

# Workforce Development Program Timor-Leste (WDPTL)

## Gender Equality and Social Inclusion Strategy

November 2016

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## Acronyms & Abbreviations

AAS	Australia Awards Scholarships
AATLP	Australia Awards Timor-Leste Program
ADTL	Association for Disability Timor-Leste
ATLPHD	Australia Timor-Leste Partnership for Human Development
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
CA	Coordinating Agencies
DFAT	Department of Foreign Affairs and Trade (Australia)
DNAFOP	National Directorate for Vocational Training Policy
DNIMT	National Directorate of Labour Market Information
DNPMA	National Directorate for planning, monitoring and evaluation
DPO	Disabled Persons Organisation
EAS	Equity and Access Support (Scheme)
EOPO	End of Program Outcome
GESI	Gender Equality and Social Inclusion
GoTL	Government of Timor-Leste
HCDF	Human Capital Development Fund
HRDEP	Human Resources Development Emerging Priorities
ILO	International Labour Organisation
INDMO	National Labour Force Development Institute
INFORDEPE	Instituto Nacional de Formação de Docentes e Profissionais da Educação (Teacher Training & Development)
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer/Questioning and Intersex
LMAP	Labour Mobility Assistance Program
LMIS	Labour Market Information System
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
MoE	Ministry of Education
NES	National Employment Strategy (2016 - 2030)
PNDS	National Program for Village Development
PWD	Person with a Disability
SAS	Scholarship and Alumni Support
SDE	Skills Development and Employment

SEPFOPE	Secretariat of State for Vocational Training and Employment Policy
SMG	Scholarships Management Group
SSP	Scholarship Selection Panel
SWP	Seasonal Workers Program
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
TOMAK	Farming for Prosperity - Australian Aid program.
UNTL	University of Timor-Leste
VAW	Violence Against Women
WDPTL	Workforce Development Program Timor-Leste
WHO	World Health Organisation
WRP	(SWP) Work Ready Pool

# 1 Introduction

The goal of the Workforce Development Program Timor-Leste (WDPTL) from 2014 – 2018 is as follows<sup>1</sup>:

- a) Improve human resource capacity in targeted areas; and
- b) Foster ongoing linkages between Australia and Timor-Leste at the individual, organisational and country levels.

The End-of-Program Outcomes (EOPOs) are that East Timorese women and men are supported by the Program to:

- a) have relevant skills, knowledge and networks that prepare them for employment/ work
- b) are making a contribution to Timor-Leste's development
- c) have ongoing links with Australian people, organisations and institutions
- d) have improved employment outcomes.

The WDPTL is committed to mainstreaming gender equality, disability and social inclusion within each of its three program components. The three components are:

- Component 1 – Scholarships and Alumni Support (SAS);
- Component 2 – Skills Development and Employment (SDE);
- Component 3 – Human Resources Development Emerging Priorities (HRDEP).

This Gender and Social Inclusion (GESI) strategy document sets out a framework for the WDPTL to integrate social inclusive practices including promoting gender equity, minimising gender based violence, empowering PWDs and other disadvantaged populations in Timor-Leste.

The strategy focuses on the next 24 months (January 2017 to December 2018). An original GESI strategy developed in December 2015, has been revised as part of the overall program strategic review. The revised strategy incorporates the two additional program components (Components 2 and 3).

This strategy closely aligns with DFAT's Gender Equality and Women's Empowerment Strategy, Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia's aid program' and Australian Aid: promoting prosperity, reducing poverty, enhancing stability.

The purpose of the overall review is to provide the WDPTL<sup>2</sup> with:

- 1 a brief stocktake and review of current approaches and practices implemented by the program in relation to its GESI objectives;
- 2 a brief GESI Analysis that is based on program documents and existing relevant literature to identify gaps, issues, challenges and opportunities for improved equality and inclusiveness practices.
- 3 a more **simplified, systematic and strategic GESI Strategy that can be practically implemented over the remaining life of the Program and be monitored for effectiveness, which improves on current approaches;** and
- 4 written guidance that can be used for updating the M&E Plan, Risk Matrix, Program Logic and Operations Manual. Updating these documents is expected to occur as a result of the GESI analysis and Strategy, outside of this TOR timeframe.

This document provides the GESI Strategy (point 3 above). The purpose of the GESI strategy is to outline an approach aimed at increasing both access to and benefits from the DFAT funded Workforce Development program, and though this contributing to improvements in the quality of life

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<sup>1</sup> Scope of Service between Palladium and DFAT (January 2016).

<sup>2</sup> Terms of Reference - GESI Analysis & Strategy Review

for women and girls in Timor-Leste.<sup>3</sup>

## 2 Terminology

Term	Descriptions
<b>Gender</b>	Gender refers to roles, attributes, values and opportunities which are socially constructed and associated with being male or female. The social construction of being a woman or a man, a girls or a boy determines how they are perceived, what is expected of them, what they are allowed to do and how they are valued in a particular context. Inequalities emerge because of the different social expectations and values for women and men, girls and boys, their roles and responsibilities, access and control over resources and participation in decision making. A focus on gender rather than women recognises the different needs and interests of both women and men and the power relations between them.
<b>Social Inclusion</b>	Social Inclusion is concerned with ‘participation, equal opportunity, and empowerment’. <sup>4</sup> The ability to participate in society, free from discrimination and disadvantage is enshrined as a basic human right in the Universal Declaration. The World Bank defines social inclusion as the removal of institutional barriers, and the enhancement of incentives to increase the access of diverse individuals and groups to development opportunities. <sup>5</sup> For the purposes of this GESI strategy, we will focus on People with a Disability (PWD) and the rural populations.
<b>Gender Equality</b>	Equality between women and men is a human right. Gender equality concerns the equal rights, responsibilities, opportunities for women and men, girls and boys. IT does not mean that women and men are the same but their rights, responsibilities and opportunities do not depend on whether they are male or female and that their interests, needs and priorities are treated equally. <sup>6</sup> Gender equality can be measured through the rates of participation of men and women in training and workforce opportunities, along with decision making, access to and control over resources and the tangible and intangible benefits they receive.
<b>Gender Equity</b>	is the process of allocating resources, training and workforce opportunities, and decision making roles fairly to both males and females without any discrimination on the basis of sex, and addressing any imbalances in the benefits available to males and females. <sup>7</sup> Gender equity is the process towards achieving gender equality.
<b>Women’s Economic Empowerment</b>	A process whereby women’s and girls’ lives are transformed from a situation where they have limited power and access to economic assets to a situation where they experience economic advancement. <sup>8</sup>
<b>Gender relations</b>	Gender relations are concerned with economic, social and power relations between males and females. Gender relations can create and reproduce systematic differences between women and men and their positions within society.
<b>Gender Responsive</b>	Gender responsive policies, planning, projects and activities acknowledge both women and men as part of development; address the fact that gender relations make women’s involvement different and often unequal; and recognize the different needs, interests and priorities of women and men and that these might sometimes conflict.
<b>Gender Mainstreaming</b>	Gender mainstreaming is a process of assessing the implications for women and men of any planned action is, including legislation, policies or programs, in

<sup>3</sup> The Australian Embassy’s Gender Equality and Women’s Empowerment Strategy 2016-2021, includes a similar purpose covering the Australian Aid program in Timor-Leste.

<sup>4</sup> <https://www.humanrights.gov.au/news/speeches/social-inclusion-and-human-rights-australia>

<sup>5</sup> World Bank, 2011

<sup>6</sup> drawn from UN Women - <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm> - accessed 27 November 2016.

<sup>7</sup> drawn from CAAWS - <http://www.caaws.ca/gender-equity-101/what-is-gender-equity/> - accessed 27<sup>th</sup> November 2016.

<sup>8</sup> Hunt and Samman (2016) Women’s Economic Empowerment - Navigating enablers and constraints. An ODI Research Report.

	all areas and at all levels. The process aims to ensure that women's as well as men's concerns and experiences are an integral dimension of the design, implementation, monitoring and evaluation of policies and programs, with the aim of increasing gender equality.
<b>Gender blind</b>	Gender blind policies, programs and activities assume that women and men will benefit equally and fail to consider how unequal gender relations lead to differences in how men and women benefit from the implementation and outcomes of the policies, programs and/or activities.
<b>Gender sensitive indicators</b>	Gender sensitive indicators are performance measures which differentiate between the experiences of women and men, boys and girls. They rely on the collection of quantitative and qualitative sex disaggregated data. Gender sensitive indicators can point to positive and negative changes in gender relations and gender equality when applied over time.
<b>Barriers to access</b>	Any obstruction or barrier that prevents people with disabilities from accessing services, resources, and using standard facilities and/or equipment.

### 3 Gender and Social Inclusion in the Workforce Development Sector

The Gender and Social Inclusion Strategy for the WDPTL draws upon, and should be read in conjunction with the WDPTL Analysis of Gender and Social Inclusion included in Annex 2.

#### GESI and Workforce Development in Timor-Leste

A summary of the key contextual findings relevant to the WDPTL, drawn from the GESI Analysis (Annex 2), are summarised below:

- Over the past 6 years - 42% percent of scholarship awardees have been women, in 2017, 50% were women.
- In the past two years, there has been one scholarship award dedicated to a person with a disability.
- Overall 25 percent of the seasonal worker placements have been filled by women, with 40 percent those employed in the hospitality sector being women.
- The 2015 National Census found the overall labour participation rate of women as 45.7 percent as compared to 65 percent of men. For rural areas, the labour participation rate dropped to 35.6 percent of women, and 55.7 percent of men.<sup>9</sup> Women are employed in greater rates in informal and vulnerable forms of employment, which lack stable incomes and benefits.<sup>10</sup>
- Women dominate in the agricultural sector with 88% of women working in the sector, as opposed to men at 82 percent.<sup>11</sup> Only 19 percent of the seasonal workers employed in horticulture are women (with men being 81%).
- Gendered differences in allocating tasks in the home and the burden of care are significant constraints to woman's full participation in education and workforce opportunities.
- The 2015 National Census found that 3.2% of the population has a disability.<sup>12</sup> It is highly likely that this is under-reporting, as global averages for disability are approximately 15 percent.<sup>13</sup>
- Women comprise 29.43 percent of secondary teachers overall (2011).<sup>14</sup> WDPTL found that women comprise 25 percent of the English language teachers in secondary schools (2016).

The Government of Timor-Leste has made commitments to improved GESI as demonstrated in the Timor-Leste Strategic Development Plan 2011-2030, the National Action Plan on Gender-Based

<sup>9</sup> Timor-Leste National Population and Housing Census 2015. This measure is defined as the proportion of Timor-Leste's working-age population (15–64 years of age) that engages actively in the labour market, either by working or looking for work (expressed as a percentage).

<sup>10</sup> Timor-Leste Labour Force Survey (2013).

<sup>11</sup> Hedditch S. and Manuel C. (2010) Timor-Leste Gender and Investment Climate Reform Assessment in Partnership with AusAID. International Finance Corporation. P. viii

<sup>12</sup> Timor-Leste National Population and Housing Census 2015.

<sup>13</sup> Timor-Leste National Action Plan for People with Disability.

<sup>14</sup> Secondary education, teachers (% female) - 2011 -

<http://data.worldbank.org/indicator/SE.SEC.TCHR.FE.ZS?locations=TL> - accessed 23 November 2016.

Violence (2012), the National Action Plan for People with Disabilities 2014-2018 (2014) and the Maubisse Declaration (2015).<sup>15</sup> Each of the Government of Timor-Leste's line ministries is now being required to have clearer indicators and activities that benefit gender equality. Timor-Leste is a signatory to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

Specifically relating to workforce development two key policy documents have been developed. Firstly, the draft National Employment Strategy (NES) for the period 2016-2030 notes the "effort required to increase the currently low labour force participation of the adult population, in particular women". The NES includes a focal area on women to develop "interventions and policies aimed at enabling women to participate on the labour market and to access productive employment on equal terms with men".

Secondly, the Timor-Leste Technical and Vocational Education and Training Plan for the period 2011 to 2030, notes the importance of increasing participation of women and people from under-represented groups in training and vocational education. The TVET Plan notes the importance of increasing female teachers, as a means to increase the period of time that girls stay in school. The TVET Plan identifies the Employment and Vocation Training Fund as a resource to support vulnerable groups including PWD and single mothers to be able to access training.

As noted in the GESI analysis for the WDPTL, while legislation and policies provide a commitment to gender equity, there is minimal implementation of gender equity components of these policies and laws. Mechanisms proposed by the GoTL to further gender mainstreaming have gained minimal traction although recent efforts by the Prime Minister's Office to require line ministries from 2017 onwards to provide details on how proposed activities in their Annual Action Plans and Budgets support gender equality are promising.

## The WDPTL and GESI

A summary of findings that relate to the current approaches and practices implemented by the WDPTL in relation to its GESI objectives are as follows:

- The WDPTL demonstrates an understanding of GESI principles and displays a commitment to implement improved GESI across the program - for example draft Equity and Access Support (EAS) guidelines have been drafted by the WDPTL aimed at providing a means to overcome structural barriers to participation in all components of the WDPTL.
- The WDPTL has been successful in promoting gender equality and to an extent social inclusion, particularly for the Australian Awards Scholarships (under Component 1) as noted above. However, the program has been less successful in components 2 and 3 as these activities are moving from inception to implementation.
- Under component 2 and 3, SDE and HRD/EP - ATELP have just begun to move from inception to implementation, women and people with disabilities may not benefit from the program as much as they potentially could. For example, under the SWP, there are a range of barriers, both structural and programmatic, that women face in accessing the SWP.<sup>16</sup> The strategies below will aim to eliminate programmatic barriers, and contribute to a breakdown of the structural barriers facing women, PWD and rural populations in accessing the WDPTL initiatives. Strong awareness within the program of gender equality and disability inclusion will support this.
- Limited disaggregated data, and collection of the "right type" of data, means that it is a challenge for the WDPTL to assess both the rate of participation, and how women and marginalised groups are benefiting from various program components.
- There are opportunities for the WDPTL to strengthen gender equity and social inclusion through engaging and supporting GESI champions, in engaging the programs' key government partners. There is potentially an opportunity to utilize Government of Timor-Leste (GoTL) policies and action plans relating to GESI to support this process.

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<sup>15</sup> The Maubisse Declaration was signed in October 2015. It is a commitment by key Government of Timor-Leste Ministries consisting of goals and targets which focus on the empowerment of rural women and their inclusion in Timor-Leste's development priorities.

<sup>16</sup> For example, the fitness test used to screen workers for the SWP, screens out women at twice the rate of men.



- The upcoming work on labour markets provides an opportunity to contribute to greater understanding of women's economic contribution to the country. For this to occur, it is important that the challenges of women's work being hidden, are effectively addressed.

## 4 DFAT's commitment to Gender Equality and Social Inclusion

**Gender Equality:** Working towards better outcomes for women and girls is a priority for the Australian government. In order to effectively implement DFAT's global Gender Equality and Women's Empowerment Strategy (2015), the Australian Embassy in Timor-Leste has developed a Gender Equality and Women's Empowerment Strategy (2016-2021), where the key strategies related to the WDPTL include:

- i. women's voice in decision-making, leadership, and peace-building;
- ii. targeting scholarships and skills training to women, particularly in the vocational education and training sector;
- iii. connecting women with educational opportunities;
- iv. working with the Government of Timor-Leste to improve equity in recruitment
- v. exploring new opportunities for women's economic empowerment; and
- vi. ending violence against women and girls.

**Social Inclusion:** These strategies also align with the DFAT 'Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia's aid program' through:

- i. Enhanced empowerment, leadership and decision-making in community, government and the private sector;
- ii. Reduced poverty for people with disabilities;
- iii. Improved equality in all areas of public life, including service provision, education and employment; and
- iv. Working collaboratively with people with disabilities and their representative organisations.

