. Guarantee that no unlawful and arbitrary limits are placed on religious minorities’ right to worship;
- Establishment of systems to ensure that the allocation of State benefits to the media is free from possible political interference;
- Raising food and nutrition security concerns to the highest level and increasing monitoring efforts at all levels. Increasing communication and coordination between MTCI, MAF and the Ministry of Health to fully and properly monitor the implementation of policies to address food and nutrition insecurity;
- Revitalization of the National Food Security Committee, which did not meet in 2010, and ensure that the committee is chaired by the Vice Prime Minister for review of food and nutrition security data on a regular basis, and to provide impetus for involvement of the appropriate ministerial bodies to strengthen preparedness and timely response to disaster-related food and nutrition insecurity;
- Increasing awareness and improving practices on food habits, feeding behaviours, and caring practices, especially focused on adolescent girls, pregnant women and children below two years;
- Adoption of clear regulations, procedural protections and effective remedies related to evictions which comply with international standards. Adopt clear criteria for selection of beneficiaries of the Government’s housing programme to ensure that the most vulnerable will be reached;
- Establishment of a policy on zero-tolerance of corporal punishment in schools, that includes comprehensive training on positive discipline to teachers;
- Intensification of efforts to improve Timor-Leste’s literacy rate by creating more efficient basic education and minimize dropouts and repetition. Strengthen literacy and equivalency education programmes under recurrent education;
- Adoption and implementation of the 2011 policy on Mother Tongue-Based Multilingual Education.