

# GENDER ASSESSMENT OF THE SPECIAL SOCIAL ECONOMY MARKET ZONE FOR OECUSSE



United Nations Entity for Gender Equality  
and the Empowerment of Women



**ZEESM TL**  
ZONAS ESPECIAS DE ECONOMIA SOCIAL DE MERCADO DE  
**TIMOR-LESTE**

CENTRE FOR WOMEN AND GENDER STUDIES  
(CENTRO PARA A MELHER E ESTUDOS DO GENERO)



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Centre for Women and Gender Studies (Centro para a Mulher e Estudos do Género)

UN Women, Timor-Leste

REPÚBLICA DEMOCRÁTICA DE TIMOR-LESTE  
REGIÃO ADMINISTRATIVA ESPECIAL OÉ-CUSSE AMBENO  
ZONAS ESPECIAIS DE ECONOMIA SOCIAL DE MERCADO

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Centre for Women and Gender Studies (Centro para a Mulher e Estudos do Genero)  
UN Women Dili Office  
Timor-Leste, December 2013

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## SUMMARY

The government of Timor-Leste plans to develop Special Social Economy Market Zones (ZEESM\*) in all districts to address social as well as economic objectives. Oecusse was chosen as the location for the first ZEESM under the supervision of former Prime Minister Dr Mari Alkatiri, and a Technical Team was formed to conduct a situational analysis of the *Oecusse Pilot of ZEESM-Timor-Leste*.<sup>1</sup>

The inclusion of strong social objectives is a unique feature of the Special Social Economy Market Zones that will be integrated throughout ZEESM activities in Oecusse. All companies accepted to operate within ZEESM will be required to observe social responsibility principles, the development of all areas surrounding the zone will promote community and rural development, and principles of sustainability will be integrated into all aspects of all ZEESM projects. Dr Mari Alkatiri has made a strong commitment to ensuring that the people of Oecusse become both partners in and beneficiaries of the financial, economic and social investments made under ZEESM.

Promoting gender equality and women's participation is part of this commitment. Following discussions with the Timor-Leste Centre for Women and Gender Studies, Dr Alkatiri agreed that a gender assessment should be conducted to identify gender issues in the pilot project and recommend ways of integrating a gender perspective in ZEESM. UN Women Dili Office agreed to fund the assessment.

The Gender Assessment is aligned with the ZEESM situation analysis and coordinated its activities with the ZEESM Technical Team, starting with joint development of the Terms of Reference for the gender assessment and an informal gender workshop to bring the teams together. Section III of this report identifies the gender dimension of the mainstream issues under each of the five thematic areas covered by the Technical Team. Three background gender issues need to be recognised and steps taken to address them throughout the planning, development and implementation of ZEESM and ZEESM-related activities:

1. Lack of recognition of women's economic activities
2. Women's low levels of participation in decision making in the public sphere
3. Lack of accurate and comprehensive data on the gendered situation of women and men due to the failure of data collection methodologies to integrate a gender perspective into data collection.
4. The potential for the rapid social change envisaged under ZEESM to increase domestic violence and gender-based violence against women.

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\* ZEESM is the acronym of the project title in Portuguese. It is the term by which the project is generally known and will be used throughout this report.

## Background gender issues

### Women are poorly served by infrastructure and services

Women in Oecusse carry a heavy burden of domestic work in the household and economic activity in the subsistence economy. Women's work is labour intensive and time-consuming due to lack of infrastructure, especially roads, transportation networks and domestic water supply. Access to health care and related services, including family planning, qualified medical assistance during childbirth and antenatal and postnatal care is poor.

### Women and men perform similar work but women's economic activity is under-reported and largely unpaid

Despite prevailing gender norms, women and men performed quite similar work in subsistence agriculture, in rural households and in the market economy.

In the local Atoni culture, women are associated with management of the household, care of their husbands and children and domestic work in the compound. Men are associated with growing the staple crop and tending large animals, particularly cattle and buffalo.

However, in practice both women and men fetch water and firewood, cook, clean and wash clothes and mind children. Patterns of employment and occupation are also similar. Self-employment in agriculture is the main economic activity for both.

While men's economic activities are recognised, women's economic contributions to the household economy that do not conform to gender norms and stereotypes tend to be overlooked and undervalued. The invisibility of women's economic activities is reflected in the official female labour force participation rates, which are low and vary considerably by source. Women's economic activities are often not captured in labour force data because reporting of women's work in surveys and the census reflects people's perceptions about what women are expected to do rather than what they actually do. The lack of value attached to women's economic activity is reflected in the fact that almost all women employed in agriculture and just over half in non-agriculture are unpaid. Men dominated all forms of paid economic activity and self-employment.<sup>2</sup>

Low measured rates of female labour force participation also reflect decisions by data collection agencies about what should be counted as economic activity in data collection. Although included in the international definition of economic activity and measurement of national income, fetching water, collecting firewood and producing food solely for home consumption were not counted in the 2010 Timor-Leste Labour Force Survey.<sup>3</sup> This mainly excluded women from the labour force and resulted in low female labour force participation rates because most men performing these activities also performed other activities that were counted.

Lack of data on these activities contributes to the invisibility of women's work and the failure of policy makers to recognise its importance or its impact on women's lives. Women's economic activities are generally not taken into consideration in decision making at the community or district levels.

### 'Gender-blind' data contribute to women's and girls' issues being overlooked by decision makers

Data collection that does not incorporate a gender perspective contributes to the failure of decision makers to address women's and girls' issues and their different interests and needs. For example,

differences in the way that women and men or girls and boys use and access facilities and services often cannot be identified because the data does not identify the sex or other characteristics of users. As a result, decision makers cannot take account of such differences to design infrastructure or provide services that meet women's as well as men's needs. The coverage of data is also often gender-biased. For example, many of the facilities covered by the Timor-Leste Survey of Living Standards 2007 data on usage - bank, post office, veterinary facility, vocational centre and police station – were more relevant to men while those particularly important to women, such as a clinic with a midwife, a traditional birth attendant, a women's NGO and the *fatin hakmatek* (support centre for victims of domestic violence, sexual assault and child abuse), were not included.

Failure to integrate gender differences in data collection and the lack of sex-disaggregated data contributes to the general lack of awareness of differences between the situations and experience of women and men. Data on important dimensions of the situation of women and girls is not available to decision makers. For example, despite the high rates of teenage pregnancy in Oecusse revealed in national data sources, the district Department of Education lack data on the incidence of pregnancy among girls in school or the effect of parenthood on their education. Although the Department was aware that teachers often bar young mothers from attending school and parents also tend to withdraw their daughters to avoid bringing shame on the family, it has no data to support the development of interventions to implement the national education policy. As a result, an unknown number of girls are denied the opportunity to complete the nine years of compulsory basic education guaranteed under the Constitution, which is contrary to the law and to the principles of the Convention on the Elimination of All Forms of Discrimination Against Women that has been ratified by the Government of Timor-Leste.

### Women's participation in decision making

The absence of women from decision making in the public arena is a further factor in the failure of policies and programmes to adequately address women's needs and situations.

Surveys indicate that most women usually make decisions within the private space of the household on matters such as health care, major household purchases, purchases for daily household needs, and visits to her family either by themselves or jointly with their husbands.

By contrast, decision making in the public arena is dominated by men. Women's participation is limited by time constraints, gender stereo-types and patriarchal attitudes.

National policy provides for a minimum level of women's participation in decision making in governance from a quota for women candidates in elections for the national parliament down to two women general representatives and one female youth representative on each Suco council. Despite this, the two general women's representatives were often absent from the meetings held by the Gender Assessment Team with the Suco Council and even when they were present, tended to contribute little to the discussion. Members of the Council explained that the women were often unable to attend because they were too busy with household chores or fetching water.

Men's attitudes to women's participation in the public arena and to women's role on the Suco Council varied. Some continually interrupted women trying to speak in the focus groups and insisted on answering for the women. Others approved of a voice for younger educated women but not for older women like their own wives.



All council members, including women, seemed to think that the role of women representatives was limited to developing projects for women. There was no concept that they should provide a women's perspective or present women's priorities in general council decision making.

### **Violence against women is widespread and victims lack access to justice**

Domestic violence is the most reported act of violence against women in Oecusse and the most commonly reported crime. Most men surveyed in the 2009-10 Demographic and Health Survey thought that a husband was justified in beating or hitting his wife under certain circumstances. Violence against women, especially domestic violence, was raised as an issue in all the focus group discussions and was reported from all sub-districts. The Domestic Violence Law was a frequent topic of discussion.

Suco Councils recognised domestic violence as a crime. They understood that the law restricted their involvement and did not allow reported cases to be resolved through mediation. However, some councils did engage in mediation because women were not receiving remedies from the formal justice system. There was widespread concern about the amount of time taken for cases to be heard in court, the lack of provision for victims and their children in the interim and the impact of uncertainty on security and harmony in the community. Councils were less clear about their mandated role of preventing domestic violence and could not describe any preventative measures that they had undertaken.

### **Gender analysis of ZEESM thematic areas\***

The following gender analysis considers the mainstream issues involved in ZEESM from the perspective of women and gender. While the gender dimension is the main focus, gender analysis also requires a good understanding of the mainstream context and underlying issues. Women and gender advocates need to understand mainstream issues in order to engage with decision makers and to argue the case for women's priorities and a gender perspective effectively. The analysis is organised around the five thematic areas covered by the ZEESM Technical Team and includes recommendations specific to each.

#### **1. Land and Property Issues**

The main issues are compensation for land appropriated for ZEESM, the relocation of affected families and the associated consultation and decision-making processes.

The primary issue for women is the likelihood that they will be largely excluded from the consultation and decision making processes.

Women's interests in compensation are different from those of men but may be overlooked because of the assumption that male family heads or household heads equally represent the interests of all members. Because most land and property is held in the name of men, women's ownership and usage rights may be overlooked or ignored in assessing and allocating compensation. Women's customary and usage rights are particularly at risk.

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\* See consolidated list of all recommendations in Annex I

Women's perspectives on compensation also tend to be different from men's. While men tend to prioritize current consumption and to focus on how compensation can be used in the immediate future, women are more likely to consider the need for compensation to be preserved to cover future needs, particularly support in old age and children's needs for higher education.

Women's interests in relocation are also often different from those of men. Women tend to place a higher value on the house, which is the focus of their daily activities, and on neighbourhood networks, which are an important source of social support and social protection. Men, who are more mobile and have access to wider support networks, may not consider or adequately value these in decisions about relocation.

Since women's economic activities are generally undervalued, women's access to economic resources in their current location may also be overlooked in decisions about relocation. Women in low income salt-making families in Pante Macassar are among those particularly at risk.

### Recommendations:

- 1.a Support women through information campaigns, workshops and technical support to understand the issues involved in the Land Policy and Land Acquisition Law for Oecusse proposed by the ZEESM Technical Team<sup>4</sup> and to identify and articulate their specific interests and concerns.
- 1.b Facilitate women's participation to ensure that their views are articulated and heard during all negotiations on land and property matters
- 1.c Establish a mechanism to ensure that women are directly represented, preferably by appropriately qualified women, in all land and property negotiations and that women's interests in land and property are protected.
- 1.d Undertake a survey of the ownership of all land and property that may be subject to appropriation to identify the specific property rights of women and men and widely disseminate the results to inform discussions around the issue of compensation.
- 1.e Undertake a survey of women's interests and concerns about relocation among the families likely to be relocated and ensure that the results are widely publicised to inform discussions and decision making on relocation. Pay special attention to the value of proximity to neighbours and family and access to economic resources in the current location, and to low income groups such as the salt-making families in Pante Macassar.

## 2. Infrastructure

The main issues are poor roads, lack of public transport and high costs of transport leading to poor access to markets for rural households and agricultural producers and poor access to services for rural households; lack of access to clean drinking water for many households, especially in rural communities; and lack of access to electricity throughout the district in both rural and urban areas. An equally important related issue is the need to consult and involve the local population and communities in the design and implementation of infrastructure programmes in order to ensure that local needs are addressed.

The main issues for women are their general exclusion from consultation and decision making processes in general and the widespread assumption that this does not matter because infrastructure design and development is gender neutral. Contrary to the general perception, women and girls often have quite different needs and priorities for infrastructure development from those of men and boys.

Women and girls have different needs for transport from men and boys. Women need to travel to different places, often use different means of transport because of gender norms and concerns about their safety and may not be able to travel long distances. Lack of transport can be a matter of life and death in rural areas, especially for pregnant women, young children and the elderly. Lack of safe transport is more likely to prevent girls than boys from advancing to secondary education and work-related travel is difficult for women, even for those living relatively close to Pante Macassar. Lack of public transport is likely to prevent many women from working in ZEESM projects or selling their produce to ZEESM developments and will consequently reduce the potential benefits of ZEESM for families living outside Pante Macassar.

Lack of infrastructure, particularly a reliable domestic water supply, restricts women's activities in other ways. For example, the many hours women spend fetching water, especially in the dry season, prevents them from participating in paid work and community decision making.

Conversely, access to improved time-saving and labour saving infrastructure could enable women to process and add value to their agricultural produce. For example, reliable sources of household electric power and domestic water would enable rural women to prepare and safely store wet foods for sale, potentially adding significantly to household income.