## 5 Overview of the Workforce Development Program

An overview of the program is included in Annex 3

### Theory of Change

The theory of change has been amended to reflect the gender equity and social inclusion as follows<sup>17</sup>:

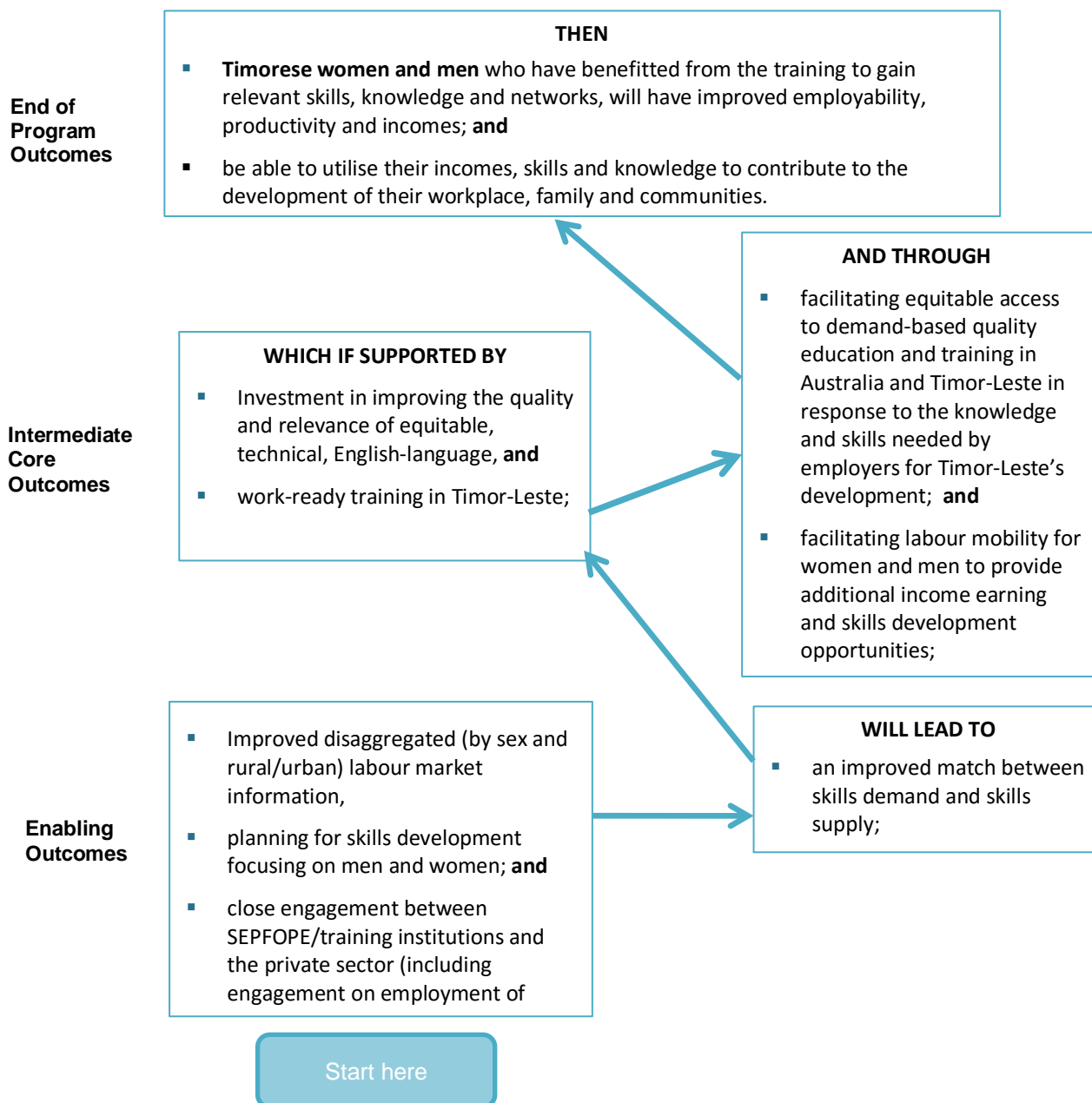


Figure 1 WDPTL Gender and Social Inclusion Theory of Change

<sup>17</sup> Amendments have been underlined.

## Partnerships

The WDPTL works in partnership with the Secretariat of State for Vocational Training and Employment Policy (SEPFOPE) and the Ministry of Education (MoE). Refer to Box 1 below for a summary of Directorates and Institutes that the WDPTL directly engages with.

### Box 1: Key Government of Timor-Leste partner agencies

#### Secretariat of State for Vocational Training and Employment Policy (SEPFOPE)

National Labour Force Development Institute (INDMO)  
National Directorate for Vocational Training Policy (DNAFOP)  
National Directorate of Labour Market Information (DNIMT)  
International Employment Office (IEO)  
National Directorate for Planning Monitoring and Evaluation (DNPMA)  
National Directorate of Employment Policy (DNAPE)

#### Ministry of Education (MoE)

National Institute for Training of Teachers and Education Professionals (INFORDEPE)

Additionally, the WDPTL engages closely with the Labour Mobility Assistance Program (LMAP), which manages the Seasonal Workers Program on behalf of the Australian government (managed by Cardno Limited).

There are opportunities for the WDPTL to engage with other DFAT programs in Timor-Leste with regard to workforce development - such as the Governance for Development Program (G4D), the Australia Timor-Leste Partnership for Human Development (ATLPHD), National Program for Suco Development (PNDS) and TOMAK. Engagement with other donors, particularly the ADB and ILO is also useful.

As noted in Strategy three below, partnerships with key civil society and private sector agencies have the potential to increase the GESI reach of the WDPTL and enhance programs' understanding of issues faced by women and people with disabilities in relation to skills development and employment.

## 6 Key Principles for this Gender and Social Inclusion Strategy

### Building on what is working, and looking for opportunities

The GESI Strategy is based on what is working, for example, female participation in the SAS, along with identifying other opportunities, such as working with gender and social inclusion champions.

### Working through existing mechanisms and frameworks.

The GESI strategy aims to use existing mechanisms, which can be built into ongoing program activities. For example, any work being undertaken in labour force monitoring, would include the collection and analysis of GESI information.

### Twin track - mainstreaming GESI, while supporting clear targets for the participation for women, PWD and rural populations.

Promote integration of gender equity and social inclusion across all three program components and in the program delivery, while maintaining a focus on activities that set targets for women's participation, including measuring women's participation in the program and how they benefit as a result. At this stage it may be premature to establish targets for PWD and rural beneficiaries, however the program can engage with key stakeholders on developing achievable targets in these areas.

### The WDPTL models gender equity and socially inclusive practices.

Model gender equity and social inclusion as an organisation and through stakeholder partnerships.

### Build Partnerships to achieve gender equity and social inclusion

The WDPTL GESI Strategy provides the basic framework upon which WDPTL will engage with the relevant agencies with the GoTL to advance gender equality and social inclusion in the workforce development sector in Timor-Leste.

Recognising that much of the WDPTL engagement is through support to government agencies, the role of the WDPTL is to facilitate change, and where possible providing technical and funding support to initiate more equitable delivery of the WDPTL program.

## 7 Gender and Social Inclusion Strategies

The GESI strategies are presented below.

There are a total of 23 strategies, which are summarised in Annex 3.

*Strategy 1: Across each of the Government of Timor-Leste (GoTL) agencies that WDPTL works with, identify gender and social inclusion champions and provide support to those champions, to increase internal demand at the highest level for a commitment to Gender Equality and Social Inclusion within the core commitments of the Government of Timor-Leste.*

- WDPTL to identify the gender champions - a starting point could be those that have recently undertaken a study tour supported by DFAT and the Victorian State Government to look at gender and social inclusion in workforce development.
- WDPTL to collate core GoTL commitments to gender equality and social inclusion relevant to workforce development - for example the National Action Plan for People with Disabilities 2014-2018, Timor-Leste Strategic Development Plan 2011-2030, the National Action Plan on Gender-Based Violence (revised 2015)<sup>18</sup> and the Maubisse Declaration (2015)

*Strategy 2: Working with key champions, WDPTL supports key GoTL Directorates to develop GESI targets relating to workforce development, and to include key activities that integrate gender and social inclusion in GoTL annual planning processes.*

- WDPTL senior staff work with key agencies such as those within SEPFOPE - INDMO, DNAFOP - on developing gender targets for key activities such as the SWP, vocational training participants; and to develop key targets for social inclusion - both for people with a disability and those living in rural areas.
- WDPTL to collaborate with DFAT, and other DFAT programs to build a more strategic approach to supporting the GoTL in strategies to strengthen economic empowerment of women and vulnerable peoples. This strategy recognises the multi-dimensional requirements of strengthening workforce development, and at a higher level the economic empowerment of women, and more vulnerable groups.

*Strategy 3: Develop systematic links with representatives of women's NGOs and DPOs aimed at both increasing the reach of the WDPTL and in enhancing the program's understanding of issues faced by women and people with disabilities in relation to skills development and employment.*

- Potential partners include RHTO, Association of Disabled People Timor-Leste (ADTL) and other DPOs; and organisations that focus on women in the workforce and women's economic empowerment for example the Working Women's Centre (WWC) and Entrega Ba.

*Strategy 4: Across all aspects of the WDPTL, ensure that gender and social inclusion is seen as a priority across all components and activities.*

- The WDPTL program supports a practical GESI integration session across each of the three program components, integrated with the WDPTL annual planning process, ensuring that it is well resourced. This session would identify the positive initiatives being undertaken to promote GESI, and also identify any gaps, or areas where changed ways of working could further promote GESI.

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<sup>18</sup> The revised NAP is currently in draft form and is expected to be presented to the Council of Ministers in the coming months.

- The WDPTL program ensures that all TORs, WPDTL activities and reports include a specific gender and social inclusion component. In the case where the TOR is from DFAT, WDPTL to provide feedback to DFAT.
- Finalise the draft Equity and Access Support (EAS) guidelines for use, and monitor use, to assess the extent that the guidelines provide a pathway to overcome some of the structural barriers to participation across the components the WDPTL.

## 7.1 Component 1 - Scholarship and Alumni Support (SAS)

### Summary of findings:

Data shows that in recent years the Scholarships and Alumni Support (SAS) have achieved a gender balance in the selection of provisional candidates. From 2000 to 2016, approximately 42 percent of the awardees were female, with a further increase in the ratio of female scholarship awardees over recent years. Awardees for AAS in 2017 include five men and five women and one man with a disability. The number of women in postgraduate studies (23) remains much lower than that of men (43) in postgraduate studies. As at 30 June 2016, there are 273 (106 females, 167 males) Australian Scholarship Alumni.

While in recent years there has been a gender balance in SAS awardees, there continues to be more men than women applying for scholarships. Additionally, there are anecdotal reports that the majority of those successful in achieving scholarships are from urban areas.

WDPTL has developed an Equity and Access Support (EAS) program to provide limited one-off support to individual recipients to cover instances where existing program support is not adequate, for example, when a scholarship variation request falls outside the Australia Awards Policy handbook, yet additional support is requested, this is determined as reasonable, demonstrates value for money and promotes GESI outcomes.

Since 2015, DFAT has dedicated one scholarship per year to a person with a disability. The GESI Analysis (Annex 2) identifies a number of significant barriers for people with a disability to access education, and as such, accessing scholarships. These barriers include attitudes, and thus expectations of PWD, stigma impacting on access to basic education, the absence of disability services both in schools, or as part of any application process for higher education.

### GESI Strategies:

*Strategy 5: WDPTL implements activities aimed at increasing the numbers of women, people living in rural areas, people with a disability and other marginalised groups that apply for Australian Awards Scholarships.*

- Develop and implement a communications strategy aimed at reaching and encouraging women, people with disability, people from remote regions and people from financial disadvantaged backgrounds to apply for the awards. Utilise a variety of ways to engage marginalized groups - e.g. radio interviews, social media.
- Continue to engage with key groups, known as Coordinating Agencies (CAs) such as NGOs, Disabled Peoples Organisations (DPOs), Timor-Leste Government programs such as PNDS, the church, rural development programs in information dissemination encouraging women and those in rural areas. Briefing and de-briefing sessions with CAs to both highlight the importance and strategies for GESI, and also to learn from the CAs what has worked, and what did not.
- Continue to work with the Scholarship Selection Panel (SSP) to ensure that they are aware of the aim for equal opportunity - for men and women, for East Timorese from rural backgrounds.
- Provide mainstream or disability specific English language class opportunities for potential Australia Awardees with disability.
- Maintain diploma level Australia Awards entry opportunities for applicants with disability.

- Provide additional support and consideration to applicants with disability in the scholarship application process, utilising resources provided through the EAS if applicable. As possible, provide support to ensure that the applicant is adequately supported to progress through the selection process. For example, provide access to adaptive technology and adaptive technology training for potential scholarship awardees with vision impairment.
- To address the broader barriers for PWD to access education opportunities, the WDPTL could contribute to initiatives by other DFAT programs (such as the ATLPD) in both policy dialogue on the rights of children with a disability to access education, and any support to DPOs, around campaigns for positive messaging around people with a disability and their access to education.
- WDPTL to ensure that there is monitoring of allocation of AAS by gender, disability and location.
- Recognising the resourcing constraints, the possibility of scholarships that allowed partners and children to accompany, may have the outcome of increasing female applicants.

*Strategy 6: Maximise the opportunities for a positive learning environment for women, PWD and marginal groups while on scholarship.*

- Continue to implement the Equity and Access Support (EAS) program, with a particular focus on access for PWD, and where reasonable, provide additional support for female awardees and those awardees from rural areas, to mitigate any barriers to their effective participation/learning while on scholarship, including consideration of any support for carers, for example for single mothers.
- Continue and further develop in-Australia mechanisms for support to awardees, particularly women, those from rural areas, to adapt to studying and life in Australia, both in terms of preparation, and while studying. Liaison with Australian universities regarding any adjustments required for awardees with a disability.
- As part of pre-departure briefing, continue to develop the focus on how students (male and female) can maintain family relationships, information around the importance of communication - acknowledgement of the additional roles that the partner staying in TL will bear.

*Strategy 7: Build a cohort of gender equity and social inclusion advocates among the AAS Alumni.*

- As part of the pre-departure training and preparation, develop and implement activities for both male and female awardees that contribute to transformative change in attitudes of gender roles, respect for women and the safety of women.
- Within the pre-departure meeting, include targeted training on understanding of key issues relating to diversity and respect for diversity - PWD, LGBTQI communities etc.
- Encourage both men (and women) to commit to being role models in their workplaces, and home life in Timor-Leste.
- As part of alumni meetings, invite key note speakers, including male champions, working in the area of women's empowerment and ending violence against women to generate discussions and plans around options for alumni to engage in gender equity and respectful relationship activities.
- The extent that a proposal contributes to greater gender equity and disability inclusion is included as one of the criteria in assessing successful Alumni Small Grants.

*Strategy 8: Maximise support to alumni, on their return to Timor-Leste, to support those awardees to utilise their learning and experience, access to improved employment outcomes with a particular focus on ensuring support takes into account gender and social inclusion barriers.*

While it is acknowledged that all awardees will be supported on their return through the alumni activities, the specific GESI factors will be taken into account in designing support for returnees. For example:

- Assistance to PWD to reintegrate on their return to Timor-Leste, including support for the potential reverse culture shock.
- Events with the families of awardees to support their reintegration. This could include recognition of the role that the family has played in supporting the awardee's successful completion. Use this opportunity for alumni to raise areas of differences between Australian and East Timorese cultural norms, and build the acceptance and celebration of those differences.
- Continue the support to gain employment, particularly for those from rural areas, that currently exist within the WDPTL.

## 7.2 Component 2 - Skills Development and Employment (SDE)

### Snapshot:

The SDE component includes three main areas of work:

- a) Skills Development: Support to develop, resource and pilot new vocational training courses primarily in hospitality and tourism and possible support to the SEPFOPE in piloting an apprenticeship program;
- b) Employment: Support for the Seasonal Workers Program (SWP); and
- c) Institutional Support for SEPFOPE.

In Timor-Leste, 27 percent of women are classified as participating in the labour force. Women tend to be located in informal and vulnerable forms of employment, which lack stable incomes and benefits.

### Skills Development - hospitality and tourism vocational courses

This activity is in the early stages. WDPTL has contracted two STAs – one male and one female – to provide support to SEPFOPE to develop a Certificate III course in Hospitality. This course is in development, and will be followed by selection of 15 trainers. The trainers will attend a training for trainers program in Australia, return and then pilot the Certificate III training.

### Seasonal Workers program (SWP)

Over the past 5 years, on average 25 percent of those gaining seasonal employment have been women. In 2016, to date, 21 percent are women.

While East Timorese women benefit to a lesser degree from the SDE program than men, Timor-Leste does have the highest rate of women participating in comparison to other participating nations. This is reported as being due to the high level of placements in the hospitality sector (25% of total placements over the five years). Over the 5 years, 19.2 percent of horticulture placements have been women, with 40 percent of those employed in the hospitality sector being women.

The process for screening applicants in order to develop a 'Work Ready Pool' (WRP) includes an attitude assessment, a fitness test, a health check and English testing. Data analysis shows that there was a reduction in the percentage of women at the time of application (35% female) to after the attitude and fitness tests (26% females). More than twice as many women (49%) failed the fitness test in comparison to that of men (21%).

The WDPTL provides support to SEPFOPE in administering the SWP (refer Box 2). SEPFOPE state that the decision about who is recruited, and the sex of those recruited, is largely decided by the Australian companies who make a request to the GoTL for a specific number of staff, and often stipulate the number of men and women.<sup>19</sup> Most requests go through the Australian Department of Employment.

The availability of jobs influences female labour force participation, and thus a key area where the WDPTL can work with key stakeholders (SEPFOPE, LMAP, Embassy of Timor-Leste in Canberra, and potential employers) on increasing the availability of jobs that women apply for, and where

#### Box 2: WDPTL support for the SWP

- Screening of applicants - including a fitness test.
- Provision of English courses.
- Work ready skills training for this in the WRP.
- Pre-departure briefing for selected workers.
- Reintegration program for returning workers.

<sup>19</sup> *Pers Comms* - Valencio De Jesus, OEO - SEPFOPE.

possible, commence breaking down barriers, so women can apply for roles, that are traditionally (both in Timor-Leste and Australia) seen as male roles.

The LMAP is currently undertaking a tracer study of the seasonal workers, including those from Timor-Leste, which the consultants understand includes specific data and analysis relating to gender.

### **Institutional Support to SEPFOPE**

WDPTL is supporting the development of a labour market information systems (LMIS). WDPTL is also envisaged to assist SEPFOPE with a labour market survey targeting rural areas, which plans to also collect data on the informal sector.

### **Strategies**

*Strategy 9: Increase the number of East Timorese women, PWD and others living in rural communities to have skills to be employed at all levels of the hospitality and tourism sector (WDPTL with SEPFOPE and INDMO).*

- In selecting the trainers (attend a training of trainers in Australia) for the hospitality courses, engage with SEPFOPE and INDMO around establishing a target of 50 percent female trainers. Provide support to the monitoring system to track progress.
- Engage with SEPFOPE (DNAFOP and INDMO) in establishing targets for women's participation in vocational courses, for example a target that at least 50 percent of participants will be women.
- Actively target the hospitality sector outside of Dili, where there is an emerging tourism industry, to identify participants, for example from Liquica, Balibo, Atauro where there is established tourism infrastructure. This may require consideration of support for students to relocate from their home base to Dili for the training period. As above, aim to get at least 50 percent women, for participants from areas outside of Dili. INDMO could consider including an RTO that is outside of Dili, to increase access for rural populations to hospitality and tourism courses.
- To achieve the target of 50 percent of women, clear communication strategies to encourage women to apply for the hospitality and tourism sectors.
- Engage with INDMO on the selection of RTOs that have a strong understanding of and commitment to gender equity and social inclusion.
- WDPTL STAs in hospitality and tourism to develop course content that includes relevant gender and social inclusion material, and with INDMO and the Industry Sub Commission to ensure that the courses (and competencies) reflect gender equity - for example a course on social and cultural sensitivity is a core component as part of the Australian Government Certificate III in hospitality.<sup>20</sup>
- Support SEPFOPE to modify or establish a monitoring system to measure female participation rates for the hospitality and tourism courses.

*Strategy 10: WDPTL provides targeted capacity building to key staff in SEPFOPE both on an understanding of WDPTL's gender and equity objectives for improved gender and social inclusion in workforce development which will lead to larger development outcomes.*

- Through the engagement of GESI champions within SEPFOPE build an interest across the key directorates on the importance of gender and social inclusion - refer Strategy 1.
- Support key staff around skills and mechanisms to design and implement very practical GESI initiatives.

*Strategy 11: Increase the number and ratio of women, and those from remote communities in the work ready pool.*

- With SEPFOPE, develop a communication strategy to promote the SWP to women, and to populations in rural areas.
- Assess the SWP screening process, to ensure that women are not disadvantaged, particularly

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<sup>20</sup> <http://training.gov.au/Training/Details/SITXCOM201> - accessed 23 November 2016.



the fitness program, where more than twice the number of women than men were screened from the SWP.

*Strategy 12: Engage with key SWP stakeholders (SEPFOPe, Labour Mobility Assistance Program and the Labour Attaché, Timor-Leste Embassy in Canberra) to implement steps aimed at increasing the number of women (and ratio of women) employed in, and thus benefitting from the SWP.*

- Work with SEPFOPe to engage the Embassy of Timor-Leste in Canberra on developing an information sheet for employers that emphasizes Timor-Leste's commitment to increasing female workers in both hospitality and agriculture.
- Work with SEPFOPe to aim to increase the ratio of female to male workers. For example where requests for staff are made that do not define the sex of the employee, support SEPFOPe to consider females from the WRP for these roles.
- Review the fitness program, in particular the women's exercises, to ensure that the process is fair for women.
- Link with GoTL frameworks for women's empowerment through the Secretary of State for Support and Socio-economical Promotion of Women.
- Explore opportunities on how the program works with organisations that support women to enter the labour force such as WWC and Entrega Ba. Both work with women who are domestic workers.
- Undertake a gender analysis of the jobs that East Timorese workers are being recruited to do. Where possible, support and engage in dialogue with SEPFOPe, the Labour Mobility Assistance Program (LMAP) and Australian-based employers on the roles for women. Information from the tracer study is likely to be critical in contributing to the gender analysis.
- Acknowledging that a key message from both the WDPTL and the LMAP to SEPFOPe is that a high quality, fit-for-purpose selection will build the reputation of Timorese workers in Australia and thereby to build demand, there will need to be clear messaging about the value in increasing number of women as part of this workforce.

*Strategy 13: As part of the pre-departure training for the SWP, include a component aimed at both mitigating the impact that participation in the SWP has on the partners (wives/husbands) left behind, and in strengthening gendered attitudes.*

- Support for wives, or husbands to manage remittances from overseas for example 'financial literacy training'.
- Undertaking participative and fun activities that involve shared decision making around how money is spent.
- Conduct workshops for couples planning for the period that they are away - including assistance with setting up and how to use communication systems (e.g. facebook, messenger, etc.).

*Strategy 14: WDPTL to support the development of the Labour Market Information System (LMIS) so that gender disaggregated data and systems to understand gender based segregation<sup>21</sup> and other issues of exclusion in labour markets.*

- Ensure that key gender issues are incorporated into the design of the LMIS drawing on expertise in gender and labour market analysis as required.

*Strategy 15: Labour Market Surveys are developed so as to collect and analyse disaggregated information on workforce participation, including informal labour participation, sex disaggregation, disability and the urban-rural status.*

- Collecting and analysing labour participation data by sector, part-time/full-time, sex, age, education level, skills level, as well as the urban-rural divide, can provide an insight into how and where people work, together with a profile of the workers themselves.
- Employment levels by economic sector and sex can provide the levels of labour market demand in various economic sectors, and by disaggregating the data by sex provides an insight on where women and men work in a given labour market.

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<sup>21</sup> Gender-based segregation in the labour market includes the participation of men and women, the levels of employment of men and women, and the salary rates of men and women.

### 7.3 Component 3 - Human Resources Development (HRD) Emerging Priorities (HRDEP).

The HRDEP component includes two key areas of activity:

- English Language training
- Technical support for Timor-Leste Government Human Capital Development Fund (HCDF)

Summary Findings:

- Women make up 29 percent of secondary teachers with 25 percent of English teachers in the program municipalities (Liquica, Ermera and Aileu) are female;
- The largest portion of women identified as English language teachers is 34 percent in Ermera and only 13 percent in Liquica.
- The previous English language training program has provided learning around the importance of support from husbands and families as a contribution to the participation of female teachers. The WDPTL is considering ways of adjusting the program to meet the needs of women to keep them in the program – such as through accommodation support for additional family members during training, additional trainers capacity to help participants catch up if they miss sessions.
- WDPTL has undertaken activities as part of the English language training component to increase awareness of gender and social inclusion.<sup>22</sup>
- WDPTL aims to include at least one English teacher from each school.
- The Timor-Leste TVET Plan aims to increase female teachers as one of the strategies to encourage girls to stay at school longer.

For the other emerging priorities, the WDPTL plays the role of responding to requests from DFAT relating to human resources development. To date, much of this work has focused on technical support to the Timor-Leste government HCDF.

#### *Strategies*

*Strategy 16: Actively support female teachers to deliver high quality English language classes to secondary school students in three municipalities in Timor-Leste.*

- Proactive inclusion of female English teachers in the teacher training program - establish a target of at least 50 percent female participation, even though in this current round this will be difficult to reach.<sup>23</sup> Data provided by the WDPTL detailing English language teachers across schools in the three municipalities (Liquica, Ermera and Aileu) show that if one teacher is selected from each school, and female teachers are given priority in those schools that have female teachers, this would result in 46 percent of female participants in the teacher training.<sup>24</sup>
- Proactive support for female teachers - if there is a situation where female teachers have limited English language teaching skills, as appropriate provide additional bridging support to bring their skills up to the level to be able to effectively participate in the course.
- In developing English language training materials, include materials that have positive gender and social inclusion messaging.<sup>25</sup> Opportunities exist, if resourcing allows, to use English language training materials to raise awareness of gender equity in secondary school education.
- Minimise dropout of female teachers in the training of English teachers through work with INFORDEPE on ways to engage female teachers' husbands and recognize their contribution in taking on additional responsibilities.

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<sup>22</sup> Some examples provided were that WDPTL had supported teachers to visit a PWD organization, in order to increase their awareness of PWD actively engaged in employment. Julio Martins 2016, *pers.comm.*, 11 November.

<sup>23</sup> The rationale for including a target of 50%, is twofold. Firstly, it will provide an opportunity to maximize female teacher being trained in order to get as close as possible. Secondly, it will clearly identify the issue, of limited female teachers, which is likely to require long-term structural changes across a range of agencies.

<sup>24</sup> Data provided by Sr Julio Martins on English language teachers in schools across the three districts - dated 2016.

<sup>25</sup> The English language training course, and materials developed under the previous program ETELP, was reviewed for gender sensitivity and training - Julio Martins 2016, *pers.comm.*, 11 November.

*Strategy 17: WDPTL to ensure that all technical support provided by the program to the GoTL on emerging human resource development priorities includes a specific gender and social inclusion component.*

- Inclusion of gender and social inclusion in tasking notes, TORs and recruitment processes.
- As noted above, in collaboration with DFAT and other donor funded programs, within the human resource development area, identify opportunities to build an enabling environment for the promotion of gender equality and social inclusion. As required, engage with GESI champions to support this.

## 7.4 Program Operations

To have successful implementation, a clear understanding of gender equality, disability and social inclusion measures and how implementation of the various aspects of program operations can enable gender equality or be a barrier. Capacity development of program staff, internal mainstreaming strategies and responsibilities will need to be developed as a measure of ensuring that the messaging around the WDPTL with stakeholders and participants is clear in its support for gender equality, disability and social inclusion.

*Strategy 18: All WDPTL sections/teams undertake a comprehensive organisational assessment of gender and social inclusion, and based on this identify any WDPTL staff capacity needs, policy development and any changes to ways of working.*

- Suggestions on ways to mainstream GESI through the operations manual will identify some areas for focus.

## 7.5 Risk Management

The Risk Management Plan includes a risk that there is a *“Lack of success in achieving gender and other equity objectives in applications and awardee selection reduces impact made by the program in making a contribution to Timor-Leste’s development”*. A number of strategies have been documented to mitigate this risk. As part of the review of Gender Analysis and Strategies, the Risk Management plan has been reviewed and updated.

### *Key findings*

Women in Timor-Leste face high rates of economic violence with the largest categories of those who have experienced economic violence being pressured not to work or earn money (27%) or being forced to hand over earnings against their will (19.9%).

*Strategy 19: Linked to program reporting periods and regular risk assessment procedures, as feasible, identify and develop specific actions to address or mitigate risks to achieving greater gender equity and social inclusion.*

- In line with reporting periods, progress towards outcomes, in terms of gender and social inclusion should be assessed and where progress is delayed, analysis to understanding the barriers identified. This feeds into integrating GESI into the WDPTL planning processes in Strategy 4.

*Strategy 20: All WDPTL activities should be reviewed to identify whether there are related risks for women and men and if possible identify strategies to mitigate these.*

- As part of pre-departure activities provide information including of services available to men and women.
- Consider using focus group discussions for the key program activities such as scholarships, seasonal workers and teacher training, to identify any unintended consequences, or possible risks of the workforce development initiatives. This may also require, shared discussions on strategies to mitigate or eliminate these risks.
- Ensure staff understand possible risks of violence towards women and are sensitive in their approaches towards female participants
- Ensure that staff understand the importance of working with husbands and continue to include husbands in pre-departure briefing session.

- Request DFAT/LMAP to pull together from the overall program any lessons learned around risks of violence to female participants in the program as a way of sharing approaches to mitigate the risk.

## 7.6 Monitoring, Evaluation and Learning

As a part of the review, the Monitoring and Evaluation framework has been reviewed.

*Strategy 21: Ensure the relevant program and activity data is collected, analysed and reported by sex, disability status and location (rural/urban).*

While monitoring GESI at the outcomes level is important, the tracking results related to key activities is also important to understand, and be able to respond to any challenges to achieving gender and social inclusion. For example, monitoring participation rates, in each step of selection process, can assist in identifying, where gender imbalances may occur.

*Strategy 22: All monitoring indicators to be reviewed to ensure that sex-disaggregated data is collected, that they contribute to a gendered analysis and an analysis of access to benefits by PWD and rural populations.*

The M&E Framework includes sex-disaggregated data collection, and thus it is the responsibility of those involved in data collection to ensure that this is in place, and where required to support GoTL and other partners in collecting sex disaggregated data.

*Strategy 23: Ensure that any program evaluations, and program supported evaluations clearly include an evaluation of the extent the activity promotes gender and social inclusion.*

This can be achieved through inclusion in GESI evaluative questions in the TOR, through recruitment processes, with an option to include national consultants or staff/advisers from other DFAT programs to support a gendered analysis, if resourcing does not allow recruitment of an evaluator with specific gender experience.



# Workforce Development Program Timor-Leste

## Gender and Social Inclusion Analysis

November 2016

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# 1 Executive Summary

## Key gender equality and social inclusion (GESI) findings of relevance to the program

- ❏ Women in Timor-Leste face systemic barriers that limit their opportunity to develop skills and obtain employment. Women undertake a significant amount of unpaid labour within the household, including agricultural work and domestic care work. Their household obligations impact on their ability to obtain an education and seek employment opportunities outside the home. Women have less mobility than men and are less engaged in public decision-making. Women experience discrimination in seeking work, with women in general being better qualified for work than men. Women experience high rates of violence, including economic violence through being pressured by husbands not to work and to provide income to their husbands.
- ❏ People with disabilities are significantly less likely to have obtained education or training and are largely absent from the workforce. People with disability face significant barriers making it harder for them to benefit from skills development and employment opportunities.
- ❏ Data on women and marginalised groups – including those with disability – is often not collected or not collected with sufficient detail. Analysis of the labour market often does not include disaggregated data and/or analysis.
- ❏ A solid understanding of barriers that women and people with disabilities face in Timor-Leste is important to design and implement programs that seek to be inclusive.

## Key findings on what the program is currently doing on GESI

- ❏ Findings regarding the specific components of the Workforce Development Program Timor-Leste (WDPTL) are outlined in detail in Section 4. Cross-program findings are as follows:
- ❏ The program has a strong understanding of GESI principles and displays a commitment to implement the principles across the program. Program staff were aware of and had been trained in DFAT Gender Equality and Disability Inclusion policies. The program refers to women's economic empowerment but is not using a women's economic empowerment framework.
- ❏ Some areas of the program demonstrate a higher recognition of the structural barriers that women face and are taking measures to counter this. Due to the newly implemented component 2 and 3 activities, gender is not yet mainstreamed across the whole program.
- ❏ Limitations on disaggregated data and analysis make it harder for the program to assess how women and marginalised groups are benefiting from program components.
- ❏ Women and people with disabilities are not benefiting as much as they possibly could. In relation to the Seasonal Workers Program (SWP) it is highly likely that discrimination is contributing to already existing barriers that women face to make it harder for women to get through a screening process. Australian employers are able to select the gender of candidates and some are clearly doing this. Women are said to be not appropriate for certain jobs although there is a lack of specific details or data to see what impact these perceptions are having on women's ability to benefit from the SWP. Women are also being screened out of the SWP work pool at more than twice the rate than men at a fitness test.
- ❏ The program context presents many opportunities to increase women's economic empowerment and employment outcomes for people with disabilities. Strong commitments from the Government of the Republic of Timor-Leste to mainstream gender through government policies and plans and frameworks and plans on disability inclusion exist and create opportunities for synergies with the program. Linking as appropriate to national frameworks on women's empowerment and disability inclusion would strengthen the programs outcomes on GESI.
- ❏ Learnings on how the program has supported women and people with disability are being used in particular areas of the program to strengthen impact, for example in the scholarships program and in the English language program. In other areas – in particular the SWP and labour market information support – the

program may have greater impact on gender equality and disability inclusion through more systematic approaches to sharing program learnings.

- In relation to both gender equality and disability inclusion, the program could benefit from linking systematically with representatives of women's NGOs and disabled people's organisations (DPOs). More regular contact and engagement with both groups would help to enhance the program's understanding of issues faced by women and people with disabilities in relation to skills development and employment.



## 2 Introduction

The Australia Awards Timor-Leste Office (AATL) commenced on 1 July 2014 with an initial contract duration until 31 December 2016. From January 2016 AATL, through a contract Deed of Amendment, extended delivery duration until December 2018 and took on new workforce development activities. With this new broader focus from 2016, the program was rebranded the Workforce Development Program Timor-Leste (WDPTL).

The goals of the Workforce Development Program (Timor-Leste) (2014 – 2018) are to:

- a. Improve human resource capacity in targeted areas; and
- b. Foster ongoing linkages between Australia and Timor-Leste at the individual, organisational and country levels.

These goals contribute to Australia's aid program in Timor-Leste, as articulated in Australia's Timor-Leste Aid Investment Plan, the Strategic Planning Agreement for Development, and the overarching strategy of the Australia Awards.

The End-of-Program Outcomes (EOPOs) are that Timor-Leste women and men supported by the Program:

- c) have relevant skills, knowledge and networks that prepare them for employment/ work
- d) are making a contribution to Timor-Leste's development
- e) have ongoing links with Australian people, organisations and institutions
- f) have improved employment outcomes.