### Recommendations:

- 2.a Establish formal mechanisms to involve women in all infrastructure-related decision-making at all levels.
- 2.b Require a formal gender analysis to be undertaken for all major infrastructure projects to ensure that women's needs and concerns are integrated and inadvertent negative impacts on women are avoided.
- 2.c Prioritise the improvement of local roads and encourage the development of public transport that is suitable for women and children. (Consider supporting women or communities to develop small women-operated transport services for women and children.)
- 2.d Train women construction and maintenance of roads and other community infrastructure and employ a minimum quota of women in local and district infrastructure projects.
- 2.e Consult women using the ferry service between Dili and Oecusse on their particular needs and suggestions for improvements and incorporate these in upgrading the facilities and service.
- 2.f Prioritise the provision of electricity to rural areas and the majority of households using appropriate technologies, including solar and wind power.
- 2.g Undertake a study to identify low cost, sustainable technologies for generating power at a community and household level, including wind and solar technologies. Assess the capacity of the *Centro Nacional de Emprego e Formação Profissional*, Tibar (which has a high proportion of women trainees) and other national technical training institutions to support implementation of community-level schemes.
- 2.h Prioritise improvement of access to clean water for rural households and ensure that women are involved in decisions about the location and design of all water facilities.

### 3. Economic development

ZEESM faces high costs, low productivity and limited local capacity to supply the inputs likely to be required by ZEESM enterprises. The main economic issues are linked to the small size of the local economy and labour force, and a weak domestic market. These challenges are compounded by poor access to the national capital, weak commercial and financial institutions, and strong competition from neighbouring Indonesian producers and traders. Tourism is the only sector where Oecusse currently enjoys some comparative advantage due to its striking upland and coastal scenery, potential for surfing and diving and a pristine natural environment.

In this context, women are an economic resource for ZEESM. At just over half of the population, they are half of the potential labour force. Women and their families are potential entrepreneurs and suppliers of food, accommodation and related services to the proposed budget tourist sector. With appropriate development of infrastructure to store and transport their produce, they can supply the sector agricultural products such as fruits, vegetables, processed foods and handicrafts. Currently many are unable to sell their surplus agricultural produce because of the limited purchasing power of potential local buyers who also produce similar products, the high costs of transporting low value products to Dili and competition from Indonesian producers.

Increasing women's participation in paid employment and small enterprise development will be essential for ZEESM to achieve its stated targets for employment creation for local people. Increasing access to education and training for women and girls will also be essential to raise the quality and productivity of the labour force. However, currently the importance and potential of women's contributions to the economy are poorly recognised by decision makers. Women's economic activity is under-enumerated in labour force data and generally not considered in the development of economic policies and programmes.

#### Recommendations:

- 3.a Undertake/support/commission a study (with SEPFPOPE, the Chamber of Commerce, and women in the business community) to identify:
  - Potential employment opportunities for women in areas such as budget tourism, backpacker accommodation, street foods, and handicrafts with relatively low entry costs
  - The training needed for women to gain employment or develop micro enterprises in these fields
- 3.b Use the results of the study as input to the development of training and mentoring programmes to assist women, including young women graduates from the Dili Institute of Technology Oecusse campus, to set up micro enterprises
- 3.c Use the results of the study to inform banks and micro credit groups about the business potential of women in small business and their credit and savings needs
- 3.d Undertake/support/commission studies to identify and learn from experiences in other countries of family and community-oriented development of homestay facilities and other tourist services and informal sector enterprises
- 3.e Undertake/support/commission studies of experience in other countries of promoting business skills and an entrepreneurial culture on a community-wide scale, including through education (European Commission 2004)



- 3.f Use the results of these studies to develop and implement pilot projects and support these with activities among women, communities and commercial institutions to raise gender awareness and promote women's participation and gender equality in business.

#### 4. Social Capital

In the ZEESM situational analysis, the Social Capital thematic area covered health, education, social protection, employment, environment, culture, civil society and gender. The gender assessment concentrated on education, health and related services and gender relations.

The main education issues are similar for both sexes. They are the low levels of education in the adult population, which is higher among women, high dropout rates and the poor quality of education facilities. The lack of water and separate toilets for girls and long distances to the nearest secondary school combined with lack of appropriate transport services contribute to dropout rates among older girls and to the low enrolment rates for women in tertiary education. Although more than half of all teachers are women, they are less qualified than men. Women and girls also lack access to technical and vocational training.

Women in rural areas have poor access to health and related services. The majority of women giving birth deliver at home with a traditional birth attendant. Although most receive ante-natal care, they do not receive a post-natal check-up. Infant and under-five mortality is high.

The scale of development envisaged under ZEESM will inevitably result in major social change, including changes in gender relations. Currently, the gap between skill levels in the community and the skill levels that would be required during the construction phase of ZEESM and the proposed initial development of the tourist sector is probably larger for men than for women. Women's traditional roles create skills that may be more easily absorbed into paid employment in hostels and food and beverage services for the workers who would be needed on ZEESM construction projects and into the tourist sector. Such a change in gender roles has the potential to disrupt gender relations in some families and create social problems if communities are not prepared and supported to adapt.

#### Recommendations:

- 4.a Provide vocational training and training on micro enterprise development through SEPFOPE and other training institutions in ways that will enable women to participate. Link graduates to potential employers, sources of micro credit, business advice and mentoring.
- 4.b Work with schools to raise awareness among students and parents of the importance of education in helping boys and girls to get jobs in ZEESM enterprises.
- 4.c Encourage ZEESM enterprises to provide scholarships, internships and other forms of encouragement to help girls and young women to continue their education to university level, particularly in technical disciplines.
- 4.d Support SEPI, gender experts and local NGOs to work with communities and Suco Councils to raise gender awareness, particularly among men, in relation to the impact of ZEESM-related development and to help communities and families to adapt and manage the changing gender relations that may result.

## 5. Governance and Institutional Framework

The main issues are establishing clarity about the governance framework for ZEESM and the role of - and resources for - Suco level governance, and strengthening accountability mechanisms. Of particular concern is the need to integrate women's participation in this process and a requirement for and mechanisms to ensure women's continued participation in all aspects of governance in ZEESM and in Oecusse.

Related concerns are addressing the past disconnect between local planning in Oecusse and decision making in Dili and lack of coordination within and between central government agencies, including improving maintenance of public infrastructure.

### Recommendations:

- 5.a Include special measures to promote women's active participation and leadership and facilitate their participation in the economy and decision making in the ZEESM governance framework.
- 5.b Include democratic representation and meaningful participation and engagement with key sectors of Oecusse society including women and youth in the governance framework for ZEESM.
- 5.c Once the draft governance framework and draft law are completed help the people of Oecusse to understand its implications by disseminating a range of materials targeting the various audiences concerned, particularly women. Adapt materials to particular audiences in terms of the language used and the method of dissemination.
- 5.d Following an adequate period for people to study and discuss these materials, facilitate wide ranging consultations with all parties and encourage women's participation through appropriate choices for the location and timing of consultations, the language and medium used for communications and the kind of information provided BEFORE the consultation.
- 5.e If it proves difficult to obtain feedback and inputs from women in mixed meetings, arrange special consultations with women leaders and women's groups
- 5.f Develop mechanisms to enable ZEESM to communicate with women so that they are well informed on all aspects of ZEESM and ZEESM-related activities\*
- 5.g Develop structures and mechanisms to enable women to monitor promotion of gender equality and women's participation in the project and its benefits. These might include regular consultations with women leaders and women's organisations and/or appointing women representatives to ZEESM decision-making bodies.

### General recommendations for ZEESM<sup>†</sup>

The following recommendations for ZEESM or others associated with the ZEESM pilot are based on the broader gender analysis of the situation of women and men in Oecusse.

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\* including training, employment and business opportunities.

† See consolidated list of all recommendations in Annex I.

### **I: Promote women's direct representation and participation in decision making**

Women have different interests and capacities and can bring a different perspective to decision making when their participation is valued, their views are respected and they receive appropriate support. Women representatives and participants with appropriate qualifications and experience should be identified for each specific body and process, provided with opportunities to consult with women's groups and women in general to identify their interests and concerns and provided with technical support on gender and the relevant technical issues.

ZEESM should:

- I:a Facilitate women's direct representation and participation in all areas of ZEESM-related decision making, including ensuring that women are represented on and participate in decision making related to the specific bodies and mechanisms recommended by the ZEESM Technical Team.<sup>5</sup>
- I:b Ensure that women's participation in all areas of decision making related to ZEESM is monitored and regularly reported internally and to the public.

### **II: Promote, support and recognise women's economic participation**

In order to reduce poverty and promote social development, ZEESM will need to develop monitoring and evaluation mechanisms to ensure that access to the new jobs and other benefits created by enterprises operating in the Zone is consistent with these objectives. Increasing women's participation in economic activities, particularly paid work, is essential to promote women's empowerment and gender equality and to enable ZEESM to reach its target of jobs for local workers, significantly reduce poverty and deliver substantial benefits to the people – women, men and children – of Oecusse.

ZEESM should:

- II.a Facilitate women's participation in appropriate training leading directly to paid employment.
- II.b Establish policies and mechanisms such as quotas to ensure employment of a minimum proportion of qualified women within ZEESM.
- II.c Encourage other employers to adopt similar policies.
- II.d Develop mechanisms to collect, regularly monitor and publicly report sex-disaggregated data on access to employment in the Zone and areas affected by the Zone.

### **III: Encourage and facilitate the collection of gender-responsive data**

ZEESM will need quality data for internal decision making and to monitor progress and the achievement of results within the zone as a whole. ZEESM should

- III.a Support data collection through the National Statistics Directorate, sectoral ministries and international agencies.
- III.b Ensure that. In accordance with international standards, individual-level data is disaggregated by sex and data collection takes account of gender differences in the situations of women and men.

#### **IV: Promote monitoring of gender-based violence and preventive measures by communities & enterprises**

Gender-based violence - domestic violence, sexual harassment at work and trafficking in women and children – is a potential problem for ZEESM. For some individuals and communities rapid economic and social change may create conditions of uncertainty and insecurity that, under certain circumstances, may contribute to gender-based violence. Gender-based violence in the home, the work place or the community also reduces women’s access to participation in public life and the economy.

ZEESM should:

- IV.a Develop policies and implement preventive measures on gender-based violence and sexual and other forms of harassment within ZEEMS.
- IV.b Support monitoring of gender-based violence by communities, women’s groups and other NGOs.
- IV.c Support preventive activities and service provision for victims and their children by communities, women’s groups and other NGOs.
- IV.d Encourage private sector enterprises in the zone to adopt similar policies and measures internally and support similar activities within the community.



## I. INTRODUCTION

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### BACKGROUND AND OBJECTIVES

On 16<sup>th</sup> January 2013, former Prime Minister Dr Mari Alkatiri represented Timor-Leste in discussions with Portugal and the Community of Portuguese Speaking Countries on the establishment of Special Social Economy Market Zones in Timor-Leste. On 16<sup>th</sup> June 2013, a Concept Note and Master Plan for an initial Pilot Project in Oecusse was presented to the Council of Ministers, which appointed Dr Alkatiri to lead planning for a state investment programme to establish a series of Special Social Economy Market Zones in Timor-Leste.\*

The Social Economy Market Zones (ZEESM)<sup>†</sup> address social as well as economic objectives. The main economic objectives are employment creation and promoting economic growth through the establishment of industrial, business and trade centres, while poverty reduction is the major social objective. Oecusse was chosen as the location of the first ZEESM and a Technical Team was formed to conduct a situational analysis of the *Oecusse Pilot of ZEESM-Timor-Leste*.

Following discussions with the *Centro para a Mulher e Estudos do Genero* (Centre for Women and Gender Studies), Dr Mari Alkatiri agreed that a gender assessment should also be conducted to identify gender issues and their potential role in the pilot project and to recommend appropriate ways of integrating a gender perspective in the design, development and implementation of ZEESM. Funding from UN Women Dili Office supported an initial preparatory phase in Dili (5-16 August 2013) and two missions to Oecusse, the first to conduct the assessment (27 August - 16 September 2013) and the second to present and validate the preliminary findings in Oecusse (17-23 November 2013).

#### Objectives of the gender assessment

- To gather information on gender issues and the socio-economic situation of women and men in Oecusse in order to:
  - Provide a baseline gender assessment for the Special Social Economy Market Zone (ZEESM) pilot project in Oecusse
  - Support integration of a gender perspective and women's participation in ZEESM activities and consultations
- To raise awareness on gender and women's empowerment in communities covered by the assessment to enable gender issues and women's participation to be considered during community consultations with the ZEESM pilot project
- To support the Oecusse ZEESM pilot project Technical Team to address gender issues and women's empowerment in the main report.

The Gender Assessment Team, comprising a National Programme Officer from UN Women, the Director and a researcher from the Dili-based *Centro para a Mulher e Estudos do Genero* and an

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\* A more detailed account of the background is available in Arsenio Bano and ZEESM Technical Team 2014: 10.

<sup>†</sup> ZEESM is the acronym of the project title in Portuguese. It is the term by which the project is generally known and will be used throughout this report.

international consultant provided by UN Women, worked closely with staff from a local NGO, *Fundasaun Esperansa Enclave Oe-Cusse* (FEEO).

The gender assessment analyses how gender differences and the effect of gender norms and stereotypes might result in different patterns of participation in the Special Social Economy Market Zone in Oecusse and different kinds of benefits for women and men (girls and boys). It also assesses how aspects of the pilot project might affect women and men differently and suggests ways to promote more equal access to participation and benefits.

Since gender roles and norms can change over time, the gender assessment also considers how the Special Social Economy Market Zone and activities associated with it might affect women's and men's roles in the household and community and perhaps change gender relations between them. Specifically, the assessment focused on:

1. Community perceptions of the main gender issues affecting women and men in Oecusse
2. How cultural norms about gender roles and relations and the potentially different costs and benefits of the pilot project for women and men might affect women's and men's participation in ZEESM
3. The gender dimensions of the socio-economic situation of women and men in Oecusse
4. How ZEESM might integrate a gender perspective in its decision making and activities to promote more equal participation between women and men and girls and boys and equal sharing in the benefits that the project will provide.