This report is the result of a desk-based GESI analysis and brief stakeholder consultation. The analysis was aimed at establishing an understanding of the constraints and barriers faced by women and men in the context of the program, and identifying key targeted activities that the program can feasibly undertake and expect positive measurable results from. The social inclusion component of the analysis and strategy has largely focused on disability because of the program's focus in this area. Where possible, reference has been made to the rural poor recognising the wealth disparities that exist within the country. The GESI Analysis is designed to support the revised GESI Strategy. Both documents have drawn from an earlier GESI Strategy developed in 2015 which included data, insights from the consultation and strategies, including information on discrimination faced by women and people with disabilities (PWD).

This document is divided into three parts. The first part provides a general overview of gender equality and social inclusion in Timor-Leste relevant to the program context. The second part is a GESI analysis of the program context based on a women's empowerment framework which allows for the analysis of factors that contribute to gender inequalities. The framework identifies core areas of inquiry and questions specifically related to the program, in particular identifying barriers to skills development and employment for women and marginalised groups.<sup>26</sup> The framework used for this analysis is attached as an Annex to the GESI Strategy. The final part of the document is the GESI analysis on the key program components of the WDPTL with details of specific findings related to the program. Due to time limitations, the analysis has focused on the larger areas of work under the three components.

## 3 Background on Gender Equality and Social Inclusion in Timor-Leste

### 3.1 Gender Equality

Women make up 49.22 percent of Timor-Leste's population of 1,183,643, with a ratio of 103 men to every 100 females.<sup>27</sup> The 2014 female Human Development Index for Timor-Leste is 0.548, in contrast to 0.631 for males, resulting in a Gender Development Index value of 0.868 (UNDP, 2016).<sup>28</sup> The GDI uses achievements in the health, education and command over economic resources to measure gender inequalities.<sup>29</sup> Timor-Leste is ranked 133th out of 186 countries in terms of gender equality.

Since independence, there have been significant gains in gender equality in Timor-Leste. These include increased representation of women in the National Parliament, increased numbers of girls completing both primary and secondary education, slight improvements in key health indicators for women including fertility rates, maternal and child mortality rates, and the development of a Law Against Domestic Violence (2010). Key inequalities remain however, largely because of insufficient funding of key priorities, lack of engagement

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<sup>26</sup> The analysis framework drew substantially on the CARE International Gender Network *Good Practices Framework: Gender Analysis*, May 2012

<sup>27</sup> Timor-Leste 2015 Census Data

<sup>28</sup> UNDP Human Development Index

<sup>29</sup> Briefing note for countries on the 2015 Human Development Report, Timor-Leste, UNDP, accessed 28 November 2016

of women in planning and implementation of government programs, lack of enforcement of laws and policies and because of the discrimination that women face at different levels of society which limit their ability to gain greater access to education, employment, health and economic and political participation. Timor-Leste remains a highly gendered society with different household obligations and public roles for women and men.

During the preparations for the August 2001 Constituent Assembly (CA) elections, a proposal to reserve 30 percent of the seats for women was rejected by the National Assembly, resulting in national protests by women's groups.<sup>30</sup> Despite the lack of a women's quota, women actively participated as candidates in the elections and 27 percent of elected CA members were women. An Office of the Adviser on the Promotion of Equality (OPE) was created within the Prime Minister's Office after the First Transitional Government was established in September 2001. In 2007 this became a Secretariat of State for the Promotion of Equality, and in 2014, the name was changed to the Secretariat of State for the Support and Socio-economical Promotion of Women (SEM).

In 2006 the National Parliament voted to adopt a quota for female members of parliament. The quota required political parties to ensure that every fourth candidate on their party list was a woman, resulting in every fourth member of parliament being a woman. In 2011, this quota was increased to every third candidate and therefore every third member of Parliament. As a result, Timor-Leste has one of the highest rates of women in Parliament in the world. Women Parliamentarians are grouped together in the Women's Parliamentary Group (*Grupu Mulher Parlementu Timor-Leste*) which is supported by the Gender Centre in the Parliament. The RDTL Strategic Development Plan (2011 to 2030) and the current government's program both commit to gender mainstreaming but achievements are limited. A system of Gender Working Groups within ministries – rolled out from 2011 - appears not to have received much support and few appear to function. Some ministries still have Gender Focal Points – public servants who are supposed to advance gender mainstreaming within their ministry. Where some change may be occurring is with the support of the current Prime Minister and changes to annual budget and planning processes requiring more information about gender mainstreaming in line ministries. Also the commitment of the Timor-Leste Government to implementing the UN Strategic Development Goals offers opportunity to push mainstreaming further and the PMO's office is working closely with UN Women and the SEM to pursue these opportunities.

Women comprise only 32 percent of the Public Service. Of those public servants who are permanent, only 27 percent are women.<sup>31</sup> Despite special measures existing in law<sup>32</sup> to allow for the prioritisation of women in recruitment, the change is slow. Representation of women across the government varies. In some ministries for example the Ministry of Social Solidarity, women's representation is around a third and in the Ministry of Health it is 49 percent when all the permanent and temporary positions are added up.<sup>33</sup> Public Service Commission data from 2013 indicated that women overall held only 16 percent of management jobs.<sup>34</sup>

Timorese women face significant challenges in relation to health. The fertility rate is 5.7 based on the 2010 Census.<sup>35</sup> The high birth rate contributes to one of the highest maternal mortality rates in the world, at 570 per 100,000. Decisions on family planning are considered by men and women to be 'mutual' between the husband, and there are severe consequences for women who make the decisions without their husband's consent.<sup>36</sup> Women have little liberty to refuse sex, with consent and respect being considerable concerns in relation to sexual and reproductive health.<sup>37</sup>

Timor-Leste has seen gains in enrolment and completion rates for boys and girls in primary school. While girls still have lower completion rates than boys, recent data indicates that there the gender balance is shifting. Of those completing primary school, 47 percent are girls and 53 percent are boys.<sup>38</sup> For secondary schools, 47 percent of those finishing are girls, while 53 percent are boys. Women's completion rates at university are lower, with women comprising only 42 percent of those who have achieved a university education as opposed to 58 percent of men. Interestingly women comprise more than half of those people who say they have received

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<sup>30</sup> Charlesworth, Hillary (2003), *The Constitution of East Timor*, Oxford University Press & La'o Hamutuk (2001), *Bulletin*, 2/5, Dili

<sup>31</sup> Data from the Public Service Commission (*Komisaun Funsaun Publiku*, KFP) supplied to Governance for Development on 11 May 2016.

<sup>32</sup> Article 36 of RDTL Decree Law 34/2008 Regime for Competitions, Recruitment, Selection and Promotion of Public Administration Personnel (as amended by RDTL Decree-Law No 22/2011 and RDTL Decree-Law No 44/2011)

<sup>33</sup> KFP Data supplied to GfD on 11 May 2016.

<sup>34</sup> *Timor-Leste: Country Gender Assessment*, Asian Development Bank, 2014, page 95.

<sup>35</sup> The 2015 National Population and Housing Census data for fertility is not yet available

<sup>36</sup> *Reproductive Health Decision Making in Viqueque, Baucau, Ermera and Dili, Timor-Leste*, Marie Stopes International and La Trobe University, 2016, p18

<sup>37</sup> Marie Stopes and La Trobe University, 2016

<sup>38</sup> Census 2015

informal training in the latest data.<sup>39</sup> Adult women have lower education levels than men. Sixty-six percent of males have completed primary education, while only 61 percent of women have. Only 16 percent of women aged 25 and over, and 25 percent of men aged 25 and over have completed secondary education and women comprise only 37 percent of those who have graduated from tertiary institutions during the decade 2004 to 2014.<sup>40</sup> Estimations of the percentage of women teachers vary, ranging from 35 to 40.4 percent of teachers, although the percentage of female teachers at pre-secondary and secondary levels drops down to 31%.<sup>41</sup> Women are under-represented in decision making positions in the Ministry of Education (15% of Directors and 17% of Chefes).<sup>42</sup>

There are significant gender gaps in employment in the formal sector. Reasons for this include women's lack of access to education and skills training, reliance of households on women's labour for childcare and production of food, and discrimination against women entering the formal sector. The two areas where women are most actively engaged – production of household food and unpaid care work in the home - are not yet considered employment.<sup>43</sup>

Timor-Leste has a poverty rate of 49.9%.<sup>44</sup> Poverty is measured at the household level and there is little disaggregated data on poverty. The vast majority of the poor live in rural areas, with most people living in poverty dependent on farming for livelihoods. Women's household obligations *'disadvantages women as they are unable to earn an income or control assets or resources. Reliance on a man's income makes women vulnerable to poverty, especially in cases of separation, abandonment, divorce or widowhood.*<sup>45</sup> Female headed households make up 16 percent of households in Timor-Leste.<sup>46</sup>

### 3.2 Social Inclusion

There is limited data on those living with disability in Timor-Leste. The 2015 National Census found that around 3.2 percent of the population has a disability. Most people with a disability are living in rural areas. The largest category of disability is difficulty with vision. The World Report on Disability states that global rates are generally 15 percent and it is therefore considered by disability experts that the previous Census 2010 figure of 4.6 percent in Timor-Leste was a significant underestimation.<sup>47</sup>

People with disabilities in Timor-Leste face discrimination in access to government services and have significantly lower rates of education and employment. The 2015 Census reports that 68 percent of people with a disability in Timor-Leste have never attended school. Girls with disabilities are less likely to go to school than boys with a disability. A National Survey of Disability in Timor-Leste's Primary Schools found that, of the children with disabilities identified attending school, 64 percent were boys and only 36 percent were girls.<sup>48</sup> The figure for men and women with a disability who have never attended school, is significantly higher for females – 77 percent - than for males – 61 percent. Schools are not physically accessible to children with disabilities and materials are also not accessible to those with visual impairment. Teachers lack training in supporting children with disabilities.<sup>49</sup> The 2010 Census found that the majority of people with disabilities cannot find work.<sup>50</sup>

According to the National Action Plan for People with Disabilities 2014-2018, there is little data on the health of people with disabilities or their access to health services.<sup>51</sup> The Action Plan states there are few trained professionals to deal with disabilities and limited ability of officials to assess disability, that health facilities are often not accessible and that there needs to be improvement in coordination between rehabilitation services and the Ministry of Health.<sup>52</sup> People with disabilities face discrimination with the overall physical accessibility

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<sup>39</sup> Census 2015

<sup>40</sup> Country Gender Assessment, 2014, p11

<sup>41</sup> Public Service Commission data from May 2016 states that 35% of teachers are female. Ministry of Education data – on the MOE website – states that the total percentage of women in all private and public schools is 40.4%.

<sup>42</sup> Country Gender Assessment, p9

<sup>43</sup> Country Gender Assessment, p XV

<sup>44</sup> UNDP website accessed 28 November 2016

<sup>45</sup> Country Gender Assessment, p 69

<sup>46</sup> Census 2015.

<sup>47</sup> National Action Plan (NAP) on People with Disabilities, 2014-2018, page 10.

<sup>48</sup> Plan Timor-Leste, Ministry of Education and ASSERT. 2008. "The First National Survey of Disability in Timor-Leste's Primary Schools".

<sup>49</sup> National Action Plan for People with Disabilities, 2014-2018, page 12.

<sup>50</sup> NAP, page 18.

<sup>51</sup> NAP, page 31.

<sup>52</sup> The United Nations Country Team Report to the Universal Periodic Review (26<sup>th</sup> Session of the UPR Working Group Oct-Nov 2016) also notes lack of access for people with disabilities to health services and lack of trained medical personnel, p12.

of public buildings and facilities including many government offices. Public facilities are often built without any access for people with disabilities. Roads and pathways have obstacles that are dangerous for people with visual impairment.

Women with disabilities in Timor-Leste face multiple layers of discrimination including marginalisation from public spaces and decision making, and are less engaged in community activities and development programs.<sup>53</sup> Understanding the real situation faced by women and girls with disabilities is hampered by a lack of statistical data concerning women and girls with disabilities.<sup>54</sup>

The responsible government agency for disability is the Ministry of Social Solidarity. There are a number of national NGOs working on disability, including the newly formed peak organisation the Timor-Leste Association of People with Disabilities (ADTL) and *Raes Hadomi Timor-Oan*, which works on a range of disabilities and has representatives in each of the municipalities. There is a need for greater diversity among the disabled people's organisations – including representation by people with different types of disability and women with disabilities.

Social exclusion also affects other groups in society. Key determinants of vulnerability include access to productive resources (such as land, labour, water, trees), size of family, lack of a family social safety net, status within a family network and age of the vulnerable person. There are significant gaps between mean rural and urban household and per capita income and expenditure. The 2011 Household Income and Expenditure Survey found that the average monthly household income in rural areas was \$291.97 and in urban areas was \$633.53.<sup>55</sup> Per capita incomes were \$92.79 in urban areas and \$50.08 in rural areas and as a consequence expenditure gaps are similar. Per capita income '*would be smaller in large families and poverty would be concentrated there*'.<sup>56</sup>

## 4 GESI Analytical Framework

This GESI analysis uses a women's empowerment framework for both gender and social inclusion, as demonstrated by the following explanation. The social inclusion component focuses on disability and poverty. The framework draws out information on key constraints faced by women and marginalised groups at the individual (agency), household and community (relationship) and institutional (structural) levels which are of relevance to the program. The framework examines key domains to analyse the different constraints faced by men and women, or those who are socially excluded, in particular men and women with disability and the rural poor, in accessing and benefiting from the various program within the WDPTL. The domains are roles and responsibilities, household decision-making, access to and control over resources, meaningful participation and aspirations.

The framework also seeks to identify any opportunities to enhance access to and benefits from the WDPTL for all East Timorese.

### 4.1 Roles and responsibilities

#### 4.1.1 Gender equality

The roles and responsibilities of men and women in Timor-Leste are highly gendered and have a significant impact on women's opportunity to participate and benefit from skills development and employment opportunities, including those offered by the WDPTL. Women and girls are primarily responsible for managing a household – including purchase and production of household food, for cooking, cleaning and for care of children.<sup>57</sup> Women face resistance and violence from their husbands from seeking to join the workforce and also face discrimination in seeking to enter the workforce. These barriers result in women having lower rates of participation in education, in the formal workforce and paid employment.

Data on women in work is limited by an overall lack of data on areas of unpaid informal work for men and women. The two areas where women are most actively engaged in productive work – production of household food and unpaid care work in the home - are not yet considered as employment.<sup>58</sup> The 2015 Census indicates that of those men and women who say they are employed, 41 percent are women, and 59 percent are men.

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<sup>53</sup> NAP for People with Disabilities, p23

<sup>54</sup> Ra'es Hadomi Timor Oan. (2015). Submission to the 62nd meeting of the CEDAW Committee: Recommendations for the committee's concluding observations on Timor-Leste, p. 8. Available from [http://tbinternet.ohchr.org/\\_layouts/TreatyBodyExternal/Countries.aspx?CountryCode=TLS&Lang=EN](http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Countries.aspx?CountryCode=TLS&Lang=EN)

<sup>55</sup> Household Income and Expenditures Survey (HIES), Timor-Leste, 2011, p22

<sup>56</sup> HIES 2011, p43

<sup>57</sup> Beyond Fragility and Inequity: Women's Experiences of the Economic Dimensions of Domestic Violence in Timor-Leste, The Asia Foundation, 2015, p41

<sup>58</sup> Country Gender Assessment, p XV

Women dominate in the agricultural sector with 88 percent of women working in the sector, as opposed to men at 82 percent.<sup>59</sup> Women are much less likely to be employed in the formal sector and more likely to be in vulnerable employment, (69% for women and 49% for men) without a stable income and benefits.<sup>60</sup> This is significantly more the case for women in rural areas.<sup>61</sup> Women working in the formal sector receive on average lower wages than men.<sup>62</sup> The Committee on the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) – to which Timor-Leste is a party – noted in 2015, that women face discrimination in promotion, as they reportedly need higher qualifications to attain the same decision-making positions as men.<sup>63</sup>

Women are less likely to be working in the formal sector between the ages of 30 to 39<sup>64</sup>, and rates of formal sector employment by married women are at least 10% below those of single, divorced and widowed women<sup>65</sup>. Women in Timor-Leste tend to spend 50-77 percent of their time on domestic work, compared to only 36 percent for men.<sup>66</sup> In addition to this labour, women are also performing other forms of labour, including income-generation – 56.2 percent for women and only 35 percent for men.<sup>67</sup> Most people – 66.3 percent – not seeking work due to family responsibilities are women.<sup>68</sup>

CEDAW has criticised discrimination against women in recruitment and promotion and the low rates of women's participation in the paid work force. The Committee has asked for information in the next report on *'implementation of the non-discrimination provisions of the Labour Code, on the average gender wage gap as well as on the number of complaints received by the Labour Relations Board and Labour Arbitration Council from female workers in recent years, their nature and the sanctions imposed on employers where violations were found.'*<sup>69</sup>

#### 4.1.2 Social inclusion

People with disabilities are much less likely to have received an education and to be working, impacting significantly on their ability to seek further employment opportunities. Barriers are multiple – both physical accessibility and lack of appropriate support and services – and attitudinal. Women with disabilities face multiple layers of discrimination and have even lower rates of education and employment.