### COLLABORATION WITH THE ZEESM TECHNICAL TEAM

Following appointment of the Technical Team to conduct a situational analysis of the project, the Gender Assessment Team, it was agreed that the two teams would work closely together.



*Gender Assessment Team and Social Capital Group, ZEESM Technical Team: Final debriefing in Oecusse*

An informal gender workshop (Annex 1) was held during the preparatory phase of the assessment on 12 August to bring the technical and gender teams together. The workshop examined how a gender perspective might be integrated into, and women's participation promoted in, each of the five thematic areas addressed by the ZEESM Technical Team. The main objectives of the workshop were to develop a common understanding of the methodology being used in the situation analysis and

introduce some basic principles and practical ‘tools’ for integrating a gender perspective and promoting equal participation for women in planning for the pilot project.

During field work the Gender Assessment Team met regularly with members of the Technical Team, particularly those working on the Social Capital thematic area and the Gender Focal Point. The Social Capital leader and/or the Gender Focal Point attended some focus group meetings organised by the gender team. The Gender Assessment Team also attended discussions held by the ZEESM Technical Team with NGOs, intellectuals and members of political parties, communities from Costa and staff from ministries located in Oecusse. Informal briefings were also held with the Social Capital leader and a final briefing was held with the Technical Team at the conclusion of field work.

## STRUCTURE OF THE GENDER ASSESSMENT

The decision to collaborate with and support the ZEESM Technical Team has had a major influence on the nature and structure of this gender assessment. A comparative and statistical analysis of the situation of women and men to identify gender issues would have tended to isolate the gender assessment from the concerns of ZEESM and the Technical Team. Instead, it was decided to structure the gender assessment around the five thematic areas covered by the 15 member ZEESM Technical Team.

1. Land and Property
2. Infrastructure
3. Economic Empowerment
4. Social Capital
5. Governance and Institutional Framework<sup>6</sup>

These also provided the starting point for the gender assessment of the different situation, interests and concerns of women and men. They also offer a direct path toward the ultimate objective of supporting gender mainstreaming in ZEESM decision making.

Women’s groups in Timor-Leste have not generally been involved in mainstream economic issues such as the concept of Special Social Economy Market Zones and the ZEESM pilot project. Yet women have both a right and a special interest in engaging in such policy debates. While both women and men are usually affected by any policy, the impact on and implications for women are often different. In the context of ZEESM, the potential immediate effects – positive or negative – of ZEESM-related policies and activities on women are likely to be different from the effects on men. The immediate and direct effects of such economic policies and projects on the majority of women may be greater than the impact of more visible gender issues such as gender-based violence. Potentially negative effects may also be more easily addressed through policy interventions than more intractable long-standing issues such as gender-based violence. There is thus an urgent need to mobilise women to bring their interests in and concerns about economic policy issues to the attention of decision makers before policies and programmes are finalised.

Structuring the assessment around the five mainstream issues has thus been beneficial in several ways. Perhaps most importantly, the gender assessment will be more directly relevant to the ZEESM project and to the interests of the key decision makers. Given the keen interest of the population in the possible benefits of ZEESM, the gender assessment is also likely to be of greater interest to women and men in Oecusse. The prior focus on the five thematic areas has not prevented gender issues such as gender-based violence from emerging. However, it has provided a rich socio-economic and cultural context for analysis of these issues.

## 1 A GENDER ANALYSIS OF THE SITUATION OF WOMEN AND MEN IN OECUSSE

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The different biological and gender roles of women and men and the associated social and cultural norms about what is appropriate for women and for men influence almost every aspect of daily life. In the cultural traditions of the local Atoni people, women and men have very specific gendered roles.\* Women are *Feot Nai*, literally the mother of the Atoni people, a title that has a religious association with “Mother Mary” and conveys a high standing in society.<sup>7</sup> Women’s reproductive role and their guarantee of the continuation of life for the Atoni people, defines their place in society, the way they dress and the way they are expected to conduct themselves. Women occupy the private sphere, where they are regarded as the “owners” of the home and managers of all aspects of home life. Reflecting the high regard for women, the Atoni people value girls above boys.<sup>8</sup>



*'A woman's place is in the home': a woman in her kitchen*

However, women’s traditional high status as “owners” of the home is notional rather than practical. It is not empowering and does not convey any property rights over the house or land.† Instead it has

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\* For a general discussion of aspects of the culture of Oecusse, see Arsenio Bano and ZEEISM Technical Team 2014: 51.

† Property is commonly under the man’s/husband’s name and passes through the male line. Just under 15% of land parcels in the area designated for ZEEISM are in the names of females and less than 2% in the names of couples. See Table 2 of Arsenio Bano and ZEEISM Technical Team 2014: 17. (Note that the size of these parcels is not known – they may be smaller - or larger - than the average.)



tended to constrain women’s activities and confine them to the private sphere of the home and the compound, where they may raise small animals and cultivate fruit and vegetables. It also defines their responsibilities and requires certain behaviours that, under the prevailing patriarchal structures, make women economically and socially dependent on men and places them under men’s control – and potentially subject to men’s discipline in the form of domestic violence (see page 16). Men are regarded as the heads and guardians of the family with responsibility for providing shelter and security and meeting the daily needs of their families. In agriculture, men are associated with responsibility for the staple crop, cattle and buffalo. Men’s traditional roles lie in the public sphere where they ‘work,’ assume leadership and wield economic, religious and political power.

These gender roles and gender norms place women and men in very different situations in the economy and society. Their different starting positions, needs and priorities need to be taken into account in the development of ZEESM if the project is to deliver social benefits and maximise profits for investors.

### 1. POVERTY AND LACK OF DEVELOPMENT CONTRIBUTE TO WOMEN’S HEAVY WORK BURDEN

Women are particularly affected by the poverty and low levels of social and economic development in Oecusse, which is one of the poorest districts of Timor-Leste.

- 60% of households spent less than \$1 per person per day in 2011 (compared with 40% for Timor-Leste as a whole)<sup>9</sup>
- One focus group reported that the monthly cash income for an entire household could be as low as \$1 in some months
- Almost half (47%) of the population were in the lowest one-fifth of household incomes in 2009-10 (only 20% of households for Timor-Leste as a whole)<sup>10</sup>
- 92% of the population in 2007 had experienced at least one month of low food consumption. Almost 97% had not experienced even one month of high food consumption<sup>11</sup>
- In 2007 almost 53% (compared with 45% nationally) of children less than 5 years old were underweight and 18% (15% nationally) were severely underweight<sup>12</sup>

People in Oecusse are also living in one of the least developed districts of Timor-Leste. The terrain is often steep while lowlands are subject to flooding.<sup>13</sup> Roads are poor and transport is limited. Most of Oecusse lacks access to electricity other than very small solar panels for lighting. Even in the capital, electricity is only available at night from 7:00 pm to 6:30 am. Housing is simple and most households have few possessions (Chart 1).

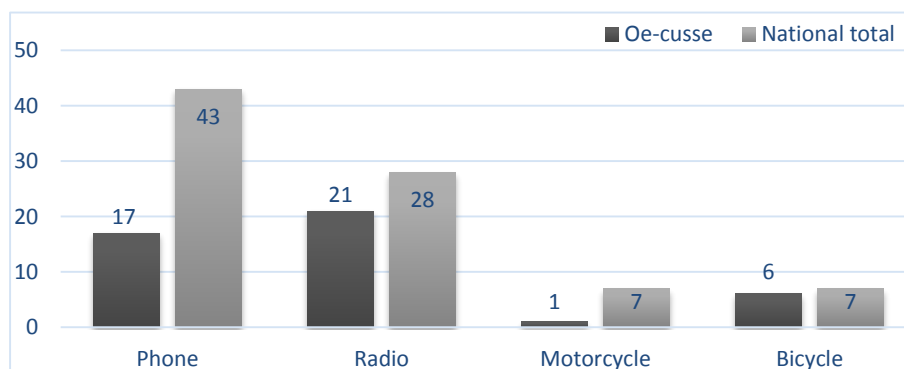


Chart 1 Oecusse 2010: household ownership of consumer durables (% of total households)  
Source: Census 2010 Vol. 3 Table 32

The largely rural population is primarily dependent on subsistence agriculture supplemented by barter and small sales of any surplus. Almost 90% of households were rural in 2010.<sup>14</sup> Rural households are largely subsistence producers growing a range of crops to meet their own needs (Chart 2).<sup>15</sup>

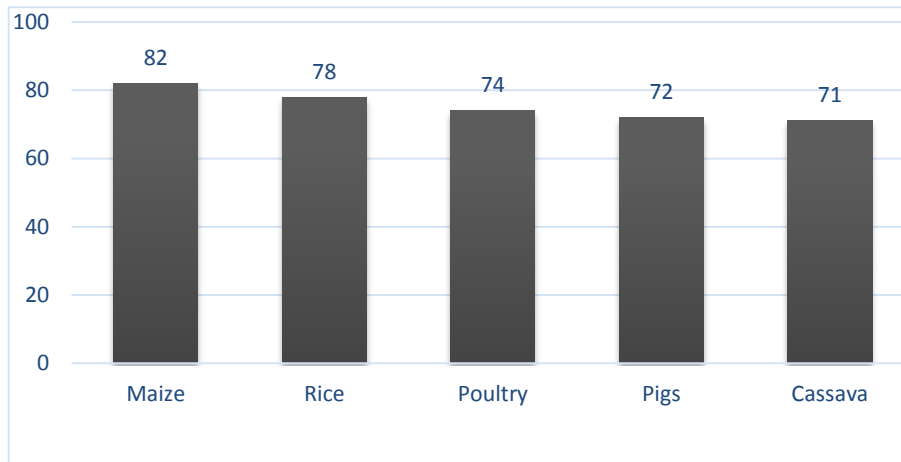


Chart 2 Oecusse 2010: households by type of production (% of total households)  
Source: Census 2010 Vol. 3 Tables 33 and 34

Women in the focus groups said that they often bartered any surplus, sometimes with communities in another area producing different kinds of crops.

The subsistence nature of production is partly due to poverty and low productivity and partly to the lack of infrastructure that makes it difficult for farmers to get their products to market. Many rural households are food insecure. Women complained that even when they have surplus production, they cannot sell it. Neighbours usually have a similar surplus and the cost of transport to larger markets is often more than they would receive from selling their products. Some reported that they barter with other villages exchanging rice for vegetables, for example, to vary their diet. Food shortage occurs even in a normal year in the 2-3 months immediately before harvest (February to March for maize and April for rice), often described as the hungry season. Seventy percent of households in Oecusse were moderately to severely food insecure in 2007.<sup>16</sup> During the hungry season when food supplies run low, it is women who must find some way of feeding their husbands and children, even if they themselves must go hungry.<sup>17</sup>

Penetration of the market outside the main centres in Pante Macassar is limited. Households primarily resort to the market only for essentials and women gain few benefits from the market in terms of time-saving goods (such as prepared and processed foods) or services or productivity enhancing equipment.

Women's work takes time and effort. Cooking is time-consuming because food must be prepared from unprocessed ingredients. Rice from the fields must be husked and cleaned by hand before it can be cooked. Cassava must be peeled, cut, soaked, boiled and dried for storage. If flour is needed, the cleaned rice or dried cassava must be ground into flour by hand. Water and wood must be carried, often from considerable distances. Animals have to be fed and watered, crops weeded and vegetable and fruit gardens watered.

The heavy burden of domestic work is exacerbated by the lack of services to meet the needs of rural people for transportation, health and education, access to clean water and sanitation and the poor quality of those services that are available. Women in Oecusse have limited access to family planning, antenatal and postnatal care and general health care. Access to support during childbirth is poor for many rural women. Sixteen percent of women in Oecusse giving birth within the last five years did not

receive ante-natal care, 78% received it from a nurse or midwife and 6% - the highest for any district – from a traditional birth attendant.<sup>18</sup> The vast majority (96%) of last births were delivered at home<sup>19</sup> and less than 10% were delivered by a trained birth attendant - the lowest among all districts. As a result, infant and under-five mortality is the sixth highest among all districts.<sup>20</sup>

Low utilisation rates reflect difficulties in accessing health services due to distance, time, cost and lack of transport. In the 2007 Survey of Living Standards the average time taken by those in Oecusse who had visited a health care provider or facility in the previous month was just over one hour for the one-way journey, the longest of all the districts; 68% walked.<sup>21</sup> Lack of infrastructure and services – combined with time-consuming labour-intensive work in the household, the compound and on the family farm – limits women’s opportunities to participate in the paid economy and in public decision-making.

## 2. PATTERNS OF ECONOMIC ACTIVITY ARE SIMILAR FOR WOMEN AND MEN

In Atoni culture, gender norms and stereotypes about women’s and men’s roles make a clear distinction between *women’s work* and *men’s work*. However, *actual* differences between women’s and men’s work in Oecusse are relatively small and a matter of degree rather than substance. This can be seen from data on time use and on main occupation.

The Survey on Living Standards 2007 provides data on time use for all household members aged 5 years and older. Each was asked specific questions on whether, in the previous 7 days, he/she had fetched water, fetched wood, cooked, cleaned or washed clothes, or performed maintenance work on the home, cared for or watched over one or more young children (not including when they were asleep) and cared for the elderly.<sup>22</sup>

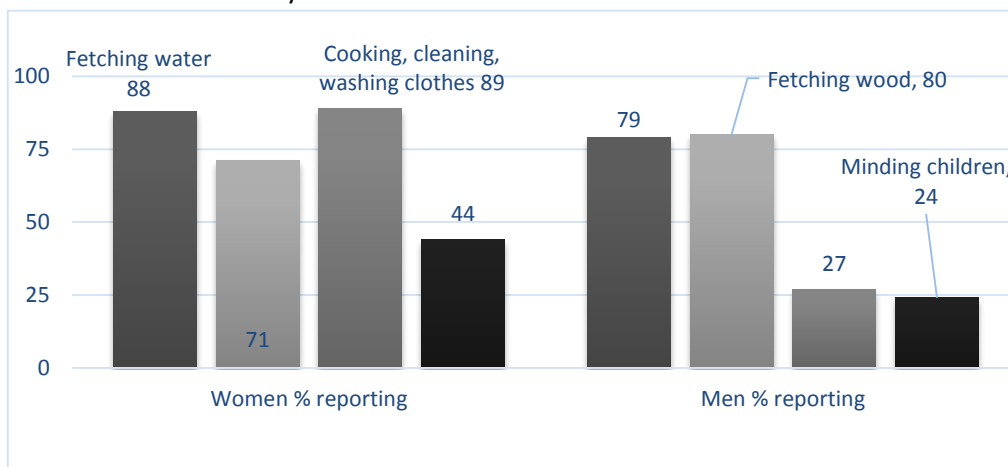


Chart 3 Oecusse 2007: household domestic activities by sex (% of population reporting)  
Source: TLSLS 2007 Table T7.19

Both women and men carry out all the domestic chores covered by the time use data. Except for fetching wood, more women than men carried out domestic activities in the household (Chart 3) and on average spent more time on each activity (Chart 4).

A Gender Assessment

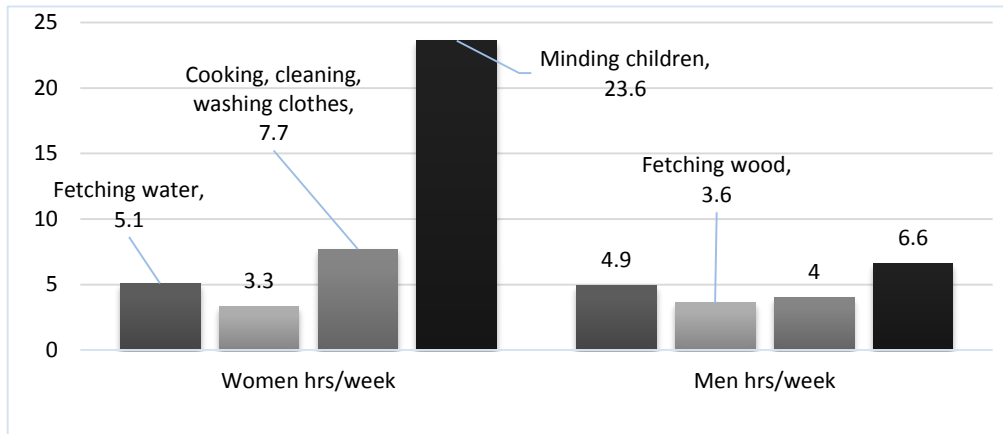


Chart 4 Oecusse 2007: household domestic activities by sex (Average hours per week)  
Source: TLSLS 2007 Table T7.19

Ninety-five percent of all households – urban and rural – in Oecusse use wood for cooking. Although more men spent more time fetching it, the figures for women were only slightly lower. The women would also have had to cut the wood and light and stoke the fire.

Agriculture was the most important sector in the economy and farming the main occupation for both women and men in 2007. Some agricultural activities such as planting, threshing and harvesting rice or maize are shared by women and men working side by side. Others are segregated, men doing heavier work such as ploughing, construction and maintenance of irrigation canals, and transporting produce to market while women do the lighter work such as planting, weeding and harvesting the staple crop and fruit and vegetables and preparing them for market or household consumption. Data from the Survey of Living Standards show that the main occupations of women and men are similar (Chart 5). However, while some women were reported in every occupation category, no men reported housework as their main occupation.

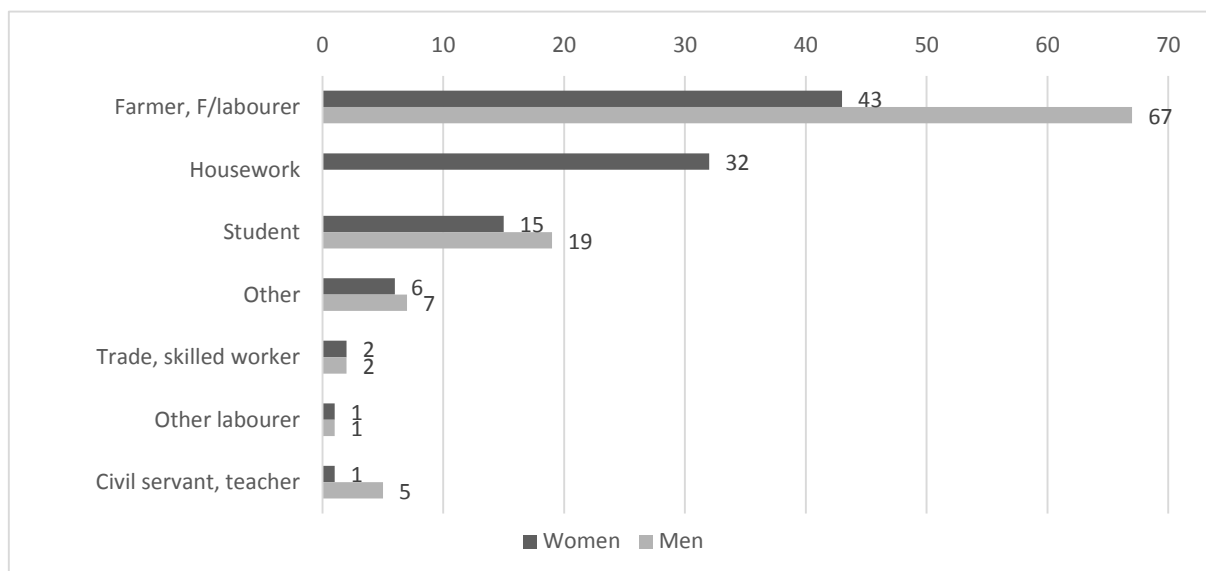


Chart 5. Oecusse 2007: main occupation by sex (% of population aged 12 years and older)  
Source: TLSLS 2007 Table 1.13



The 2009-10 Demographic and Health Survey provides more detailed data on occupation (Chart 6).

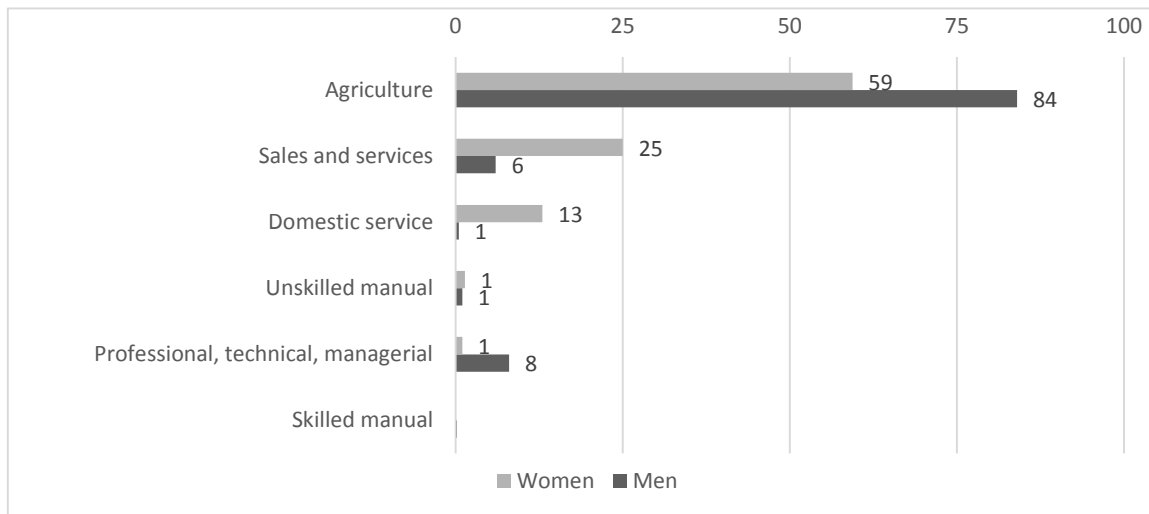


Chart 6 Oecusse 2009-10: Main occupation by sex  
 Source: Demographic and Health Survey 2009-10 Tables 3.6.1 and 3.6.1

Although the number is very small for men, both women and men report employment in domestic service. Very few women or men were employed in unskilled manual work and none were employed in skilled manual work. This lack of experience in skilled and even unskilled employment must be a matter of concern to ZEEISM. A much higher proportion of women than men are employed in sales and services but only a very small percentage of women are in professional, technical or managerial occupations.

Almost all (96%) of women aged 15-49 who were employed in agriculture and 52% who were employed in non-agriculture were not paid. The majority (80%) employed in agriculture and just over half employed in non-agriculture were self-employed. Forty percent of the employed worked all year round, 40% worked seasonally and 20% worked only occasionally.<sup>23</sup>

Participation for both women and men is limited by the lack of jobs and infrastructure. Few jobs are available because of limited investment opportunities due to lack of electricity, roads, water and transport. Access to the few jobs that are available is also limited for both sexes by poor roads and lack of public transport. In 2010 less than 20% of urban women aged 15-64 years were employed, around one-third as self-employed farmers and one-third in government. Although almost 60% of urban men aged 15-64 years were employed, the pattern was similar: one-third as self-employed farmers and a little over one-third in government.<sup>24</sup>

### 3. WOMEN'S ACTIVITIES THAT ARE NOT CONSISTENT WITH GENDER NORMS BECOME INVISIBLE

When women perform an activity that prevailing gender norms identify with men, the activity seems to become invisible, even to women themselves. For example although women and men do much the same work in subsistence agriculture, men are recognised as farmers and their activities are seen as 'work', while women are considered to be *just* housewives and mothers.

#### Box 1

In one focus group, the discussion turned to whether it was *possible* for women to do 'men's work'. The men thought that it was *not* possible, giving community road construction as an example and explaining that women could not do such work because it was too heavy. They were quickly corrected by the women who described how they had gathered rocks, some quite large, broken them with hammers into stones and piled them on the side of the road ready for the men to spread. The men's attention was apparently focused on their own activities and apparently did not even notice what the women were doing. Yet, without the women's work there would have been no crushed stone to spread or be rolled and tarred and no road!



Men repair a local road using stones previously prepared by women

### 4. WOMEN'S ECONOMIC ACTIVITY IS UNDER-ENUMERATED IN LABOUR FORCE DATA

Both women's and men's activities contribute to household income and national income. Women's work in subsistence agriculture should be reported as economic activity and the women enumerated as economically active and part of the labour force. However, this does not happen for a variety of reasons. Female labour force participation rates in Oecusse as measured in the census and surveys are relatively low and vary by source (Chart 7).

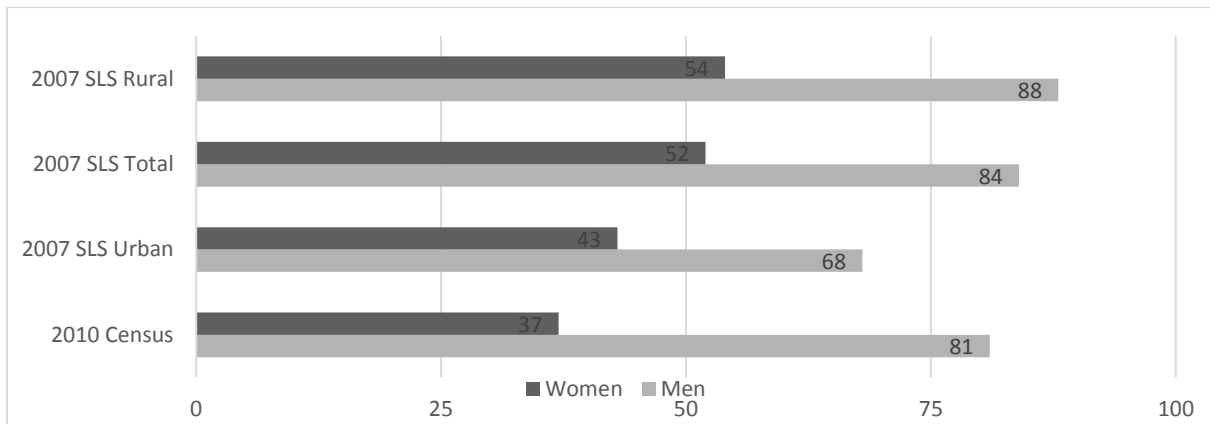


Chart 7. Oecusse 2007 and 2010: Labour force participation rate by sex and source (% of population aged 10 and above)

The revised 2012 estimates of women's labour force participation from the 2010 Census<sup>25</sup> is well below the 2007 Survey of Living Standards<sup>26</sup> estimates. The rates recorded in the 2010 Labour Force Survey have not been included because they are particularly low for both women and men (21% and 59% respectively<sup>27</sup>), possibly due to the small size of the sample or the timing of field work (April – June 2010).<sup>28</sup>

The measured low rates for women's labour force participation reflect a view that women's economic activities within the household and compound are not relevant to public decision making and therefore do not need to be included in data collection. Decades of research and policy development on gender and integrating women into development have largely discredited this view. However in Timor-Leste, as in many other countries, the definitions of economic activity used in data collection continue to exclude many of women's contributions to the household and national economies.