The 2015 Census reports that 68 percent of people with a disability in Timor-Leste have never attended school. Only 5 percent had finished high school, for boys with disability 6.4% and for girls 3.5 percent. Only 1.7 percent of people with disabilities had completed university, most of whom are men. Girls with disabilities are less likely to go to school than boys with a disability. Based on the Census data there are only 161 women in the country with disabilities who have completed university – which is less than 1% (0.9%) of the total population of women with disabilities.<sup>70</sup> There are fewer men and women with disabilities who say they have completed a diploma than those who have completed a university degree, however this analysis is hampered by the fact that the data set related to the total population and not just adults. People with disabilities are not involved in self-employment programs, vocational training programs or youth training programs.<sup>71</sup>

People with disabilities face discrimination and stigma that impacts on their opportunity to access education and participate in the workforce:

*"...some cultural beliefs in Timor-Leste can stigmatize persons with disabilities. For example, persons with disabilities are reportedly perceived by many adherents to traditional belief systems as being punished by spirits because they have broken a cultural taboo. These traditional beliefs assign blame to an individual with a disability, rather than seeking to understand the ways society creates obstacles to his or her full participation. The practice of traditional medicine to "cure" persons of their disability can prevent persons receiving proper diagnosis, treatment and communal acceptance of*

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<sup>59</sup> Hedditch S. and Manuel C. (2010) Timor-Leste Gender and Investment Climate Reform Assessment in Partnership with AusAID. International Finance Corporation, p viii

<sup>60</sup> Labour Force Survey, p20

<sup>61</sup> Country Gender Assessment, 20414, p xv

<sup>62</sup> Labour Force Survey, 2013, p vi and p23

<sup>63</sup> CEDAW Concluding Observations, 22a.

<sup>64</sup> Country Gender Assessment, 2014, p67

<sup>65</sup> Labour Force Survey, 2013, p7

<sup>66</sup> As quoted in Asia Foundation, 2015, p41

<sup>67</sup> Labour Force Survey, 2013

<sup>68</sup> Labour Force Survey, 2013

<sup>69</sup> CEDAW Concluding Observations, November 2015

<sup>70</sup> Note for these data sets - it includes all the population, not just adults

<sup>71</sup> NAP, page 18.

their differences.”<sup>72</sup>

The Australian Awards Timor-Leste/Workforce Development Program Draft Gender, Disability and Social Inclusion Strategy (2015) found that:

*Children and students with disability face critical barriers to accessing school and training, including the attitudes of families and communities, as well as teachers and school managers. The location and quality of school infrastructure is also a constraint. There are some limited opportunities for children to attend special education schools, currently only provided in Dili. Data on the number of students with disability at Timorese HEIs is limited, with the institutions consulted reporting knowledge of very few people with disability studying at their institution. People with disability experience significant educational, social and physical challenges in reaching and completing university level study. There is limited awareness at tertiary level of the difficulties faced by students with disability, and few support services or adjustments available.*<sup>73</sup>

There does not appear to be data on PWD working as teachers.<sup>74</sup> There are few teachers and schools equipped to support people with disabilities. There is however an Inclusive Education Policy developed within the Ministry of Education but its implementation status is unclear. There are also four practitioners linked with ADTL who have provided training to teachers in mainstream schools. As of June 2016, 30 teachers have been provided with training of trainers in disability inclusion. These teacher recipients of the training have gone on to train other teachers in their school. Three schools have inclusive resource facilities to support students with disabilities in their school.<sup>75</sup>

People with disabilities are less likely to be in paid employment. Barriers to employment for PWD include lack of appropriate communication methods, and less access to information and mobility. It is also important to note that the rates of people with a disability in rural areas (3.9%) are much higher than those in urban areas (1.5%). This is likely to be linked to the lack of support – including from family - for people with disabilities in urban areas.

Information from RHTO – based on a membership consultation - indicates that women with disabilities are less likely to be employed:

*...women with disabilities face particular barriers and struggle to enter employment. This is despite the legislative protection provided by the Labour Law of Timor-Leste, which prevents discrimination against people with disabilities when they apply for or are in employment.*<sup>76</sup> **Women with disabilities face barriers in accessing education (as discussed above) or vocational training, thus hindering their ability to enter into employment. Of 49 women with disabilities interviewed for this submission, 86 per cent said they had never accessed vocational training, and 65 per cent do not work or engage in livelihood activities.**<sup>77</sup>

The AATL/WDPTL Draft GESI Strategy found that gender equality, disability and social inclusion mainstreaming efforts are impacted by multi-dimensional poverty especially in the more remote regions of the country. Poor households may not see the value in educating girls or people with a disability.<sup>78</sup> There is a clear relationship between household incomes and the education levels of the head of the household and the spouse.<sup>79</sup> Families where the head of the household and their spouse speaks English have higher incomes.<sup>80</sup> The AATL/WDPTL draft GESI Strategy found – on the basis of a consultation - that:

*The challenges experienced by the rural poor in attending university include living away from their families, finding suitable accommodation, adjusting to urban life, and undertaking university study with weaker educational backgrounds. These experiences are magnified for female students who report having to spend long hours doing family chores in return for their accommodation, or even having to resort to sex work to provide funds to continue their studies. Many female students are pressured by*

<sup>72</sup> Of Course We Can: Report on the Rights of Persons with Disabilities in Timor-Leste, United Nations Report 2011, p 13

<sup>73</sup> AATL/WDPTL Gender, Disability and Social Inclusion Strategy, 2015, p13

<sup>74</sup> Personal email correspondence with MOE Adviser, 23 November 2016

<sup>75</sup> AATL Disability Adviser Mission Report, June 2016

<sup>76</sup> The Labour Law was adopted by Law No. 4/2012 of February 21, provides in paragraphs 2 and 4 of Article 6 that “No employee or applicant for employment shall be...discriminated...because...of physical or mental condition” and “are not considered to be discriminatory measures of a temporary nature...of a legislative nature that benefit certain disadvantaged groups, particularly in the light of...disability.”

<sup>77</sup> RHTO CEDAW Submission, p7

<sup>78</sup> AATL/WDPTL, Gender, Disability and Social Inclusion Strategy, December 2015, p18

<sup>79</sup> HIES, 2011 p39

<sup>80</sup> HIES, p42

*their families to marry and have children rather than continue their studies. The Aloia Foundation highlights the need for relevant orientation, clear guidelines on allowance use, and regular pastoral support as being important for rural and financially disadvantaged students.<sup>81</sup>*

## 4.2 Decision-making

### 4.2.1 Gender Equality

Women are often not allowed by their husbands to work. Discrimination and occupational segregation mean that women are often steered into particular areas of work. Key decisions regarding women's lives are often taken by men or other family members. Recent research conducted in Timor-Leste indicates that men (and at times mothers-in-law) make decisions about care during labour and birth, and men make decisions about sexual relations. Women and men claim that decisions about family planning are joint decisions, but there may be serious consequences for women who make decisions on their own. Women experiencing violence from their husbands have less control over reproductive health choices.<sup>82</sup> The greater the number of controlling behaviours a woman experiences from her husband, the higher the likelihood she will experience violence.<sup>83</sup>

Women seeking work must confront the significant obligations they face at home with women being far more 'bound to the domestic sphere'.<sup>84</sup> Women therefore have less freedom/liberty to make decisions to pursue opportunities outside of the domestic sphere.

The Timorese Government has recognised the importance of women being able to participate equally in the labour force for the country's development.<sup>85</sup> The Secretariat of State for the Support and Socio-economical Promotion of Women (SEM) has developed a Women's Economic Empowerment Strategy for 2015 to 2017, which recognises the rights of women to seek work and to be supported in doing so. There are also a number of organisations working across the country, which provide training and other support to assist women to engage in income-generation. Some of these organisations are listed below:

- **The Working Women's Centre** is providing support to women working in domestic service, training women to understand and claim their rights. The organization is conducting advocacy on the rights of the women workers including around salary and conditions.
- **Fundasaun Feto iha Kbiit Servisu Hamutuk** (FKSH – Empowering Women) is a local women's NGO working to build the capacity of rural women, young women and youth. The organisation aims to promote the leadership of these groups in the community. It works in a number of districts including Ermera, Aileu and Liquisa and delivers training on financial management, marketing, life skills, leadership, organizational management, job readiness, gender and culture, gender-based violence, traditional food, and book-keeping.
- **Entrega Ba** is a not-for-profit company trying to find work opportunities for men and women. It is a Registered Training Organisation (RTO). Entrega Ba recognizes barriers faced by women and displays a gender sensitive approach in their work with women. The organization invites women and men to register on a job seeking list and then matches them with requests from employers, based on skills and experience. They provide some basic training in specific areas such as cleaning and childcare, motorbike driving, support with CV development, work ethic and interviewing skills. Entrega Ba provides one-on-one support to employees in their new job, including counselling where required, so that they are successful.

### 4.2.2 Social Inclusion

People with disabilities face limited access to information and have less access to resources to enable them to take decisions about skills development and employment. The National Action Plan for People with Disabilities (PWDs) states that PWDs do not have the courage to apply for jobs:

*As there is limited access to education and vocational training, people with disabilities may not have the qualifications and skills required for the job market. For example, there is no equivalency exam for*

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<sup>81</sup> AATL and WDPTL, Gender, Disability and Social Inclusion Strategy, December 2015, p13

<sup>82</sup> Asia Foundation, 2016, p102

<sup>83</sup> Taft, 2013, p4

<sup>84</sup> Asia Foundation, 2015, p41

<sup>85</sup> For example, commitments made in the 6<sup>th</sup> Government Program

entry to university as there is in Indonesia.<sup>86</sup>

## 4.3 Access to services and access to and control of resources

### 4.3.1 Gender equality

Applying for skills development and employment opportunities requires ability to access services, time, mobility, money, information and control of particular facilities. In relation to all of these areas, women and men are not equal. Women's household obligations limit their ability to access services, including livelihood opportunities. Women in Timor-Leste work six hours more than men per week because of their household obligations and only attend trainings or undertake paid work if temporary arrangements can be made to absorb their domestic responsibilities.<sup>87</sup> A time-use mapping exercise conducted for the DFAT funded Water and Sanitation Program, BESIK, asked men and women to indicate how much time they spent on household tasks. The results indicated that women worked longer hours every day than men *'with considerable workloads that increase with family size'*.<sup>88</sup> The SEM Women's Economic Empowerment Strategy argues that women's household obligations restricts their ability to access services, program activities and job interviews which are *'often chosen for the convenience of the providers or on the assumption...that if men have access, women have equal access'*.<sup>89</sup>

Women in Timor-Leste have much less control of income, facilities and transport. Only 24% of household income is assigned to women.<sup>90</sup> Women have lower incomes than men with male workers earn on average \$553 per month while women earn \$461 per month.<sup>91</sup> Women have less mobility than men, with restrictions on where they can go without seeking permission<sup>92</sup>, and less access to family motorbikes.<sup>93</sup> This also impacts on women's opportunities to develop further skills in their work.

### 4.3.2 Social Inclusion

Ability to participate in employment opportunities requires access to information, support and household resources. Men and women with disabilities are likely to have less access to services and control of resources, including information in accessible formats. Women and girls with disabilities in rural areas face extra challenges due to the distance to services and lack of accessible transport. Recent research by *Raes Hadomi Timor Oan* and CBM regarding access to reproductive health services for women with disabilities found that there appears to be less understanding of the rights of women with disabilities and that this is more significant in rural areas.<sup>94</sup> There also appears to be less recognition among service providers of the rights of women with disabilities as opposed to women without disabilities to have children. Women with disabilities face *'a range of physical, communication, attitudinal and institutional barriers that negatively impact the access of women with disabilities to quality and respectful MNH (maternal and neo-natal health) services'*.<sup>95</sup> Women with disabilities are more restricted in their ability to participate in community activities and face additional barriers based on their gender and disability:

*One RHTO member, a woman with a vision impairment living in Manufahi District, said that she is not really able to participate in meetings occurring in her aldeia (hamlet). She is often not invited and the meetings are not accessible for her. Indeed, of 49 women with disabilities interviewed for this submission [to CEDAW], **67 per cent said they are not able to participate in community meetings**.*<sup>96</sup>

## 4.4 Claiming rights and meaningful public decision making

### 4.4.1. Gender Equality

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<sup>86</sup> NAP on Disability, p18

<sup>87</sup> Asia Foundation, 2015, Report p41

<sup>88</sup> BESIK Women's Public Time use Mapping, 2014, p8

<sup>89</sup> SEM WEE Strategy, p7

<sup>90</sup> Asia Foundation, 2015, p45

<sup>91</sup> Labour Force Survey 2013

<sup>92</sup> Asia Foundation, 2015, p48

<sup>93</sup> Asia Foundation, 2015 and SEM WEE Strategy, p7

<sup>94</sup> *Access to maternal and newborn health services for women with disabilities in Timor-Leste*, August 2016 CBM-Nossal Partnership for Disability Inclusive Development & Ra'es Hadomi Timor Oan, p 5

<sup>95</sup> CBM-Nossal Partnership for Disability Inclusive Development & Ra'es Hadomi Timor Oan, 2016, p6

<sup>96</sup> RHTO CEDAW Submission, 2015 p6



Despite a vibrant women's movement – in particular in the late 1990s and early 2000s – and a parliamentary quota, women are marginalised from public decision making processes. Legal frameworks defend rights but there is a lack of implementing regulations and no information about complaints of breaches of the laws.

Timor-Leste's Constitution guarantees gender equality and prohibits discrimination on the grounds of sex. Timor-Leste ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and is required to report periodically to the CEDAW Committee. Policy frameworks exist which support gender mainstreaming and gender equality. The RDTL Strategic Development Plan (SDP) 2011 – 2030 identified a number of key goals towards achieving gender equality including gender mainstreaming, raising awareness of gender disparities, empowerment of women through livelihood programs, reproductive health programs and zero tolerance to violence in schools and homes. The SDP requires that by 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. The current government plan requires that gender equality become a cross-sectoral issue because addressing gender equality is a whole of government task that requires collaboration and cohesion among government ministries. There are also specific policy frameworks, which focus on gender equality, women's empowerment and ending violence against women. These include National Action Plans on gender-based violence and women, peace and security. There is also a Strategy on Women's Economic Empowerment developed by SEM. Legislation for the public service prohibits discrimination and allows for special measures to prioritise training opportunities and the recruitment of women. The Labour Code prohibits discrimination and sexual harassment. While the legal and policy frameworks are positive, they have resulted in limited outcomes, with limited implementation, due to a lack of leadership, strong political and budgetary commitments supporting development of procedures and mechanisms for enforcement. Information about complaints of sexual harassment and discrimination is not clear however it does appear that the Public Service Commission is currently focused on clarifying procedures for complaints with support from UN Women and the Governance for Development Program.

Timor-Leste has received much praise for its quota for women in the National Parliament, but the country has been criticised by the CEDAW Committee for discrimination against women in public life:

*Women in the State party continue to face persistent barriers to access decision-making positions, including discrimination in recruitment; discriminatory stereotypes and attitudes towards women's participation in political and public life; little support from political parties and families; and low confidence.<sup>97</sup>*

Municipal and local governance structures are close to 100 percent controlled by men. The 2016 suku elections have resulted in an increase in the number of female village chiefs from 10 to 21, but this figure of less than 5% of the total, remains significantly less than acceptable. An astonishing 39% of sukus had no female candidates at all. A number of districts have not elected any female chefe de sukus - Oecusse, Covalima, Bobonaro, Lautem and Ermera. Prior female leadership of sukus may have impacted on female willingness of women to candidate, and there are also strong indications that support for women's participation through training from national NGO Patria was a significant factor in helping women get elected.

#### 4.4.2 Social inclusion

Timor-Leste has strong legal provisions guaranteeing equality for all, non-discrimination and the right of people with disabilities to equal participation in economic, social and cultural life and protecting them from discrimination. The Constitution enshrines the same rights and responsibilities to people with disability, and states that people with disabilities cannot be subjected to discrimination. Timor-Leste has not yet ratified the Convention on the Rights of People with Disabilities despite strong advocacy by disabled people's organisations (DPOs). A National Policy adopted by the Council of Ministers in 2012 seeks to promote equal opportunities, active participation and improved quality of life for people with disabilities. It recognises the impact of discrimination against people with disabilities and urges government and state agencies to ensure they are taking into consideration the promotion and protection of the rights of people with disabilities in planning and implementation of programs. The Government is now working with DPOs to establish a National Council for People with Disabilities.

In 2014, the Timorese Association of People with Disabilities (ADTL) produced a National Action Plan for People with Disabilities for 2014-2018. The plan covered nine government agencies in detail, including SEPFOPE. It was produced in consultation with the government agencies and the plans reflect agreed commitments.