## 5. GENDER-BLIND DATA FAILS TO PROVIDE INFORMATION ON OTHER IMPORTANT ASPECTS OF WOMEN'S SITUATION

The lack of gender-responsive data is a continuing challenge for policy makers. Household surveys such as the Timor-Leste Survey of Living Standards 2007 overlook the impact of gender differences on other important aspects of women's situation, such as use of services and facilities. As a result, they do not provide sex-disaggregated data on access or the conditions of access\* and make it very difficult to interpret the data that are provided.

For example, in *Section 3: Access to Facilities* the household head or most informed household member was asked whether any member of the household normally used a list of facilities and, if so, the distance of travel from the household, the means of travel and the time taken. The list covered primary school, secondary school, vocational centre, clinic, bank, post office, veterinary facility and police station. Apart from schools, the list of facilities was biased toward those that were more important to men. In Oecusse, banks, the post office, veterinary facility, and vocational centre would be mainly used by men. The list did not include facilities or service more important to women, such as a women's NGO or the *fatin hakmatek* (centre providing support to victims of domestic violence, sexual assault and child abuse).

\* The basic demographic data collected in household surveys is disaggregated by sex.

Travel to primary and secondary school would be relevant for boys and girls but their means of travel and therefore the time taken might be different. Women would probably use clinic facilities more than men but the means of travel may differ. In rural Oecusse men would be more likely to use a bicycle, motorcycle or microlet and take less time than women, who would more usually walk, often carrying or accompanied by small children. However, the survey did not identify the user by age or sex so it is difficult to interpret the data.

*Section 6 Health: Part C Access to Health Care Providers* asked the household head or most informed household member similar questions on health providers. Since women are primarily responsible for health care and children's welfare, the list of providers, which included a traditional birth attendant, midwife in a government health facility, and midwife in a private clinic in a list of 15 providers, was more relevant to women. However, this data creates a different problem of interpretation since it assumes that a male household head or knowledgeable household member would know how long it takes a women (often pregnant and usually walking with small children) to reach the provider.

Men were often unaware of the amount of time that women spend carrying water for their families or the conditions under which they perform this work. Men tended to assume that their personal experience represented the experience of their wives and were often quite surprised to learn that it did not (Box 2).

As a result, it is likely that statistics on the time women spend carrying water and wood based on data collected from male respondents underestimates the time that women actually spend (Box 3).

The difference between the one hour reported by the man and the four hours reported by the woman has significant implications for the time available to her for other activities. Two hours to fetch water for meals means no time to earn money through wage labour on the ZEESM project, even if jobs become available. An hour to fetch water for the animals may mean no time to walk\* to the nearest midwife, so babies will have to be delivered by the nearby traditional birth attendant. Four hours to carry water to bathe the children could explain why the general women representatives of the Suco Council often do not attend meetings.

**Box 2**

In one focus group women were asked whether they had to fetch water and if so, how long it took. Before they could speak, one of the men answered: "Once a day; about one hour." A woman corrected him indignantly: "NO! I have to carry water early in the morning for the breakfast; at noon for the midday meal; in the afternoon to water the animals and in the evening to bathe the children and it takes more than an hour. So it is four times and four hours every day in the dry season."

**Box 3**

Women explained that women and men fetched water for different purposes and by different methods. Men carried water for large animals or crops while women fetched water for cooking, cleaning, bathing children and for small animals. Men were more likely to carry water on a bicycle or motorcycle. Men could carry larger containers while women often carried an infant as well as the water. Consequently women and children spent more time carrying smaller amounts more often than men.

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\* Which could take up to ten hours according to women in one Suco.

What matters about these differences is not just that accurate information on important aspects of women's lives are not available to inform national decision making. In the current context, such data contribute to the lack of understanding of women's lives, and the failure of decision makers at all levels to take account of their needs and how these might be met. In the absence of good data, the information that Suco Councils and local and district government provide to ZEESM about what the people want is also likely to overlook women's needs. In listing the hopes of their communities they may not think of how better access to water could reduce the time women spend fetching water in the dry season from four hours to one. They might not mention the need for public transport to allow women and children to travel safely to the nearest clinic in one hour rather than the current average of more than two<sup>29</sup> or to enable women to give birth with a qualified government midwife instead of an unqualified but nearby traditional birth attendant. They may not realise that reliable electricity could add to household income by enabling their wives to process and preserve agricultural produce for sale in the market at higher prices.

## 6. WOMEN'S PARTICIPATION IN PUBLIC DECISION MAKING IS LIMITED

Women have a strong role in decision making on domestic matters inside the household but not on public affairs in the community.

The TLDHS 2009-10 examined household decision making by women and men aged 15-49 and attitudes toward women's participation in decision making in the household. Most women and men in Oecusse thought that women should have a greater or equal say in decision making with men. Almost all (94 to 100%) of women usually made decisions by themselves or jointly with their husbands about health care, major household purchases, purchases for daily household needs, and visits to their family. Almost 90% participated in all four types of decisions and all participated in at least one. Most (88 to 99%) of men thought that a wife should have a greater or equal say in decisions about major household purchases, purchases for daily household needs, visits to her family, how to use money that she earns and how many children they should have.

However, women's active role in household decision making does not transfer to the community, where their participation in decision making and leadership on public affairs is limited by time constraints, gender stereotypes and patriarchal attitudes.

Focus group discussions with the Suco Councils provided an opportunity to observe women's participation in public life. Organisation charts displayed in the Council office showed that the three women members of the Councils – two general and one youth representative – that are required under the quota system had been appointed in all cases. Reserve men and woman candidates were also usually designated in case of the death of a member. The organisation charts displayed in most Suco offices suggested some confusion over the role and status of the general women representatives. It was clear that they were not considered eligible to hold the office of *Chefe* and in at least one chart they were shown as having lower status than the youth representatives. This may have been because the youth representatives usually had some secondary education and understood *Tetum* whereas most of the general women representatives had at best some primary education and few understood the national language.

The Gender Team was told that the general women representatives often did not attend council meetings. In several focus groups the female youth representative was the only woman member of the Council present. This may have been because older women were busy with housework and farm activities. Focus groups identified lack of time due to their responsibilities for child care, household



and agricultural work and fetching water and wood as a barrier to women's participation in community decision making.

Perceptions about the role of women in the Suco Council may also have persuaded the general women representatives that they had better uses for their time than attending the meetings. Planning for community projects is a major function of the Suco Council and much effort goes into developing proposals that are submitted to the district authorities for funding. Very few of the projects succeed in gaining funding. Councils continually complained that their efforts in developing projects were largely wasted because they could not obtain funding.



*Women participants tended to be less active in the focus groups than the men*

Focus group questions about the role of women usually led to a discussion about “women's projects” and the council's frustration about the lack of a clear source of funding for these. Everyone - council and women – seemed to think that the role of women representatives was limited to developing projects for women. There was no concept that they should provide a women's perspective or present women's priorities in general council planning and decision making. This may partially explain why the women representatives tended to sit quietly and say nothing during the focus group discussions. Despite the best efforts of the facilitators, older women tended to sit passively while men responded to the questions on women's views.

Men's support for a public role for women was sometimes restricted to particular women or groups of women. The younger women youth representatives were more likely to speak out – and the men generally allowed them space and gave them a respectful hearing. During the focus group discussion with the Suco Council in Naimeco, one village elder supported women's participation but only for the younger generation. He argued that the youth, male and female, were being educated to enable them to fully participate in decision making and this was appropriate. However, he did not accept that women in his wife's generation should participate in community decision making.

Men's attitudes to women's participation in the public arena varied. Some men were apparently so accustomed to speaking on behalf of women that they found it extremely difficult to refrain from interrupting and speaking for women in the focus groups. Even when a facilitator requested them directly to allow the woman to be heard, it was obviously almost more than they could bear to remain silent. Their body language and facial expression often indicated that it was especially difficult for them to listen and respect women's views.



Gender stereotypes were reinforced by patriarchal attitudes. One elder explained that women's place was in the home. He told the focus group that he would not allow his wife to work outside the family home if ZEESM offered employment to women, even if she could earn an income and assist the family. He expected his wife to stay at home and perform her household duties and if she did not have the food cooked on time he felt that he had the right to slap her.



*Women from the self-help savings groups discuss their hopes and concerns*

The active and informed participation of women from some self-help savings groups in a focus group in their community and in the final debriefing meeting in Suco Abane was an interesting contrast that illustrated how economic success can empower women to participate actively in public life in the wider community. (Box 4)

#### **Box 4**

After viewing a computer presentation on ZEESM, a large and enthusiastic group of women from self-help savings groups freely shared their hopes and expressed their concerns about the project. Some long-standing members had accumulated significant sums and had even purchased cattle that are normally owned only by men. They were obviously proud of their achievements, interested in learning about the plans for ZEESM and comfortable discussing such a project.

The women also attended the report back session in Abani on the final mission. Despite heavy rain and a journey of a couple of hours on foot over steep muddy roads, they arrived dressed in their best *tais* (a traditional Timorese textile). In contrast to the other older women present, they were active and enthusiastic. Some who could read studied the *Bahasa Indonesia* Powerpoint slides intently, often with a frown as they tried to understand unfamiliar words and concepts. As soon as our *Baiqueno* speaking colleague translated a slide their faces lit up as if to say "Oh, now I get it. So that is what it means." At the end of the presentation they were the first to ask questions and seek clarification. Despite the presence of many senior men they were confident and participated actively in the discussion. Over lunch they chatted freely with both men and women from Suco Abani. As the rain eased, they changed out of their fine *tais* into everyday sarongs and headed off on the two hour steep muddy climb home.

## 7. BARRIERS TO EDUCATION FOR OLDER GIRLS

According to the Director of Education in Oecusse-Ambeno, more girls than boys drop out of school.<sup>30</sup> Poverty and culture were highlighted among the underlying reasons. Parents who cannot afford to send their children to school are more likely to withdraw their daughters than their sons from school. Another factor in high rates of absenteeism among girls that may also affect female dropout rates, particularly among older girls, is the absence of functional toilets in schools due to the lack of water.

Teenage pregnancy was also mentioned as a factor. In 2010 almost 16% of women aged 15-19 in Oecusse had either had a live birth or were pregnant at the time of the survey. This was almost 6% higher than any other district and 9% higher than the national average.<sup>31</sup> Although the Ministry of Education did not have statistics on incidence, the Team was told that teenage pregnancy is “not common.” The Director of Education recognised that the education system lacked data and had not conducted a systematic analysis to assess the total number of girls involved.

### Box 5

The CEDAW Committee in its 2009 concluding observations to the government of Timor-Leste, highlighted its concern regarding the levels of girls dropping out from school and the lack of a reintegration measures for school-aged young mothers after they give birth (Republic of Timor-Leste, 2013. Combined Second and Third Periodic CEDAW Report: 146).

The Law on Education affirms the constitutional principles of nine years of compulsory basic education and equality of opportunity in access to education. Under the constitution, measures to ensure effective and quality education to all citizens transcends economic, social and cultural barriers. Thus teenage pregnancy should not prevent girls from completing nine years of basic

education. This is recognised by the national education policy, which allows pregnant girls to sit their exams in the Ministry or to transfer to another school. However, the lack of reintegration of young mothers after giving birth remains an issue at the national level (Box 5) and the Ministry is currently considering a regulation to penalize any school that does not allow pregnant girls to continue their education in the school.<sup>32</sup>

In Oecusse, the national education policy on teenage pregnancy is also not being fully implemented. The Director reported that teachers often do not allow pregnant girls to remain in school because of their perceived negative influence on other girls, while many parents also take their pregnant daughters out of school to avoid bringing shame on the family.

## 8. VIOLENCE AGAINST WOMEN IS WIDESPREAD AND VICTIMS LACK ACCESS TO JUSTICE

Domestic violence is the most reported act of violence against women in Oecusse and the most commonly reported crime. More than half of all Oecusse married women aged 15-49 (56%) surveyed in the Demographic and Health Survey 2009-10 reported experiencing some form of domestic violence from age 15 years (Chart 8).<sup>33</sup> This was the third highest rate among all districts in Timor-Leste.\*

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\* Rates ranged from to 11% in Ainaro to 76% in Manufahi.

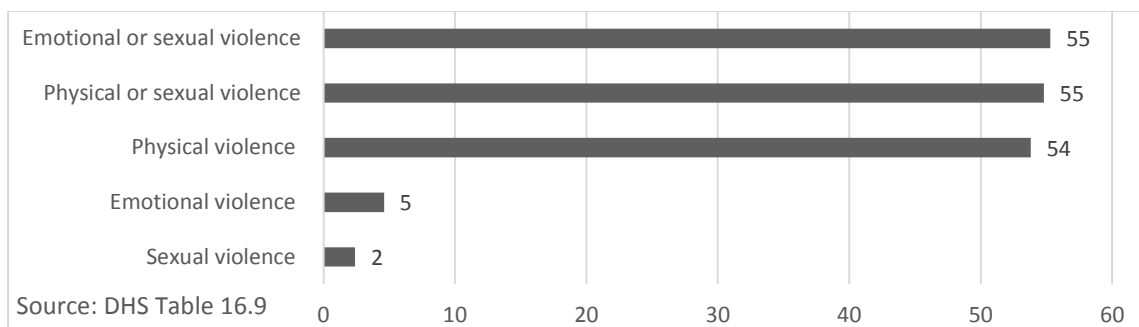


Chart 8. Oecusse 2009-10: Type of violence experienced by married women aged 15-49

Most men surveyed in the 2009-10 Demographic and Health Survey thought that a husband was justified in beating or hitting his wife under certain circumstances (Chart 9).

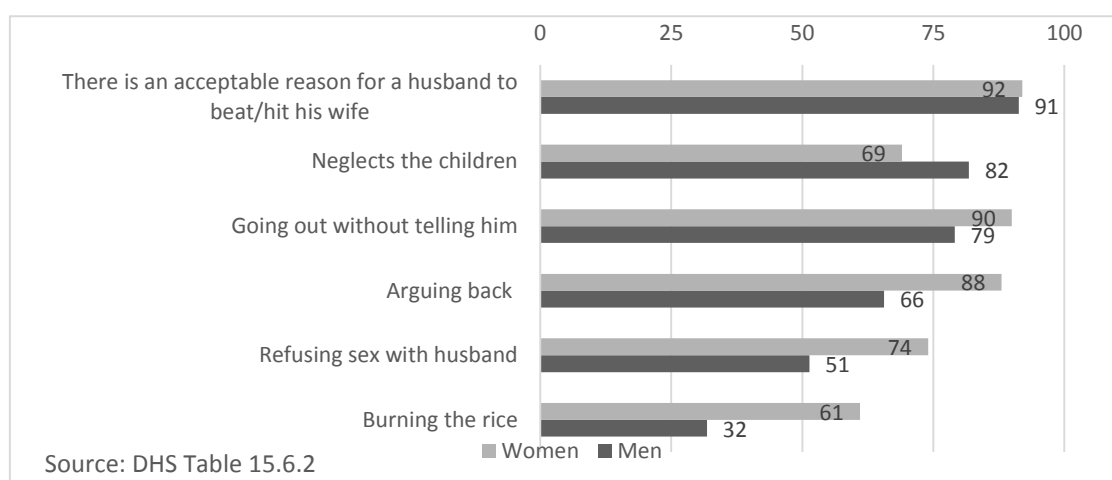


Chart 9 Oecusse 2009-10: Agree a husband is justified in beating his wife by reason (% of men/ women aged 15-49)

Violence against women, especially domestic violence, was raised as an issue in all the focus groups discussions and was reported from all sub-districts although its prevalence was said to be low in some Sucos. The Domestic Violence Law was a frequent topic of discussion.

**Box 6**

The focus groups revealed that Suco Councils were in fact mediating “solutions” to domestic violence cases to promote harmony and peace in their communities. In one Suco, the Council had conscientiously recorded in the Council minutes the decisions taken and the contracts drawn up with the offending party outlining the penalties to be paid.

One *Chefe de Suco* opposed what he described as “arbitrary reporting of domestic violence cases” to police because it gave the community a bad name. He said that women often ran to the police with “little things” that happened at home. Because the Law classifies domestic violence as a public crime, once cases are reported directly to the police the Suco Council cannot intervene. In all the focus groups, members of the Suco Councils who spoke about domestic violence understood the public nature of the crime and understood that the law restricted their involvement and did not allow reported cases to be resolved through mediation. However some Councils engaged in mediation for domestic violence cases, explaining that they did so because women were not

receiving remedies from the formal justice system (Box 6). They referred to the lengthy periods of time taken for cases to be heard in court. One cited a case that had been filed two years ago and had still not been heard in a court. They also spoke of the dangers of allowing cases to remain “unresolved”

because children were not provided for, wives could continue to be victims of abuse, and this in turn could create insecurity in the community.

Some *Chefes de Suco* and *Chefes de Aldeia* even argued that the Domestic Violence Law was a cause of violence against women and perpetuated further violence. The inability of the formal justice system to deal with cases in a speedy and adequate manner and the prohibition against Councils “dealing” with these cases, encouraged a culture of impunity as the men who committed the violence were not sanctioned in any way.

The Councils were less clear about their mandated role of preventing domestic violence and could not describe any preventative measures that they had undertaken.

Even in cases where the Council had a role, Councils explained that this had happened only when there was a visible injury to the woman such as evidence of blood. In one focus group, Council members described the recent case of a woman who was killed by her husband at night in their home in front of their children. According to Council members, the woman had first been slapped in plain view at the port where she met her husband who was returning from working in Dili, but no one intervened. When they alighted from the microlet in their village, he again hit her but still no one intervened. During the discussion and despite being asked, members could not identify any missed opportunities to save the woman from eventually being killed.\* They did express concern that her husband should be punished and that a woman who had apparently encouraged the husband by providing incorrect information that his wife was having an affair should also be investigated and punished.

In another Suco Council focus group, one of the women members of the Council spoke about the different types of violence experienced by women. She referred to the issue of men who abandoned their wives and children and said that, despite the efforts of Suco Councils, the men abandoned and did not provide financial support for their children.

Another issue raised related to men who did not want to assume responsibility for their children when an unmarried woman became pregnant. In those cases the woman was often accused of having sexual relations with other men and her “reputation” was questioned. Most members of the community, including women, did not know that DNA testing could establish paternity and thus were unable to use this legal avenue to claim their rights.

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\* It seems she died of internal injuries so no bleeding was evident.

## 2 GENDER ANALYSIS OF ZEESM THEMATIC AREAS

This section analyses the ZEESM project in terms of the mainstream issues from the perspective of women and gender. While the gender dimension is the main focus, gender analysis also requires a good understanding of the mainstream context and underlying issues. Women and gender advocates need to understand mainstream issues in order to engage with decision makers and to argue the case for women's priorities and a gender perspective effectively. The section is structured around the five thematic areas covered by the ZEESM technical team. In each thematic area the mainstream issues are outlined first to provide the context for an overview of the situation of women and a gender analysis.

ZEESM is a public-private partnership established to construct major infrastructure including an airport and port facilities, high-end international tourist and other commercial and residential development of an international standard. Thirty percent of funding is to be provided by the government and seventy percent by foreign investors. Development is planned to proceed in phases, with an initial focus on tourism.

ZEESM is primarily a commercial operation that must demonstrate a clear potential to yield profits in order to attract international investors. The Asian region, particularly Southeast Asia, is a highly competitive market for investors and developers. This presents a major challenge for ZEESM because, unlike most of its major competitors, Oecusse has few natural resources, very limited human resources and poor infrastructure. Its main resource is beautiful coastal scenery and unspoilt beaches and marine resources suitable for surfing, diving and environmental tourism.

The role of government in ZEESM is critical from three perspectives. Government investment is needed to create a more attractive investment environment for the private sector. Government investment will also be essential in order to enable the people of Oecusse to participate in and benefit from the ZEESM project. Most importantly, government must protect the interests of the people of Oecusse, women and men and the generations to come.

### 1. LAND AND PROPERTY ISSUES



*Readers should also consult part a. 'Land and Property' in Section III of the report by the ZEESM Technical Team.<sup>34</sup>*

ZEESM is targeting international investors and enterprises which, as non-citizens, cannot own property in Timor-Leste. Consequently a mechanism will be needed to acquire the land and property required for ZEESM enterprises, provide usage rights to the foreign investors and entities, and relocate and compensate the Timorese owners. Inheritance of land and property in Timor-Leste is usually patrilineal and ownership rights to property, including the family home, are normally held by the male

head of household or family head. Since women's participation in public decision making is limited, there is a danger that women's interests in land and property will be overlooked during these processes.

Women and men have different interests in and attitudes to land and property and different interests in relation to compensation and relocation. While men tend to prioritise short-term interests and the promise of cash in hand, women tend to prioritise long-term interests and the interests of their children as well as provision for support in old age. The first issue for compensation is defining the monetary value of the loss to be compensated. In the context of a poor developing economy such as Oecusse, this potentially comprises the current market value of the property; the costs of relocation; the immediate loss of income normally generated from the property (such as the value of a normal crop on agricultural land); and loss of future income if the productive capacity of the appropriated land cannot be replaced.\* For women, this might include the loss of access to commons resources such as water, fuel or foods and craft materials gathered from the environment that will not be available in the new location. However, such losses tend to be overlooked in male-dominated negotiations. Women and men are also likely to assess the costs of relocation differently. A home and its neighbourhood has a different meaning for women than for men. For many women the house is the centre of their world and the neighbourhood provides linkages to the social and family networks that are her main source of social and economic support. Relocation may deprive women of access to support networks and/or economic resources that are most likely to be overlooked in determining and negotiating compensation.

The second issue is how compensation should be organised. There are three main possibilities. The first would involve individual owners negotiating long term leases<sup>†</sup> with investors, which would usually be paid annually. This has some advantages but also a number of disadvantages, especially for women. On the positive side, the first payment under the lease could compensate the owner for the costs of relocation and immediate loss of income, while ongoing annual payments could compensate for future loss of income. On the negative side, investors and developers would probably require land from more than one owner. ZEESM is seeking to attract largely foreign investment and any requirement that they negotiate with multiple owners could be a major disincentive for foreign investors. Annual leases have another disadvantage for women. While women typically manage routine daily expenditure, decisions about the use of large sums of money tend to be made by men who would therefore be most likely to control the use of annual lease payments.

From the owners' perspective, individual negotiations with investors would place them in an unequal bargaining position. Women would be especially disadvantaged. Investors would have access to legal advice and other relevant information but few women would have access to such advice or belong to groups (such as the Chamber of Commerce) that might assist in facilitating access. The majority of property owners in Oecusse are relatively poor and likely to lack information even on current property values. Owners would be particularly disadvantaged in negotiating the value of long term leases. If ZEESM succeeds, land and property values should increase over time, a process known as capital gains. However, it would be difficult for most owners to assess their likely magnitude and negotiate a

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\* The government, ZEESM and communities would have to agree on whether, how and for how long such losses should be covered.

† Most investors would be foreigners, who cannot own property in Timor-Leste.



reasonable share of the capital gains, which would probably be largely captured by the foreign investors.

Alternatively, government could purchase the land outright from individual owners, provide appropriate compensation and lease land parcels to investors. A major disadvantage of this approach for government is that compensation for relocation and immediate income losses has to be funded in advance before income is received from ZEESM enterprises. Compensation for loss of future income could be delayed by making periodic payments over a number of years or avoided entirely by providing owners with alternative income-generating opportunities instead. These might be access to paid employment (possibly in ZEESM), the provision of land or property in a different location or, as was suggested by some owners, the provision of housing within ZEESM that could be rented out to investors or clients of the project. A major advantage of this approach is that government, which is in a better bargaining position than owners, should be able to capture most of the capital gains from rising land and property values. These could then be paid into district revenue and used to benefit the entire population of Oecusse. The government could also pay particular attention to identifying and taking account of women's interests.

Under the third alternative, ZEESM could purchase the required land and property and lease it directly to investors. However, this presents some potential problems. The status of ZEESM would need to be clarified to ensure that it has the authority to compulsorily appropriate private property. In addition, there is a potential conflict of interest. ZEESM is administering the project on behalf of commercial interests whose primary objective (and legal obligation) is to make profits for shareholders and cannot simultaneously represent the interests of shareholders and the interests of land and property owners.

## Recommendations

- 1.a Support women through information campaigns, workshops and technical support to understand the issues involved in the Land Policy and Land Acquisition Law for Oecusse proposed by the ZEESM Technical Team<sup>35</sup> and to identify and articulate their specific interests and concerns
- 1.b Facilitate women's participation to ensure that their views are articulated and heard during all negotiations on land and property matters
- 1.c Establish a mechanism to ensure that women are directly represented, preferably by appropriately qualified women, in all land and property negotiations and that women's interests in land and property are protected
- 1.d Undertake a survey of the ownership of all land and property that may be subject to appropriation to identify the specific property rights of women and men and widely disseminate the results to inform discussions around the issue of compensation
- 1.e Undertake a survey of women's interests and concerns about relocation among the families likely to be relocated and ensure that the results are widely publicised to inform discussions and decision making on relocation. Pay special attention to the value of proximity to neighbours and family and access to economic resources in the current location, and to low income groups such as the salt-making families in Pante Macassar.

## 2. INFRASTRUCTURE DEVELOPMENT ISSUES

*Readers should also consult part a. 'Land and Property' in Section III of the report by the ZEESM Technical Team.*<sup>36</sup>

**Poor roads:** Roads are of poor quality and often unpassable after rain. Due to the lack of equipment and skilled labour required to build solid foundations in the steep and rocky terrain, newly constructed or repaired roads quickly deteriorate. Major rivers have not been bridged and become major obstacles after rain. Construction methods are labour intensive and, by modern standards, primitive. Communities – including women - provide much of the unskilled labour.

Poor roads prevent many households from getting their produce to market and will limit the capacity of ZEESM enterprises to have timely and all-weather access local supplies of agricultural crops, fruit and fresh vegetables etc. This will be a particular challenge to developing food services for even budget tourism which expects a ready supply of fresh produce. It will also prevent people in distant and isolated communities from benefiting from ZEESM developments through the sale of their products, reducing the capacity of ZEESM to achieve its social objectives.

**Lack of transport:** Poor roads and lack of transport are particularly difficult for women and girls, whose use of transport is more constrained by gender norms. The Gender Assessment Team observed that women rarely travelled in the many microlets, the main means of travel for men, particularly young men. These small vehicles were so crammed with passengers and goods that it would have been very difficult for women to use them, especially if accompanied by children.



*Men crammed into crowded microlets; women walked or used lorries*

Most women and children in rural areas walk to and from school and market, often over long distances. Some use the large lorries that are a main means of transporting passengers and their produce or purchases to and from local markets. Except in the immediate vicinity of the markets these were less crowded, allowing women some personal space. In urban areas some younger women from more affluent households rode small motorcycles (Box 7).