There are a range of long term DPOs in Timor-Leste, a number of whom are receiving DFAT funding. ADTL, as the peak body, engages with the government on policy dialogue and provides services to member organisations. *Raes Hadomi Timor Oan* (RHTO) provides support and services to men and women with

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<sup>97</sup> CEDAW Concluding Observations, 22(a).

disabilities and has district focal points across the country – although they are all men. The DFAT Disability Adviser for Timor-Leste has indicated that there is a lack of women’s voices among the DPOs and a need to increase the range of disabled voices, for example from the hearing impaired community. The NAP for People with Disabilities also reports that women with a disability are less likely to be engaged in public decision-making and development programs.<sup>98</sup>

## 4.5 Control over one’s body, violence and restorative justice

### 4.5.1 Gender Equality

Timor-Leste has one of the highest fertility rates in the world at 5.7 births. Sixty percent of women still give birth at home.<sup>99</sup> Women experiencing violence have less control over reproductive health choices.<sup>100</sup> The greater the number of controlling behaviours a woman experiences from her husband, the higher the likelihood she will experience violence.<sup>101</sup>

Rates of violence against women and girls in Timor-Leste are among the highest in the world. Two thirds (59%) of ever-partnered Timorese women have experienced physical and/or sexual violence from a male intimate partner at least once in their lifetimes.<sup>102</sup> Three-quarters of the women who had experienced physical violence had experienced severe acts of violence. More than half of ever-partnered women had experienced emotional violence by a male intimate partner. Most of the intimate partner violence that women experienced was repeated many times, with only 5 percent of women saying the violence had only happened once. More than half of the woman who had experienced partner violence stated that the violence occurred in front of their children. The risks of intimate partner violence are highest for women aged 15-19 and slightly lower for women aged 20 to 29.<sup>103</sup>

Fourteen percent of women aged 15 to 49 have been subjected to non-partner sexual assault, with 10 percent in the last 12 months.<sup>104</sup> Of those men who stated that they had ever raped a woman or girl, the rates were higher for men in Manufahi District (22%) than men in Dili (15%). More than half of the men who said they had raped did so for the first time when they were teenagers.<sup>105</sup>

There are strong links between women’s experience of violence and the household economy. Forty-three percent of ever-partnered women had experienced economic violence from their husbands in their lifetimes, with 37 percent in the last year. The most common form of economic violence identified by women respondents – at 27 percent - was the man prohibiting the woman from working or earning money.<sup>106</sup> Similarly, women earning cash income are significantly more likely to experience intimate partner violence (IPV) than those not earning cash. Lifetime experiences of IPV were 65 percent as opposed to 55 percent for those who did not earn cash. Of those ever-partnered women earning cash, 51 percent reported having experienced IPV in the last 12 months, as opposed to 44 percent of those not earning cash.<sup>107</sup>

Global prevalence evidence tells us that women are most at risk of violence when their power is shifting and they are challenging gender norms.<sup>108</sup> With global prevalence data identifying risk and protective factors for VAW and more evaluations of the impact of women’s economic empowerment (WEE) programs, we are learning more about how economic variables impact on women’s experience of violence. The evidence is limited and mixed often because WEE interventions do not specifically address VAWG in the program design.<sup>109</sup> Some WEE activities have been shown to lead to an increase in risk of violence against women, while others designed and implemented in particular ways and in particular contexts have led to a reduction in violence. Women’s power within the household and gender norms appear to be key to how WEE interventions

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<sup>98</sup> NAP for People with Disabilities, p23

<sup>99</sup> Census 2015

<sup>100</sup> *Understanding Violence Against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study*, The Asia Foundation, Timor-Leste, 2016, p102

<sup>101</sup> Taft, Angela, and Watson, Lyndsey, *Violence Against Women: Secondary Analysis of the Demographic and Health Survey*, Mother and Child Health Research, La Trobe University, 2013, p4

<sup>102</sup> Asia Foundation, 2016, p49.

<sup>103</sup> Asia Foundation, 2016, p57

<sup>104</sup> Asia Foundation, 2016, p 63

<sup>105</sup> Asia Foundation, 2016, p 63.

<sup>106</sup> Asia Foundation, 2016, p55

<sup>107</sup> Asia Foundation, 2016, p54.

<sup>108</sup> World Report on Violence and Health, WHO, 2002, page 99

<sup>109</sup> See for example Fulu, Emma, et al, *What works to prevent violence against women and girls? Evidence Review of interventions to prevent violence against women and girls*, 2014, p11

impact on their risk of VAW. Other factors are at play as well, such as age of beneficiaries and partner's economic situation, employment and education .

Women are also vulnerable to sexual harassment at the work place, and the fact that most of the work available to women is informal is likely to be placing women in situations where they are vulnerable to sexual harassment and termination of employment.<sup>110</sup>

#### 4.5.2. Social inclusion

Women who experience physical and/or sexual intimate partner violence are significantly more likely to be at risk of disability.<sup>111</sup> Women with disabilities, particularly women with sensory impairments or impairments which make communication difficult, face significant barriers accessing support and justice. RHTO considers that *"The Government has taken no action to address these risks, and is not taking sufficient action to ensure effective response in terms of ensuring inclusive and accessible support services, safe houses and access to police and justice for women and girls with disabilities who are victims of violence."*<sup>112</sup> Men with disabilities have also faced verbal and physical abuse because of their disability.<sup>113</sup>

#### 4.6 Aspirations of men and women

As stated previously, the Secretariat of State for the Support and Socio-economical Promotion of Women (SEM) has developed Women's Economic Empowerment Strategy in August 2015 – for 2015 to 2017. The strategy is aimed at promoting women's participation in the economy in ways that are empowering and promote gender equality. There are also – as previously mentioned - a number of organisations which are working to support an increase of women in the formal sector.

SEPFPOPE has published a Tracer Study: SEPFPOPE: Timor-Leste 2015 which shows the results of interviews with 381 male and female youth graduates of training centres in Timor-Leste. The study contained a number of areas that might help us understand aspirations of men and women and whether there are gendered differences. The study looked at satisfaction with work, plans to change job, desire to work overseas but much of the analysis was not disaggregated – although the data collection presumably was.<sup>114</sup> Most graduates (83%) agreed or strongly agreed with working abroad – with the largest number of those (37%) wanting to work in Australia. Sex disaggregated data for these results is not readily available.

The Tracer Study report appears to contain no analysis on disability – except for one question in which respondents were asked why they had chosen a VET course over university. Three women answered because they had a disability.<sup>115</sup> It would be interesting to understand why there may be a preference for VET courses for women with a disability as this may provide some useful opportunities for the program.

### 5 GESI Findings - Implications for WDPTL

The Workforce Development Program in Timor-Leste has three components:

1. Scholarships and Alumni Support (SAS)
2. Skills Development and Employment (SDE)
3. Human Resources Development (HRD) Emerging Priorities Facility (HRDEP)

There are 23 staff on the program, with additional short-term technical assistance. Of those existing positions, there is a total of 13 male and 10 female staff. The senior management team has strong female representation with both the Team Leader and the Deputy Team Leader being women, in addition to the Operations Manager. The component and finance managers are all male. There are 8 female program officers and coordinators, and administration staff. The current team leadership would like to increase the representation of national women at the management levels. There are seven positions currently being recruited and the program is looking for opportunities to fill these posts with as many women as possible – particularly to increase representation at the management level. A number of the staff on the program has participated in gender equality and disability inclusion training.

#### 5.1 Component 1 – Scholarships and Alumni Support (SAS)

The Scholarships and Alumni Support (SAS) component supports long-term training in a formal tertiary level qualification in Australia. SAS promotes equal opportunity for women and men, and for people with disability, to develop skills and knowledge to contribute to development in Timor-Leste. Since 2016 scholarships for

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<sup>110</sup> Country Gender Assessment, p72

<sup>111</sup> Asia Foundation, 2016, p93

<sup>112</sup> RHTO Submission to CEDAW Committee, p5

<sup>113</sup> UNHR Report, 2011 p 14

<sup>114</sup> Tracer Study SEPFPOPE – Timor-Leste 2015, SEPFPOPE, ILO and ADB

<sup>115</sup> *ibid*, p8

Timor-Leste are awarded only at the masters and PhD level. For study commencing in 2017, one scholarship is available each year specifically targeted towards people with disability which can also be taken at the diploma or undergraduate level. This component also provides support for other Australian scholarships including promotion and assistance with pre-departure arrangements.

#### 4.1.1 Gender Equality

The Program reported in June 2016 that since the year 2000 to 31 July 2016, the Australian Government had awarded 367 scholarships with 273 Timorese receiving an award of which, 246 have received a single award (96 females or 39%) and 27 (10 females or 37%) have received two awards (undergraduate and postgraduate) and 75 (36 females or 48%) awardees remain in Australia continuing their study funded by DFAT (72) and ACAIR (3). Scholarship recipients for the year 2017 initially included five men and five women and one man with a disability. A female candidate who had been accepted into the 2016 intake, turned down the scholarship for 2017, and her place has been offered to the first person on the replacement list (a male), thus there are now a total of seven men and five women. WDPTL's Six-monthly Progress Report for January to June 2016 notes that while a gender balance was (initially) obtained for 2017 intake, the number of applications from women remains 'poor'.<sup>116</sup>

The Program runs an Alumni Small Grants Program. The program began in 2015 and grants are issued each year. WDPTL is seeking to ensure there is a gender balance in grant recipients who receive a maximum of \$25,000 and a minimum of \$500 dollars. Following a recent round of applications, the WDPTL team were concerned at the low level of applications from women. While grants were made to a group of five male applications, a second round of applications was opened to female applicants only. Only four women alumni applied and all four were successful.

#### 4.1.2. Social inclusion

The Australian Awards Program has a disability inclusion policy. One male awardee with a disability was mobilised in 2013 prior to the introduction of the Australia Awards Disability Policy. The student completed his award in July 2016 and is interested in receiving support in Timor-Leste as an alumni with a disability.<sup>117</sup> The Australia Awards Program in Timor-Leste is now explicitly reaching out to DPOs to seek applications from people with disabilities. The awards are offered at the diploma level for applicants with a disability. Promotional opportunities have been particularly successful through the development of explicit and targeted materials promoting Australia Awards to PWDs. There were six applicants for scholarships for the 2017 intake year, three at the masters' level and three at the diploma level. One male candidate was selected. The Program has set aside resources for particular support to the awardee in both pre-departure preparations and support on arrival in Australia.

In 2016, the Australian Awards Disability Technical Adviser conducted a mission to Timor-Leste. A report of the mission was finalised in June 2016. The report identified barriers facing people with disabilities to education, and in particular higher education, and proposed ways in which the program could increase the reach of the program to include people with disabilities as applicants, support them through the selection process, during their study in Australia and on return to Timor-Leste.

#### 4.1.3 GESI Analysis Findings for Component 1

##### Key findings:

- WDPTL is aiming for a gender balance in award recipients each year
- Women are under-represented among applicants for the scholarships
- Women are under-represented at the post-graduate level.
- Women perform better academically in undertaking their studies
- Two awards for people with disabilities have been made over the life of the program. Both are for men. One award is reserved for a person with disability.
- Greater effort at increasing the reach of the program has led to an increase in the number of applications from people with a disability – and similar strategies could be applied to increasing reach of women applications.
- There may be some opportunities to link the Alumni Small Grants with women's economic empowerment across the DFAT portfolio.

<sup>116</sup> AATL/WDPTL, 2015, p17 and WDPTL Six-monthly Progress Report, January to June 2016, p5

<sup>117</sup> AATL Disability Mission Report, June 2016, pp4-5

The consultants were asked to focus the GESI Analysis and Strategy on Component 2 and 3 and so our remarks on Component 1 are limited, partly also because this is an area of the program where there is greater achievement on gender equality and a clearer strategy on GESI.

Female applicants for the SAS remain fewer than men and women remain under-represented at the post-graduate level. Women perform better academically than men with a higher success rate according to program data. Two people with disabilities have received scholarships – both of whom are men. Data shows that in recent years the SAS has achieved a gender balance in the selection of provisional candidates. In the period from 2000 to 2016, approximately 42% of the awardees were female. While in recent years there has been a gender balance for those SAS awardees, WDPTL reports that there continue to be more men than women applying for scholarships. The draft WDPTL GESI Strategy found that:

*The number of applications received from women is outnumbered by those received from men. However, proportionately the number of women chosen for the awards are higher than the number of men chosen. Women also outperform men in academic studies. During 2008 – 2013, almost 50% of women completed their studies in comparison to the 44% of men who completed their studies. This is particularly notable since 63% of women undertake undergraduate studies for 3 – 4 years, compared to 44% of men undertaking undergraduate studies'.<sup>118</sup>*

The number of women in postgraduate studies (23) remains much lower than that of men (43) in postgraduate studies. This is reflective of the barriers for women in tertiary education in Timor-Leste.

WDPTL has developed an Equity and Access Support (EAS) program to provide limited one-off support to individual recipients to cover instances where existing program support is not adequate, for example, when a scholarship variation request falls outside the Australia Awards Policy handbook, yet the additional support requested, is determined as reasonable, value for money and promotes GESI outcomes.

According to the peak body ADTL, barriers in Timor-Leste that inhibit students with disability attending school and becoming eligible to apply for the AATL are:

- Attitudinal barriers related to low expectations of people with a disability.
- Family shame leading to confinement at home for some children with a disability.
- Poor quality education at all levels.
- Students with a disability being particularly vulnerable in relation to reported violent behaviour of some teachers.
- An absence of disability support services in Timor-Leste's tertiary institutions.
- Limited opportunities and cost barriers in relation to learning English.
- Inaccessible national exams in Timor-Leste. For example, final school exams are not available in accessible formats such as Braille. The same exams are used in Indonesia and are in an accessible format. As a result, people who are blind are supported by ADTL through DFAT funding to sit exams in Indonesia.<sup>119</sup>

Currently only two people with disabilities have been awarded scholarships – with one in the 2017 intake. It is commendable that the program has made efforts to reach out to DPOs for applications for this year and it would be hoped that the next scholarship reserved for a person with a disability could be ear-marked for a woman. There is a high recognition in the program and program plans of the barriers that people with disabilities face, of the need to reach out to people with disabilities in appropriate ways, to support applicants through selection, study and reintegration.

A key issue impacting on social inclusion is that most of the awards are granted to persons from Dili and Baucau, with other districts continuing to be under-represented. Most of the alumni return to Dili to work and the public sector in Timor-Leste is a major beneficiary of the Australia Awards Scholarships.<sup>120</sup> The Draft WDPTL GESI Strategy found from consultations conducted for development of the strategy that:

*Several organisations indicated that it is important to have more regional representation in the Australia Awards Scholarships. One reason for this is the belief that women and men benefitting from the awards would assist in the development of the regions that they came from. Currently the Australia Awards program is seen as a program that can be accessed mostly by the elite, based in Dili. There is a need to change the presumptions that exist about the program and ensure that it develops an inclusive image through the implementation of the gender and social inclusion strategy.*

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<sup>118</sup> AATL/WDPTL, 2015, p17

<sup>119</sup> AATL Disability Mission Report, 2015

<sup>120</sup> Draft AATL/WDPTL GESI Strategy p17

<sup>121</sup> Draft AATL/WDPTL GESI Strategy p19

## 5.2 Component 2 – Skills Development and Employment (SDE)

The SDE component supports the Timor-Leste Government in vocational training and skills development. The component supports youth to gain access to skills development, primarily in the tourism and hospitality sector; and for youth, workers and unemployed to have improved employability in Timor-Leste and overseas. Interventions will be targeted to enable girls, persons with disability, youth out of school, the unemployed and others with specific disadvantages to participate in Program activities. The key partner is SEPFOPE. There is an SDE Steering Committee. There are three technical advisers – two on Qualifications (one male and one female) and one on Labour Market Information Systems (male). There are three sub-parts to the SDE Component. This section will look at each sub-component separately.

a. *Skills Development: Support to develop, resource and pilot new vocational training courses primarily in hospitality and tourism.*

WDPTL has contracted two STAs – one male and one female – to provide support to SEPFOPE to develop a Certificate III course in Hospitality. This area of work is in development and will ultimately see a course developed with 15 trainers sent for a training for trainers' program in Australia. The trainers are then expected to return and pilot the certificate level training. This area of work is linking with INDMO and National Directorate for Vocational Training Policy (DNAFOP), both of which are within SEPFOPE. Decisions around which trainers and students will participate will be done jointly with the program and SEPFOPE. A training needs analysis has been completed by the program and a draft ToR developed for the trainers. Selection of the students will also be a joint decision of DNAFOP and INDMO. The students will be selected using recognition of current competencies (RCC) and recognised prior learning (RPL) approaches. A training working group comprised of government and private sector partners, facilitated by INDMO, will be engaged in key decisions on the program. Most of the members of the group are women.

b. *Employment: Support for the Seasonal Workers Program (SWP)* WDPTL is providing technical and logistical support to the implementation of the Australian Seasonal Workers Program (SWP). The SWP is managed by the Overseas Employment Office (OEO) under the Department of National Employment (DNAPE) within SEPFOPE. Timor-Leste's participation in the program a bilateral program of the Timor-Leste Country Office and managed by Palladium, and by the Labour Mobility Assistance Program (LMAP), a Pacific Regional Program to which Timor-Leste is contributing, and which is managed by Cardno. Palladium is the sole point of contact with SEPFOPE. The program supports SEPFOPE in the following key areas:

- Screening of applicants – this has included assistance with data collection and M&E
- Provision of English course
- Work ready skills training for existing workers in 'work ready list'
- Pre departure briefing for those going to Australia
- Reintegration program for returning workers.