**Lack of public transport and high costs of private transport:** There is no public transport and private operators face high costs due to the poor roads. Limited supply and the

### Box 7

Travel for regular employment is also difficult, even for women living relatively close to Pante Macassar. The daughter of a Suco official who works in the local telecommunications office rides a motorcycle to and from work. Due to the road conditions, the journey of a few kilometres takes almost an hour – longer after rain - and she usually arrives home after dark.

poor quality of fuel has restricted the development of transportation services. The subsidy on fuel on the Indonesian side of the border has generated a thriving black market for fuel and reduces the incentive for private enterprise to establish a fuel station in Oecusse. However, due to the nature of illegal trading, fuel quality is poor. An official at the port facility in Mahata told us that the fuel available in Pante Macassar was full of impurities that damaged engines and equipment. The lack of access to quality fuel inevitably reduces the incentive for private sector development in related areas.

Costs of travel can be prohibitive for ordinary people. One *Chefe de Aldeia* attending one of the focus groups had to travel 15 kilometres from his hamlet to the Suco centre on a rented motorcycle. The fare was \$US 15. In the same focus group participants reported that the cash income for some households in poor months could be as little as \$US 1. In at least one district, the Team was also told of a local monopoly that charged very high prices for carrying people or goods by motorcycle or lorry and prevented others from entering the market. Lack of transport can be a matter of life and death, especially for pregnant women. In worst case scenarios, the lack of access to midwives and medical assistance costs pregnant women their lives and/or those of their infants (Box 8).

**Box 8**

Women in Suco Taiboco reported that during pregnancy they have to walk 10 kilometres to the nearest clinic in Nitibe. The clinic has a midwife but no doctor.

The lack of public transport, the poor state of roads and high costs will prevent ZEESM from accessing a significant part of the local labour force. It will also prevent a major part of the population from getting jobs in ZEESM-related activities and enterprises.



*Crowded internal deck of the ferry and unloading goods at Pante Macassar*

**Poor service and unsafe facilities on the ferry to Dili:** A ferry service operates twice weekly between Dili and Pante Macassar and is the main means of travel between Dili and Oecusse for most people. Women depend on the ferry to take them and their craft products, particularly hand woven *tais*, to Dili where they have a bigger market. However, the ferries are usually overcrowded and are considered unsafe by most international agencies, which do not allow their international staff to use them. The ferry trip can take 12 hours or longer. Women complained of poor toilet facilities, a lack of privacy, and the lack of a safe area where women, especially those with small children, could rest on the long journey.\* Until the construction of the port at Mahata they boarded and unloaded on the beach near the centre of Pante Macassar. Women also depend on the ferry service to supply the

\* The Gender Team heard reports (unsubstantiated) of a toddler disappearing (presumed to have fallen overboard) while the mother slept.

market in Oecusse. However, even basic necessities are sometimes not available because the ferry service has been interrupted due to maintenance requirements or bad weather. Major servicing has to be carried out in Surabaya Indonesia, and in the past has resulted in weeks without service.

**Lack of electricity:** Even in Pante Macassar, electricity is available only from 7:00 pm until 6:30 am. This is totally inadequate for commercial or industrial use and of limited use to households. It also limits opportunities for women to develop food-based micro enterprises or add value to their agricultural produce through processing. Where refrigeration or ice are available to keep foods fresh and store wet foods safely, women can sell cooked foods to neighbours or at the local market. However, few households have access to electricity or could afford refrigeration.

More affluent households rely on generators but these frequently break down due to the poor quality of fuel. In rural areas, small solar panels are used for lighting and to recharge mobile phones. Government programmes have distributed larger solar panels in some Sucos. However, participants in one Suco reported that they had been prevented from installing solar panels at their own expense because they were too close to the main road and the government planned – eventually – to provide access to electricity from the national grid to households along that road.

**Lack of access to clean water:** In 2010 only 63% of households in Oecusse had access to improved sources of drinking water. In Suco Passabe less than half (43%) of households could access clean water while even in Pante Macassar only 59% of households had access to clean water. Unprotected wells and springs are the most common source of water, followed by protected wells and springs, outdoor pumps or pipes and public taps.<sup>37</sup> The nearest water source is often quite far from the household so women often have to fetch water for domestic purposes from distant locations. Women spend more time than men fetching water: the 2007 Timor Leste Survey of Living Standards recorded that 88% of women spent an average of 5.1 hours in the seven days prior to the survey compared with 79% of men who spent an average of 4.9 hours.<sup>38</sup> The three or four hours required for this task each day during the dry season in some Sucos, particularly Suco Passabe, is time that is not available for women's other tasks and a significant obstacle to their participation in paid activities and in community decision making. Experience elsewhere has shown that women's absence from decision making about water in particular can contribute to their difficulties when men, who are not the main carriers, determine the type and location of water facilities (Box 9).

**Box 9**

Men often do not think about safety and security issues or the practical problems of using water sources, such as when carrying or accompanied by small children. In one suco, the female youth representative told how a women from her village was carrying a toddler on her back while drawing water from a traditional deep well. When she bent down to pull the bucket up the child fell over her shoulder into the well and drowned.

## Recommendations

- 2.a Establish formal mechanisms to involve women in all infrastructure-related decision-making at all levels.
- 2.b Require a formal gender analysis to be undertaken for all major infrastructure projects to ensure that women's needs and concerns are integrated and inadvertent negative impacts on women are avoided.

- 2.c Prioritise the improvement of local roads and encourage the development of public transport that is suitable for women and children. (Consider supporting women or communities to develop small women-operated transport services for women and children.)
- 2.d Train women construction and maintenance of roads and other community infrastructure and employ a minimum quota of women in local and district infrastructure projects.
- 2.e Consult women using the ferry service between Dili and Oecusse on their particular needs and suggestions for improvements and incorporate these in upgrading the facilities and service.
- 2.f Prioritise the provision of electricity to rural areas and the majority of households using appropriate technologies, including solar and wind power.
- 2.g Undertake a study to identify low cost, sustainable technologies for generating power at a community and household level, including wind and solar technologies. Assess the capacity of the *Centro Nacional de Emprego e Formação Profissional*, Tibar (which has a high proportion of women trainees) and other national technical training institutions to support implementation of community-level schemes.
- 2.h Prioritise improvement of access to clean water for rural households and ensure that women are involved in decisions about the location and design of all water facilities.



### 3. ECONOMIC DEVELOPMENT ISSUES



*Readers should also consult Section C. Key Findings of the Economic Development Sector in the ZEESM Technical Team report.<sup>39</sup>*

The private sector activities envisaged for ZEESM have the potential to stimulate economic development in Oecusse, provide markets for its produce and lead to jobs for its people. However, in order for ZEESM to succeed there must also be viable economic opportunities for private sector investors.

**Competition in potential overseas markets, high costs, low productivity and limited capacity:** Investors seek profits, which depend on costs and market demand. Due to the small population, poverty and small cash incomes there is no local market in Oecusse for the services and industries envisaged in the ZEESM Master Plan.<sup>40</sup> However Oecusse, which is a low productivity, high cost economy with limited capacity, will face strong competition in international and regional markets, including from neighbouring Indonesia, Malaysia, Philippines, Singapore and Thailand.

With a small population and low levels of education among both women and men, labour productivity is low, labour costs are high due to minimum wages that are the same as in Dili, and labour supply is extremely limited. There is almost no experience among women or men of employment in skilled or even semi-skilled occupations on which to draw (Chart 6). The experience of the Japanese contractors who constructed the new port facilities in the sub-district of Mahata illustrates the challenge. A total of 250 workers – all men - were employed constructing the port but only 80 were from Oecusse. Most of these were unskilled workers with little previous experience and only primary or junior secondary education. Organised into teams of 10 supported by two supervisors per team to perform largely unskilled work, their performance was satisfactory but achieved at a high cost. Of the remaining 170 workers, only 20 were Timorese from other districts. The remaining 150 were Indonesian and Filipino.

The capacity to supply any of the inputs that will be needed to construct and operate the facilities envisaged by ZEESM<sup>41</sup> is also extremely limited, as was again evident in the experience of the Japanese firm constructing Mahata. A survey of potential sources of supply in Oecusse at the start of the project could only identify crushed sand, rock and the services of a local crushing firm, and the capacity of the local crushing machine subsequently proved to be inadequate. Additional supplies of crushed rock had to be sourced from elsewhere. All other inputs were brought from Dili by sea. This included accommodation and food for the workers. ZEESM will need to invest in extensive capacity building among women and men if it is to achieve its social target of providing employment for 6000 Timorese.<sup>42</sup>

**Small and weak informal sector and commercial institutions:** Even the informal sector has limited capacity to provide accommodation, food & related services, commercial services such as



photocopying and printing, basic retail goods, hardware, building materials, cement and spare parts and minor repairs. Commercial institutions are also weak. As of November 2013, the district Chamber of Commerce and Industry was not functioning. Banking facilities are limited and there are few credit facilities. In rural areas cash incomes are small and many transactions are conducted by barter. Competition from Indonesian producers and traders has limited the ability of enterprises in Oecusse to grow and diversify. Women’s capacity to build successful micro enterprises when provided with technical support and start-up resources has been demonstrated by groups such as the savings self-help groups in Malelat. However, lack of access to sources of micro capital and training and support on micro enterprise development has limited such opportunities to the few groups able to attract the interest of development agencies and the few who are able to meet the criteria set by local micro credit NGOs.



**Poor access to Dili:** This is another obstacle to development. Currently access is by road, the ferry from Dili or a small charter plane from Dili. The road journey takes around five hours and the round trip requires two Indonesian and one Timorese visa and reporting each way to no less than twelve different officials – Timorese and Indonesian police and immigration and Indonesian security for passengers plus customs for the vehicle at each border.

Even if the road, which is very rough for much of the drive from Dili to the border and particularly from the border at Wini to Pante Macassar, is improved investors and high-end tourists are likely to be discouraged by the long drive and the bureaucracy involved. An official from the Japanese firm responsible for the port at Mahata had brought a small group of Japanese investors by road from Dili to assess investment opportunities in Oecusse. They found the long journey tiring and unacceptable (Box 10). The ferry between Dili and Pante Macassar is usually crowded, takes several uncomfortable hours and is also unlikely to meet the needs of investors. Upgrading the airport will help but even a new airport is likely to find it difficult to attract regional airlines on a regular basis.

**Box 10**  
*“Too difficult, better to invest in Indonesia or Thailand”*  
 Japanese businessman visiting Oecusse.

The economic development of Oecusse through ZEESM will need to focus on developing basic infrastructure and human resources if the women and men of Oecusse are to benefit instead of being bypassed. Construction of the facilities at Mahata prioritised commercial imperatives. The port was completed to a high standard in only 14 months. Although the people of Oecusse will benefit from use of the facilities, they were largely bypassed and benefited little from the construction process. While this is an understandable approach from a commercial firm, it is an approach that will not sit well with the social objectives of ZEESM.

The development of tourism, which has been identified as an area for investment by ZEESM, offers an alternative strategy that is more consistent with ZEESM social objectives. Budget tourism catering for families would offer opportunities for families and communities to develop, with appropriate support, simple homestay facilities and related services while fostering the development of an entrepreneurial culture and building business skills. Women’s traditional roles and skills give them a comparative advantage in meeting the needs of family-oriented tourism for accommodation and food services,

while men's experience in constructing traditional houses could be utilised in constructing and maintaining simple accommodation. The informal sector offers similar opportunities to build business and practical skills around family or community-based enterprises that could utilise the skills and experience of both women and men, as well as providing a future for their children. An important advantage of this approach is its potential for promoting gender equality and the economic participation of both women and men through the involvement of whole families and communities.

## Recommendations

- 3.a Undertake/support/commission a study (with SEPFOPE, the Chamber of Commerce, and women in the business community) to identify:
  - Potential employment opportunities for women in areas such as budget tourism, backpacker accommodation, street foods, and handicrafts with relatively low entry costs
  - The training needed for women to gain employment or develop micro enterprises in these fields
- 3.b Use the results of the study as input to the development of training and mentoring programmes to assist women, including young women graduates from the Dili Institute of Technology Oecusse campus, to set up micro enterprises
- 3.c Use the results of the study to inform banks and micro credit groups about the business potential of women in small business and their credit and savings needs
- 3.d Undertake/support/commission studies to identify and learn from experiences in other countries of family and community-oriented development of homestay facilities and other tourist services and informal sector enterprises
- 3.e Undertake/support/commission studies of experience in other countries of promoting business skills and an entrepreneurial culture on a community-wide scale, including through education (European Commission 2004)
- 3.f Use the results of these studies to develop and implement pilot projects and support these with activities among women, communities and commercial institutions to raise gender awareness and promote women's participation and gender equality in business.

#### 4. SOCIAL CAPITAL ISSUES



In the ZEESM situational analysis, the Social Capital thematic area covered health, education, social protection, employment, environment, culture, civil society and gender.

Readers should refer to Section D ‘Key Findings of the Social Capital Sector’ of the ZEESM Technical Team report for details.<sup>43</sup>

The analysis in this section concentrates on the labour force, education and training and employment. Access to health care and related services, employment and violence against women, are covered in Section II.

**Small labour force:** The small size of the population is a major challenge for ZEESM, which envisages employing large numbers of the local labour force as the main mechanism for delivering social benefits to the people of Oecusse and ultimately reducing poverty and increasing development.\*

The size and age composition of the population have implications for the size of the local labour force available to ZEESM in the future. In 2010, the population was just over 63,000; 52% were of working age (15 – 64 years); women slightly outnumbering men in this age group. 48% were dependents (44% children under 15 and 4% elderly over 64).<sup>44</sup>

**Low levels of education:** Education levels influence the quality of the current and future labour force. Education levels in Oecusse are low, particularly for older women and in some districts. Only 30% of females and 35% of males aged 15 and above have completed primary school and only 9% of females and 16% of males aged 19 and above have completed secondary school.<sup>45</sup>

The quality of human resources is improving only slowly because as levels of school attendance in Oecusse are also low, even in recent years (Chart 10).