Timor-Leste is one of 10 countries which are part of the Australian Seasonal Workers Program.<sup>122</sup> The program began in Timor-Leste in 2012. It aims to match candidates in Timor-Leste to two broad categories of work in Australia – hospitality and horticulture. The placements can be from two months to six months. To date the scheme has seen a total of 593 placements, 447 for men and 146 for women. (Men and women may have more than one placement with some workers being asked to return to the same employer.) In its first year, placements were offered only in hospitality with 12 placements – seven for men and five for women. In the second year (2013), 35 Timorese went to Australia with placements in both horticulture (12 men and two female) and hospitality (13 males and eight female).

SEPFOPE manages the selection of the seasonal workers based on demands from Australian companies. Candidates have been invited to apply through two public expressions of interest. Candidates who successfully complete screening processes are then placed into a work ready pool. The first call for candidates was made in 2012 by SEPFOPE. Information about how this call was made is not entirely clear but SEPFOPE with WDPTL support has worked to ensure that the subsequent process has better records. Those screened through this process were over 500 men and women. A total of 339 placements were made from this group with the remaining placements coming from the new group. A recent effort to contact this pool conducted by WDPTL for SEPFOPE confirmed that only 237 remain available for placements. Of the 237, 77 are registered for hospitality (42 female – 55%) and 160 (47 female – 29 %) for Horticulture.<sup>123</sup> The data on the ratio of male and female applicants for this pool was not available to the consultants.

In 2016, SEPFOPE advertised for a new round of candidates with WDPTL support. WDPTL's Six-monthly Report for the period January to June 2016, describes this process as 'poorly promoted' but there is no doubt that SEPFOPE see it as a more transparent process. SEPFOPE advised the consultants that a written announcement was drawn up in Tetum – a copy of which was provided to the consultants – that called for

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<sup>122</sup> The other countries are Fiji, Kiribati, Nauru, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

<sup>123</sup> WDPTL Progress Report, 12 August 2016, p16

applications. SEPFOPE stated that the announcements were placed in SEPFOPE offices at the national level and in each of the districts.

Applicants to the SWP are required to meet the following criteria:

- To be aged between 18-45 years' old
- To have work experience in either horticulture or hospitality
- To have a reasonable level of English
- To be of good physical and mental health condition
- To be of good character and willing to follow all the preparation steps

Documents that candidates need to submit with their application are:

- Motivation letter in English
- CV in English
- Education/training certificates
- Copies of the following documents:
  - o Certificate of good character from a notary
  - o Passport
  - o Birth Certificate
  - o Electoral Card
  - o Registration from the government's Employment Registration Centre
  - o ID card

It appears that there may at times be a requirement for individuals seeking placement to have a drivers' license, which could be impacting on women getting placements as fewer women have drivers' licences. The consultants were shown a request from an employer which stated that a license was required. SEPFOPE confirmed however that a licence is not required for the application process.

A total of 2,285 applications have been received, of which 1,476 (65%) were men and 809 (35%) were from women. WDPTL stated that most of this group were living in Dili. WDPTL states that SEPFOPE does have data on district origin but that has not yet been seen by the consultants. There are a number of steps in screening the applicants. The first step is to test attitude of the participants by inviting participants to sit a fitness examination which tests cardio, strength and flexibility. Those who did not turn up or were not punctual were screened out at this stage – a total of 570 applicants, comprising 358 men (63%) and 212 women (37%). Overall 24 percent of men and 26 percent of women did not complete the test. The second step is the actual fitness test which serves to both screen out applicants but also to ensure that those sent are physically able to do the job. Of those who completed the test, 21 percent of men and 49 percent of women failed. This has left a total of 1,188 – of whom only 26 percent are women – who have subsequently been tested for English and are now awaiting test results.

Australian companies offering placements must go through an approval process with the Australian Department of Employment. Most of the work being offered according to the program is for horticulture work – although the consultants have not seen complete data on the actual number of positions offered and the breakdown of work. The Director of the Timor-Leste Overseas Employment Department stated however that the types of jobs women are getting include fruit picking and packing, housekeeping and kitchen/cleaning service, and picking and handling of flowers. There are different mechanisms for the matching of workers to a placement. Some requests come through the East Timorese Embassy in Canberra; other requests are directly from employers and are through the Australian Department of Employment. Companies are allowed to determine the gender of the worker although it seems that some requests do not specify gender. SEPFOPE plays a key role in linking candidates to work and makes a recommendation based on those in the work ready pool, sometimes after conducting an interview on behalf of the employer. The employer will sometimes interview the applicant and makes the final decision on employee.

To prepare workers for their placement, WDPTL is supporting SEPFOPE with English language training and pre-departure briefings aimed at providing basic work-ready skills. English language support will be given to both pools of workers – with WDPTL prioritising women and those living in the districts.<sup>124</sup>

LMAP is currently conducting a Tracer Study of workers who have undertaken placements in Australia. All of the data will be gender-disaggregated. The Study will include a specific section on gender, attitudes to women, reasons for their low rates of participation etc. There is also a section on impacts of the program, both positive and negative, which we hope will capture any of the negative impacts on partners or families of either men or women participating in the program. The Tracer Study is critical to this analysis. It is regrettable that the GESI analysis was not able to draw on the Tracer Study findings which will need to be taken into account in implementing the GESI strategy.

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<sup>124</sup> WDPTL Six-monthly Progress Report, 12 August 2016, p16.

c. *Institutional Support for SEPFOPE* - The third sub-component of the SDE support is providing institutional support for seven directorate's in SEPFOPE.<sup>125</sup> The key area here is an STA on labour market information working with the National Directorate of Labour Market Information (DNIMPT). The STA is supporting SEPFOPE to design and build a database of labour market information linked to specific reporting requirements for SEPFOPE, to maximize use of the data. The STA has also supported SEPFOPE to conduct a Remittance Survey for workers in Korea Australia and the United Kingdom. The work in this area provides key opportunities to further understand the GESI implications of remittances. WDPTL is also envisaged to assist SEPFOPE with a labour market survey targeting rural areas, which will collect data on the informal sector of employment. It has not yet been clarified how data on women and PWD will be gathered for the study.

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<sup>125</sup> The National Labour Force Development Institute (INDMO) and the National Directorate of Labour Market Information (DNIMT), the National Directorate for Planning Monitoring and Evaluation (DNPMA), the International Employment Office (IEO) under the National Directorate of Employment Policy (DNAPE) and the National Directorate for Vocational Training Policy (DNAFO)



## 4.2.1 GESI Analysis Findings for Component 2

### Key findings:

- The Hospitality Certificate course is an important opportunity for women, given the high ratio of women studying hospitality as identified in the SEPFOPE Tracer Study. It is clear that planning for the course has already taken gender balance into account and WDPTL has the ability to influence the selection of trainers and trainees to ensure gender balance is achieved.
- The Seasonal Workers Program provides significant opportunities to support women's economic empowerment but to date women have benefited less from the program.
- There is a lack of data on both gender equality and social inclusion – including stages in the screening process in particular - restricting analysis of impacts of the SWP. There is no data on placements for people with disabilities. Data on district origin has not yet been provided to consultants.
- While there have been improvements in the SWP application process, the dissemination of information and the number of documents required to prove identity may indirectly discriminate against women and people with disabilities.
- Women make up 25 percent of placements to date and 35 percent of overall applicants for the 2016 round. The 2016 application rate for women is promising and could be increased with greater and more strategic outreach.
- Women are being screened out at a much higher rate than men in the fitness test and it is not clear how the fitness test relates to the requirements of the actual placements.
- Women make up only 19 percent of those having been placed in horticulture positions and 40 percent of hospitality placements. This does not reflect the representation of women in both of these fields within the Timor-Leste labour force. Nor does it reflect the higher number of women who have completed hospitality courses.
- Discrimination faced by women means that tracking participation at each step of the process is needed, including whether gender is being specified by the employer, linking of gender to specific functions (rather than just the two categories), and further clarification of why preference is given to men over women.
- Women in Timor-Leste face high rates of economic violence with the largest categories of those who have experienced economic violence being pressured not to work or earn money (27%) or being forced to hand over earnings against their will (19.9%). The support for reintegration of women and men on their return provides an important opportunity to mitigate against these risks for returnees.
- The program occupies a strategic position to enhance understanding of GE and disability inclusion (DI) in the formal and informal labour sectors through both the SDE program and the LMIS support – including information about how women are engaging in overseas/remittances etc – however disaggregated data is either not being collected or not being analysed.
- The program could be using existing frameworks on GE and DI and linking with national NGOs and other organisations to enhance women's participation and that of people with disabilities in the program.

The SDE Component offers a number of significant opportunities to advance women's economic empowerment. Considerable thought has been devoted to understanding constraints that women face and how to mitigate against those constraints to increase benefits to women. The development of an accredited Certificate 3 hospitality course is a strategic decision on the part of WDPTL in terms of gender equality benefits. The Technical Working Group overseeing the course is largely women, making women strongly engaged in the leadership of this area of work. A key need in coming months will be to watch the selection of trainers (gender-balance and gender-sensitive) and students (gender-balance) and then ensure there are good linkages between graduates and other potential ways to increase women's economic empowerment – including with the SWP. SEPFOPE data indicates that women make up the majority of students in hospitality courses – with 78% female and only 22% male students – so there should be no constraints in terms of seeking

gender balance in either trainers or students.<sup>126</sup>

Timor-Leste has one of the highest proportions of female participation in the SWP 'largely due to their significant involvement in the accommodation sector in comparison with other countries'<sup>127</sup>. The SWP provides an excellent opportunity to support women's economic empowerment and to contribute to some families progressing out of poverty. Women's economic empowerment is a central theme of the current government. There are three key areas of concern, however, which are impacting on women's ability to benefit from the scheme. The first is the lower number of applications from women than men, which should be addressed. The second, which is harder to assess without complete data, is what appears to be discriminatory attitudes in selecting men over women for positions. The third issue is that the fitness test has screened out a much higher proportion of women than men, from an already lower proportion.

The most recent Labour Force Survey indicates the key areas where women and men are working, highlighting the segmentation of the formal labour force. Women are more likely to work in the following sectors - accommodation and food (87% of women as opposed to 13% men); financial services (46%), wholesale and retail (53%), agriculture and forestry and fishing (39%), human health and social work activities (50%) and other service activities 46%. The SEPFOPE Tracer Survey 2015 demonstrates women are more likely to study Administration (female 84% to male 16%) and Hospitality (78% to 22%) than general construction and automotive courses. This provides good opportunities for SEPFOPE to explore how to increase the number of women SWP placements in both areas, but particularly in hospitality as women are graduating from training courses in hospitality at a much higher rate than men.

The following table outlines the gender and job area breakdown for each year of the number of placements that have taken place.<sup>128</sup>

Year	Horticulture		Hospitality		Total	Percentage of women participants
	Male	Female	Male	Female		
<b>2012</b>	-	-	7	5	12	42%
<b>2013</b>	12	2	13	8	35	29%
<b>2014</b>	74	11	26	20	131	24%
<b>2015</b>	92	28	22	10	152	25%
<b>2016</b>	178	44	22	10	254	21%
<b>Totals</b>	<b>356</b>	<b>85</b>	<b>90</b>	<b>53</b>	<b>584</b>	<b>24%</b>

Interestingly as the number of SWP placements has increased over the years, the proportion of women has decreased. As women make up a much higher proportion of those who have been sent on hospitality placements, than those who have been sent on horticultural placements, there is a strong perception in both SEPFOPE and the WDPTL that increasing the number of hospitality placements will provide greater opportunities for women in the work-ready pool. Given the dominance of women in the sector, possibilities are currently being explored to increase women's participation in relation to hospitality placements to being greater than the current rates. The low ratio of women in horticulture placements poses questions given women's high representation in the agriculture sector in Timor-Leste.<sup>129</sup>

WDPTL's draft Remittances Survey notes that there are different responses from men and women regarding motivation to seek work overseas, where a larger percentage of women (21%) than men (16%) stated that they wanted to work overseas due to the lack of work in Timor-Leste: 'The difference between the genders possibly reflects the difficulties that women face when entering the labour market back home'.<sup>130</sup>

DFAT's submission to the Australian Senate Inquiry into the Seasonal Workers Program noted that:

*The Department of Foreign Affairs and Trade (DFAT) agreed with the view that several social and*

<sup>126</sup> Tracer Study, p7

<sup>127</sup> Email from Carolyn Peterken, LMAP, Cardno

<sup>128</sup> It is important to note that a placement does not indicate an individual as some individuals who have performed well have been invited back for a subsequent contract.

<sup>129</sup> SEM WEE Strategy states that various estimates suggest that 'women make up 60-80% of farmers'.<sup>129</sup>

<sup>130</sup> Draft Remittances survey, p 12

*cultural factors may contribute to low participation rates including 'possible gender bias by both employers and sending countries.'*<sup>131</sup>

Women in Timor-Leste face discrimination because of perceptions of their inability to perform hard, physical labour, despite the fact that women comprise almost half of the agricultural labour force in Timor-Leste.<sup>132</sup> The Chief of the SEPFOPE Overseas Employment Department informed the consultant that women who had been given placements for positions requiring harder physical work were few, 'because their physique does not allow for them to do those kind of jobs'. He stated that within the labour market in general, women were concentrated in administration and finance with fewer in positions requiring hard physical labour. Perceptions of women being weak and not able to handle equipment were identified by FAO in their gender research on agricultural mechanisation in Timor-Leste impacting on their ability to take on different roles:

*Respondents expressed several concerns about women using hand tractors, most frequent concern was whether or not it would be too heavy for women. The second most frequent concern was lack of knowledge and that they would require training in operating a hand tractor. Several respondents thought it was more likely that the men would use the hand tractor.*<sup>133</sup>

Tracking specific data about screening processes and matching candidates to placements will be critical to further understanding what barriers women are facing. It was repeatedly stated by both SEPFOPE and WDPTL that the Australian employers could choose whether to employ men or women, and that this was a barrier for women, for example:

*We understand anecdotally that the biggest challenge is getting employers to request women (they can specifically identify the gender mix that they are wanting to recruit). We have been working with DoE [Department of Employment] in Australia on the need to raise the awareness of employers of the benefits of employing women. The program is employer-driven, and relies on them requesting specific profiles of people from specific countries.*<sup>134</sup>

Without seeing all the SWP requests – and in fact confirming whether this data is being tracked – it is hard to pin down where the discrimination is coming into play. The consultant was shown at least one request from Australia without gender specified.

As noted above a total of 2,285 (65% men and 35% women) responded to SEPFOPE's announcement in 2016. (This group is not represented in the above table as none have yet been allocated a position). While it would be useful to further explore barriers to applying for the SWP, possible reasons for the reduced rate of female applicants could be due to lower high school completion rates for women, less experience in the formal labour force, high fertility rates and low ages of mothers, and women's more limited mobility - with men having greater access to transport (public transport and motorbikes). Women will often not travel alone because of concerns for their safety. Women have limited access to information, which would also make it harder for women to have known about the EOI and then to complete all the requirements for the application by obtaining documents.<sup>135</sup> Women also have more time-bound commitments at home impacting on their ability to participate in program activities and services.

As noted above, of concern is the decreasing rate of women participants at the various stages of screening. All applicants were invited to undertake a fitness test. A total of 570 applicants did not present for the test or were late, 63% of whom were men, while a larger proportion of female applicants did present, on time, for the fitness test.<sup>136</sup> Of those men and women who did not pass the test (527), 55% were women. Almost half of the women who completed the fitness test were screened out at this point – with 49% women failing as opposed to only 21% of all men who completed the test. The fitness test is said to comprise a run, push-ups and touching beyond one's toes, to test flexibility. The consultant has not yet had information on how women and men were assessed differently in the test to take into account different levels of physical strength. There are studies internationally which examine how fitness tests globally screen women out at a higher proportion than men and it would be important to consider the impact of the test on the gender balance.<sup>137</sup> The Program is also

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<sup>131</sup> Australian Senate Inquiry, Chapter 7, 7.28

<sup>132</sup> Gender in Crop Production in Timor-Leste, Researchgate, Conference Paper, April 2016 <https://www.researchgate.net/publication/307981586>, p160

<sup>133</sup> FAO Gender in Agricultural Mechanisation, p13

<sup>134</sup> Email from Carolyn Peterken, LMAP, Cardno

<sup>135</sup> SEM Women's Economic Empowerment Strategy, 2015, p7

<sup>136</sup> Attitude was screened, with those who arrive to the fitness test late, being screened out.

<sup>137</sup> For example School of Social Sciences : Hidden gender bias in police fitness tests; [www.bcu.ac.uk/social-sciences/news/hidden-gender-bias-in-police-fitness-tests](http://www.bcu.ac.uk/social-sciences/news/hidden-gender-bias-in-police-fitness-tests) - which studied results of fitness tests for police over a number of years and found much higher rates of failure for women than men in the gender-neutral test.

screening for pregnancy although no details were provided about how many women had been screened out at this stage.

WDPTL is also providing reintegration support to SEPFOPE together with LMAP, and recently conducted the first reintegration workshop. The workshop included separate discussions with men and women. The consultants understand that three male participants had reportedly committed suicide upon their return. Full details are not known of the individual cases but there is a sense from WDPTL that often a beneficiary is placed under considerable pressure to share the salary as is customary in Timor-Leste. This pressure is likely to be felt more so by female participants given the rates of economic violence towards women. Support on return is a key to understanding both women's risk of economic violence and both men and women's mental health. Those in rural areas are more likely to be isolated from what minimal supports are available in Timor-Leste.

While there was considerable knowledge within both SEPFOPE and WDPTL of the challenges that women face in the labour market, there was no indication that the SWP is linking with women's NGOs to change this situation. There are several NGOs – some of which are listed under Section 3 – which could support women's greater engagement in the program. The GESI Strategy makes specific recommendations regarding this, including linking with CSOs to increase outreach of the program. It would also be fundamental in terms of helping the program understand more about challenges that women face.

There is strong recognition of barriers faced by people with disabilities within SEPFOPE and WDPTL. SEPFOPE have pointed out that there are a few training centres where people with disabilities attend courses - but the main challenge is that most training locations do not have good accessibility for someone in a wheelchair. There are no resources to help people with a disability to access training - e.g. if deaf or blind. The limitations are linked to low awareness, and lack of resources to support accessibility.<sup>138</sup> So far the SWP does not appear to have data on those with disability who have applied to the program. It is likely that people with disabilities would have faced additional barriers in completing the application process due to their lower rates of education participation, the fact that information was only provided in writing, mobility and access challenges and the range of offices needed to access to collect all information, and their limited access to work experience. There is also no apparent link to DPOs to enhance inclusion in implementation of the SWP.

The consultants were not able to assess participation in the SWP for people from districts other than Dili. The WDPTL team were concerned that most of the applicants were from Dili. It is also likely that those in the districts would have faced greater challenges in terms of lack of training opportunities, work experience and collection of all the required data. SEPFOPE informed the team that there are only a few training colleges in rural areas - e.g. Fuiloro, Nataboro, Salele etc - mainly offering agriculture and some technical courses with generally male participants. INDMO has a plan to do mobile training to address this, however they are not yet sure what type of training that they should focus on and stated that they are finding this a challenge. It is difficult for rural populations to come into towns to do training and most RTOs are based in the major towns, particularly in Dili & Baucau.<sup>139</sup>

The support to SEPFOPE to improve labour market information and usage has the potential to be a key strategy for gender equality and disability inclusion. It is unclear however whether GESI has been mainstreamed within the LMIS to allow greater understanding of the challenges in both areas. The draft Remittances Survey on a quick glance does not provide comprehensive gender analysis. For example, it would be extremely helpful to know whether there are gendered differences between the amounts that women and men send home and how the money is used. It is likely the data was captured but it has not been analysed for the report. A survey of the labour market focusing on the municipalities which is planned by SEPFOPE for next year, will provide a good opportunity to capture information about marginalised groups and women's place in the informal sector, if it is done with a more inclusive lens.

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<sup>138</sup> Interview Isabel de Lima, Head of INDMO, 16 November 2016

<sup>139</sup> Interview with Isabel (full name), Head of INDMO, 16 November 2016

### 5.3 Component 3 – Human Resources Development (HRD) Emerging Priorities (HRDEP).

Component 3 consists of:

- a. Small-scale support for the Human Capital Development Fund (HCDF);
- b. A review of the existing ETELP program managed by IALF, a mini-design for and implementation of English Language Training in Timor-Leste;
- c. A new program of support for English language under the ATELP, from 1 July 2016; and
- d. Targeted support to DFAT's HRD goals in Timor-Leste through responses to emerging priorities.

The Australian-Timorese English Language Program (ATELP) is the largest Component 3 investment at around \$A1.5 million across 30 months. This analysis has therefore largely focused on the ATELP. The ATELP is designed to provide in-service English language training to English teachers in high school. The aim of the Certificate level program is to improve English language levels and English teaching methodology to teachers of high school students. It consists of Certificates I, II, and III – the latter focused on English teaching methodology. The key partner is the Ministry of Education and in particular the Teacher Training Institute, Instituto Nacional de Formação de Docentes e Profissionais da Educação (INFORDEPE).

The ATELP had elected to work in one district only, however the Ministry of Education requested an expansion to two other districts. The program is therefore working in three districts, all of which are relatively close to Dili – Aileu, Liquisa and Ermera. The program has a clear intention to have a gender balance with beneficiaries and also to ensure that more remote schools benefit, by selecting a balance of individuals from the municipal capital and sub-districts. The program will also provide Certificate level teaching skills to vocational trainers, who use English to train their students. There will be one representative trainer from each of 25 institutions identified who will participate in the Certificate level English teaching program.

To identify beneficiaries for the ATLEP, the Program visited the Ministry of Education officials in each Municipality. They requested information about English teachers based in each high school. Following that, the program went directly to each high school in each district and met with the School Directors who provided information about individual English teachers. The Program was able to verify the information by viewing a board with names of teachers listed on it in each school. The program then spoke to the individual teachers if they were present or recorded their details if not. ATELP was given the details of 111 English language teachers – 40 from Aileu, 47 from Ermera, and 23 from Liquisa. The group of teachers are currently being assessed for English and then around 60 will be selected for English language training. Training will take place in Dili over an 18-month period. Sessions will be conducted on Fridays and Saturdays to reduce disruption to existing work commitments.

Under Component Three, the program has also conducted two concurrent evaluations regarding human capital in the public sector. The first is an evaluation of outputs and outcomes of the Human Capital Development Fund programs for the period 2011 – 2014. The program also conducted a Human Resource Mapping activity to identify future funding priorities for the HCDF at the municipal level for both public and private sector. This report was finalized in October 2016. It is unclear what disaggregated data was collected and it contains no gender analysis or analysis regarding inclusion.

### 4.3.1 GESI Analysis Findings for Component 3

#### Key findings:

- Women make up 31% of pre-secondary and secondary school teachers. In 2016, only 25% of English teachers identified by schools and the MOE in the program districts are women.<sup>1</sup>
- The largest portion of women identified as English language teachers is 34% in Ermera with only 13% in Liquisa.
- There are lessons learned about supporting women beneficiaries from the previous English language training program which are being taken into account in the program design.
- The program is considering ways of adjusting the program to meet the needs of women to keep them in the program and to prioritise women as beneficiaries.
- The program recognizes the importance of support from husbands and families to female beneficiaries' participation.
- While the pool of female teachers is limited, women are graduating from university in increasing numbers. This may present the program with opportunities to link female education graduates to opportunities to increase their skills in English language teaching.
- The program is planning to deliver English language training to a cohort of people with disabilities which will impact positively on their ability to participate in other program areas;
- The evaluations on human capital supported by the program cover critical areas for understanding what is happening to women in the formal public sector. An opportunity has been missed however to understand gender differences and disability inclusion as there is no gender or inclusive analysis for either study.

It is clear that considerable thought has gone into gender equality and social inclusion in the design of the ATELP. This appeared to be the only component of the program which had – under the previous contract - linked with DPOs and women's NGOs, and facilitated GE and DI sensitivity training. This is a strong foundation on which to continue the work under the new management of the WDPTL and there was expressed interest in linking with NGOs in the future.

To understand how this component is able to address gender equality, it is important to understand the context of gender balance in the existing teacher pool and the stream of teaching graduates. Women are under-represented in the education sector, with only 31% of pre-secondary and secondary school teachers being female. This under-representation is reflected in the proportion of women versus men who are currently teaching English in the three program districts - 23% Aileu, 34% Ermera and 13% Liquisa. Overall from the 111 English teachers identified in the three districts only 25% being female. While WDPTL can – and is committed to – ensuring that the final selection of teachers for the ATLEP has a gender balance, the lack of gender balance among the teaching pool will be an ongoing constraint for the program.

WDPTL states that there is currently a greater demand for new teachers than supply. Older teachers are slowly being replaced by graduate teachers from the Baucau Teachers Training College and UNTL. Baucau graduates are considered good quality and WDPTL informed the consultants that there are not enough teachers being produced. The draft GESI Strategy refers to a data set on higher education enrolments from 2013. It shows that higher education enrolments in Timor-Leste have more than doubled between 2003 and 2013, from approximately 13,000 students in 2003 to over 27,000 students in 2013. More men are in higher education (83 women for every 100 men). Women make up only 32% of all higher education graduates, but the gender balance varies across institutions. The following table of graduated students from higher education institutions in Dili from the Draft GESI Analysis for the program<sup>140</sup> provides some useful data in terms of trends of gender balance in universities:

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<sup>140</sup> AATL/WDPTL Gender, Disability and Social Inclusion Strategy, 2015, p12

No	Institution	Male	Female	Total
1	Universidade Nacional de Timor-Lorosa'e (UNTL)	1162	1244	2406
2	Universidade da Paz (UNPAZ)	1889	1428	3317
3	Institute of Business (IOB)	397	400	797
4	Dili Institute of Technology (DIT)	1721	1147	2868
5	Universidade Oriental (UNITAL) -	938	708	1646
6	Universidade Dili (UNDIL) -	735	666	1401
7	Instituto Superior Cristal (ISC) Accredited	780	563	1343
8	East Timor Coffee Academy (ETICA)	38	11	49
9	Instituto de Ciências Religiosas "São Tomas de Aquino" (ICR)	218	92	310
10	Instituto Profissional de Canossa (IPDC)	42	43	85
11	Instituto Católico para Formação de Professores (ICFP) Accredited	57	120	177
12	Academia PNTL	15	1	16
	<b>Total</b>	<b>8016</b>	<b>6518</b>	<b>14534</b>

It would be useful to see a breakdown of data for the Education Faculties across the key institutions. Graduates from the Baucau Teachers Training College are not included in the above table. While the consultants did not have disaggregated data on graduates from the Education Faculties of both UNTL and the Baucau Teachers Training College, some indications of trends can be seen in the above table. Firstly, UNTL has a higher number of female graduates than males. This is very encouraging. Secondly, the *Instituto Católico para Formação de Professores* (ICFP) also has a much larger number of female graduates than men.

WDPTL is committed to running a gender-sensitive English language program and to increasing the number of women in the program. There is scope to prioritise women in selection of teacher trainees for the English program. The team wants to ensure that one teacher comes from each school – which is commendable in terms of increasing the reach of the program. WDPTL states that there will be a set of criteria and teachers need to comply with at least one criteria, but there will be some flexibility to ensure that a gender balance is reached and at least one teacher from each school can participate in the Program. Given that there is not one school with more than one female teacher this is possible. The current Coordinator of the ATELP also demonstrates a high awareness of gender equality and social inclusion. He stated that he had tried under the previous incarnation of the program to raise the awareness of the team – including the trainers – on gender, child rights and disability inclusion before they 'went to the field' to train the teachers. A one-day training was conducted with information sessions from national NGO Ba Futuru on child rights and positive discipline approaches, and Grupu Feto Foin Sae Timor-Lorosae (GFFTL) on women's rights. The team also visited two centres where people with disabilities were provided with support – the National Rehabilitation Centre and Aihisaun Foundation in Becora. This was done to open up the minds of the trainers on how people with disabilities can receive support to develop their skills and be seen as people with skills. The program is also hoping to be able to conduct English language training for a cohort of PWD.

Finally, under this component, the team looked at the two reports on human capital that were supported by WDPTL. The evaluations on human capital supported by the program cover critical areas for understanding what is happening to women in the formal public sector. Whether disaggregated data was collected for both studies is unclear but neither study has analysis on gender – with one exception in the evaluation of the Human Capital Development Fund programs for the period 2011 – 2014. Given that the studies could have gained really useful information about gender equality and disability inclusion – including training and scholarship opportunities, mobility - this was a missed opportunity to understand gender differences and disability inclusion in the public sector.

## 6 Conclusion

The WDPTL is in a critical place to contribute to increasing women's economic empowerment and employment outcomes for people with disabilities. Strong commitments from the Government to mainstream gender through government policies and plans and frameworks, and plans on disability inclusion, exist and create opportunities for synergies with the program. Efforts to raise awareness about disability inclusion and to include a person with disability in the Australian Awards Scholarships also present unique opportunities to the program. Effort has already been made to increase the program's awareness of GESI and to increase the reach and scope of program activities to women and people with disabilities, in particular in relation to the Australian Awards and English language training. The Seasonal Workers' Program and support to the development of a labour market information system provide exciting opportunities to address gender inequalities and disability inclusion in the workforce. Clearer GESI frameworks, plans and M&E is essential to ensure that each of these

areas of work has tangible benefits for women and people with disabilities and that these benefits can be measured.

## **7. List of individuals consulted for the GESI Analysis**

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## Annex 2 Summary of Gender and Social Inclusion Strategies for the WDPTL

**Strategy 1:** Across each of the Government of Timor-Leste (GoTL) agencies that WDPTL works with, identify gender and social inclusion champions and provide support to those champions, to increase internal demand at the highest level for a commitment to Gender Equality and Social Inclusion within the core commitments of the Government of Timor-Leste.

**Strategy 2:** Working with key champions, WDPTL supports key GoTL Directorates to develop GESI targets relating to workforce development, and to include key activities that integrate gender and social inclusion in GoTL annual planning processes.

**Strategy 3:** Develop systematic links with representatives of women's NGOs and DPOs aimed at both increasing the reach of the WDPTL and in enhancing the program's understanding of issues faced by women and people with disabilities in relation to skills development and employment.

**Strategy 4:** Across all aspects of the WDPTL, ensure that gender and social inclusion is seen as a priority across all components and activities.

### Component 1: Scholarship and Alumni Support (SAS)

**Strategy 5:** WDPTL implements activities aimed at increasing the numbers of women, people living in rural areas, people with a disability and other marginalised groups that apply for Australian Awards Scholarships.

**Strategy 6:** Maximise the opportunities for a positive learning environment for women, PWD and marginal groups while on scholarship.

**Strategy 7:** Build a cohort of gender equity and social inclusion advocates among the AAS Alumni.

**Strategy 8:** Maximise support to alumni, on their return to Timor-Leste, to support those awardees to utilise their learning and experience, access to improved employment outcomes with a particular focus on ensuring support takes into account gender and social inclusion barriers.

### Component 2 Skills Development and Employment (SDE)

**Strategy 9:** Increase the number of East Timorese women, PWD and others living in rural communities to have skills to be employed at all levels of the hospitality and tourism sector (WDPTL with SEPFOPE and INDMO).

**Strategy 10:** WDPTL provides targeted capacity building to key staff in SEPFOPE both on an understanding of WDPTL's gender and equity objectives for improved gender and social inclusion in workforce development which will lead to larger development outcomes.

**Strategy 11:** Increase the number and ratio of women, and those from remote communities in the work ready pool.

**Strategy 12:** Engage with key SWP stakeholders (SEPFOPE, Labour Mobility Assistance Program and the Labour Attaché, Timor-Leste Embassy in Canberra) to implement steps aimed at increasing the number of women (and ratio of women) employed in, and thus benefitting from the SWP.

**Strategy 13:** As part of the pre-departure training for the SWP, include a component aimed at both mitigating the impact that participation in the SWP has on the partners (wives/husbands) left behind, and in strengthening gendered attitudes.

**Strategy 14:** WDPTL to support the development of the Labour Market Information System (LMIS) so that gender disaggregated data and systems to understand gender based segregation<sup>141</sup> and other issues of exclusion in labour markets.

**Strategy 15:** Labour Market Surveys are developed so as to collect and analyse disaggregated information on workforce participation, including informal labour participation, sex disaggregation, disability and the urban-rural status.

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<sup>141</sup> Gender-based segregation in the labour market includes the participation of men and women, the levels of employment of men and women, and the salary rates of men and women.

### **Component 3 - Human Resources Development (HRD) Emerging Priorities (HRDEP).**

**Strategy 16:** Actively support female teachers to deliver high quality English language classes to secondary school students in three municipalities in Timor-Leste.

**Strategy 17:** WDPTL to ensure that all technical support provided by the program to the GoTL on emerging human resource development priorities includes a specific gender and social inclusion component.

#### **Program Operations**

**Strategy 18:** All WDPTL sections/teams undertake a comprehensive organisational assessment of gender and social inclusion, and based on this identify any WDPTL staff capacity needs, policy development and any changes to ways of working.

#### **Risk Management**

**Strategy 19:** Linked to program reporting periods and regular risk assessment procedures, as feasible, identify and develop specific actions to address or mitigate risks to achieving greater gender equity and social inclusion.

**Strategy 20:** All WDPTL activities should be reviewed to identify whether there are related risks for women and men and if possible identify strategies to mitigate these.

#### **Monitoring and Evaluation**

**Strategy 21:** Ensure the relevant program and activity data is collected, analysed and reported by sex, disability status and location (rural/urban).

**Strategy 22:** All monitoring indicators to be reviewed to ensure that sex-disaggregated data is collected, that they contribute to a gendered analysis and an analysis of access to benefits by PWD and rural populations.

**Strategy 23:** Ensure that any program evaluations, and program supported evaluations clearly include an evaluation of the extent the activity promotes gender and social inclusion.

## Annex 3 WDPTL Program Overview