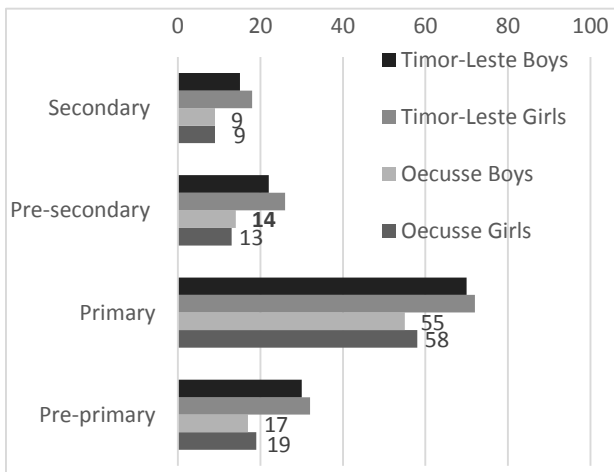


Chart 10. Percentage of children attending the level of schooling appropriate for their age (Net Attendance Ratio)  
Source: 2010 Census Vol 14 Table 42

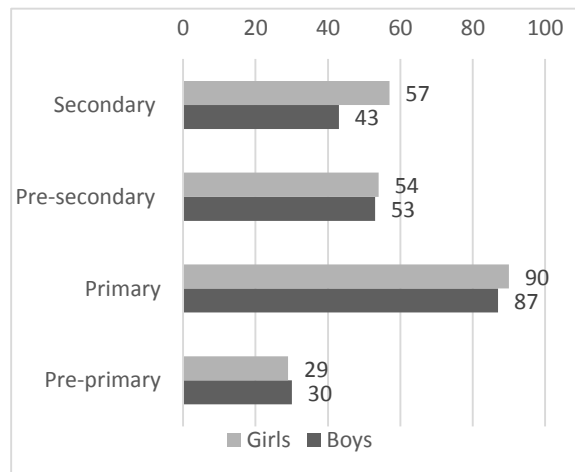


Chart 11 Percentage of school age population attending school by level, regardless of age in level (2010 Census)  
Source: 2010 Census Vol 14 Table 43

\* A figure of 6000 jobs for Timorese has often been mentioned (<http://renova-timor.blogspot.com.au/2013/05/economic-zone-in-oe-cusse-will-employ.html>).

The percentage of the official school age population attending school by level regardless of age (gross attendance rate) is higher than the net attendance rate because many children only enrol in school at older ages and many also have to repeat grades (Chart 11). As a result, many older children are still in primary school, which probably also contributes to higher dropout rates.

The absolute numbers of children attending school in Oecusse are relatively small. In 2013, although just over 19,100 children were attending primary school in Oecusse, less than 2000 attended secondary school. Net attendance ratios were slightly higher for girls up to secondary level. Only 161 students were studying at university level from the whole of Oecusse and only 40 of these were women (District Ministry of Education data).

Girls are slightly more than half of the potential school population and more than half of current students at all levels except university. Increasing access to education for girls and women will be essential to improve the quality of the local labour force for ZEESM.

**Low quality of education:** The quality of education provided is also limited. Many teachers in Oecusse have low educational qualifications: 72 percent of teachers held only a high school certificate. Women made up 54% of teachers but were less qualified than men (Chart 12). More women than men held only the lowest qualification, a high school certificate while more men than women held degrees and diplomas.

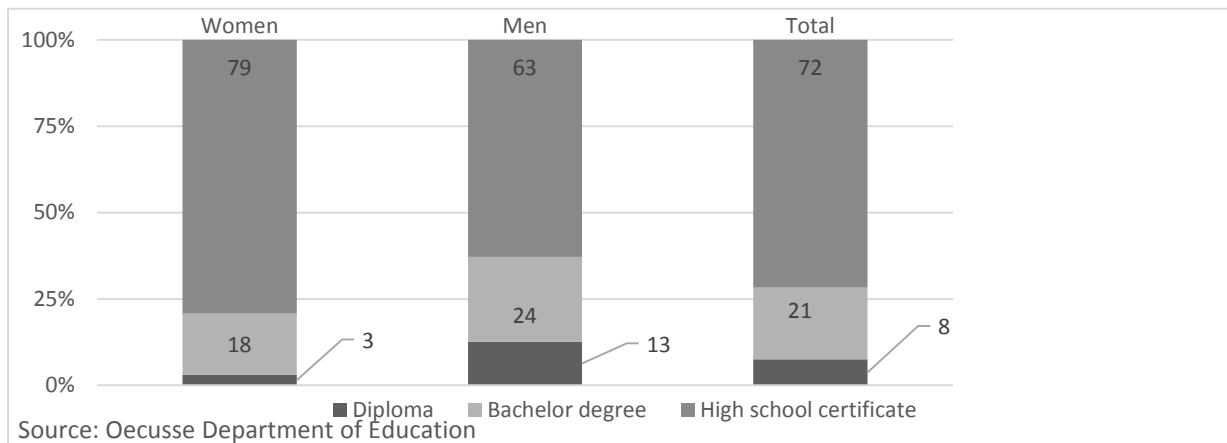


Chart 12. Qualifications of teachers by sex Oecusse 2013

Efforts are being made to upgrade teacher qualifications but this is sometimes at the cost of the education of children currently in school. Parents in one focus group complained that their children were being sent home early from school so that their teachers could take in-service training courses. School facilities in many subdistricts were also poor (Box 11). Of 168 schools in the District, 114 were in permanent and 28 in semi-permanent buildings.

**Box 11**

Many schools lack basic furniture and equipment. In one Suco visited, the Gender Assessment Team was told that children had to provide their own chairs. In another, the building that had been used for pre-school classes had completely collapsed. The Suco Council had arranged for the classes to be held in the community hall. However, classes had to be cancelled whenever the building was required for meetings (such as the gender assessment focus group discussions).

Lack of sanitary facilities and separate toilets for girls can discourage older girls from attending school, particularly during menstruation. Ministry

data indicated the number of toilets and described their general condition but did not specify whether there were separate facilities for girls. Of 341 toilets in schools, 119 were described as “not in a good condition.” Many of these lacked water.

Distance or the time taken to reach the nearest school may also reduce school attendance, either because of parental concern for girls’ security or because girls (and boys) are needed at home to help with domestic chores. The average journey to school for primary level rural students was 1.6 kilometres and 43 minutes. For secondary level rural students the average journey was 5.1 kilometres and just over one hour.

The small population and low levels of education are a challenge for the ZEESM project from two perspectives. They limit the capacity for the local economy to supply the quantity and quality of labour that will be required by the project during the construction phase and particularly during the operation phases. International hotels, tourist facilities, hospitals and educational institutions require a highly educated and skilled work force that is unlikely to be available in Oecusse for many years. Low levels of education and training will also limit the ability of Oecusse people to benefit from ZEESM through employment.

**Low levels of skill and limited access to vocational training:** The construction phase will require large numbers of workers with skills rather than high levels of education. Existing levels of education may be sufficient for workers to acquire many of the skills required through vocational training. However, such opportunities are also very limited. In 2007 only 0.2% of households in Oecusse regularly used a vocational centre. Since the average distance for users was only 3.3 kilometres and travel time only 19 minutes, most of these seem to have been in urban areas.

Focus group discussions and a briefing of the ZEESM technical team by the local office of the Secretariat of State for Vocational Training and Employment (SEFOPE) revealed that much of the limited vocational training that has been provided in Oecusse has not been well-linked to employment opportunities. Its impact has therefore been relatively weak.

The impact of many of the courses provided at the local campus of the Dili Institute of Technology (DIT) also seems limited. Courses in business management, for example, seemed rather theoretical with limited practical content. Staff said that they had no programmes to identify potential business or self-employment opportunities in the local economy or to link graduates to micro-credit institutions or banks. No tracer studies had been conducted to discover whether graduates had found employment or whether the skills gained in their courses were being utilised.

Lack of infrastructure, particularly electricity, is a major obstacle to training and business development. The computer course at DIT is largely theoretical because there is no power to run the computers. (They have a generator but no budget for fuel to operate it.) A practical class is held at night after 7:00 pm when the electricity is turned on. As a result, men do not learn to use the kind of power tools that would have to be used on ZEESM construction projects and women do not learn to use the kinds of electric cleaning and cooking equipment that would be used in even relatively basic worker or tourist accommodation.

The gap between existing skill levels in Oecusse and the skill levels that would be required during the construction phase of ZEESM is probably larger for men than for women. Women may be more easily absorbed into paid employment providing accommodation, food and beverage services to workers employed on ZEESM construction projects on the basis of skills developed through their traditional gender roles.

## Potential impact of changing employment patterns on gender relations:

### Box 12

Asked whether they would allow their wives to work for ZEESM, men in some communities were open and said it would be fine while others simply said “No!” When asked how the family might manage cooking, care of the children and housework if their wives worked on the project, some men said they would cook and care for the children, explaining that they already do so when their wives work in the fields or fetch water or firewood.

Significant increases in women’s paid employment has the potential to disrupt gender relations in some families and create social problems if communities are not prepared and supported to adapt to



changes in gender roles and norms. Focus group discussions revealed considerable differences

between communities in men’s attitudes to the possibility of their wives and daughters working in ZEESM-related accommodation or food services (Box 12).

## Recommendations

- 4.a Provide vocational training and training on micro enterprise development through SEPFOPE and other training institutions in ways that will enable women to participate. Link graduates to potential employers, sources of micro credit, business advice and mentoring.
- 4.b Work with schools to raise awareness among students and parents of the importance of education in helping boys and girls to get jobs in ZEESM enterprises.
- 4.c Encourage ZEESM enterprises to provide scholarships, internships and other forms of encouragement to help girls and young women to continue their education to university level, particularly in technical disciplines.
- 4.d Support SEPI, gender experts and local NGOs to work with communities and Suco Councils to raise gender awareness, particularly among men, in relation to the impact of ZEESM-related development and to help communities and families to adapt and manage the changing gender relations that may result.



## 5. GOVERNANCE FRAMEWORK AND INSTITUTIONAL DEVELOPMENT ISSUES

*Readers should also consult Section E 'Key Findings in the Institutions Sector' of the report by the ZEESM Technical Team.<sup>46</sup>*

The governance framework for the ZEESM pilot is a fundamental issue because of its implications for all aspects of implementation and decision-making, including women's participation in decision making. When the consultations for this gender assessment took place, the conceptual framework for its governance structure was in the initial stages of discussion and the law to regulate the programme had not been drafted. At that time, as part of the decentralization programme through the establishment of municipalities, the government had just launched discussions on a pre-deconcentration phase and had nominated a former District Administrator to oversee this process in Oecusse Ambeno.

However the implications of the pre-deconcentration phase for local government in Oecusse were unclear, including to local authority representatives interviewed by the Gender Assessment Team. In particular, people were unclear about the implications for the elected Suco Councils and how local government would relate to the ZEESM governing structure. Most people consulted had a basic understanding of ZEESM but were not sufficiently informed to understand the far reaching implications of the specific ZEESM governance framework.

Under the Constitution the enclave of Oecusse Ambeno and the island of Atauro enjoy "special administrative and economic status" and are to be "governed by a special administrative policy and economic treatment."<sup>\*</sup> This raises further questions around how Oecusse will be distinguished from the other districts, given that ZEESM is a pilot project for a programme to replicate the social market economy model in other districts.

The original ZEESM planned programmes were located in the Sub-district of Pante Macassar and covered the Sucos of Costa, Lalisuc and Lifau.<sup>47</sup> It was assumed that a ZEESM administrative authority would also cover this area. In the initial discussions with Dr Mari Alkatiri, who had been nominated by the Government to assess the viability of such an initiative, the Team had been informed that the programme would cover only the area covered by the Master Plan, although there were concerns that the other sub-districts in Oecusse should also be linked to the development in order to avoid creating social inequalities.

Apart from specific gender issues, women's participation in ZEESM-related decision making requires a general understanding of the main governance issues. The Gender Assessment Team therefore focused on identifying the main issues to be considered in developing the governance framework for ZEESM, the capacity of local mechanisms to implement programmes, the main challenges and the gender dimensions of all aspects of the governance framework.

Prior to ZEESM, the local administering structure consisted of the District and Sub-District Administration and Suco Councils at the village level. The District and Sub-District Administration was staffed by civil servants and headed by District and Sub-District Administrators respectively. Suco Council members were elected. In some villages the Suco Councils had established informal structures at the *bairros* level to assist in organizing and mobilizing their respective communities. Some line Ministries, including Health, Education, Social Solidarity and Finance, also had representative offices

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<sup>\*</sup> For some background on local views on the special status, see Kym Holthouse and Damian Grenfell 2008: 16-18.

in Oecusse Ambeno. Several issues relating to this framework were raised during the focus groups and interviews in Oecusse.

**A disconnect between local level planning and decision making in Dili:** This disconnect was a recurring theme throughout the focus group discussions. Suco Councils met regularly to identify needs in their communities, prioritize and submit proposals to the District Administration. However these were not taken into consideration and communities continue to be underserved in terms of access to health care, education, and social protection, and under-served by public infrastructure, particularly roads, transportation and clean water.

**Poor coordination within the central government:** The Dili-Oecusse disconnect was also evident in poor coordination between central government agencies and lack of integration in policies. Buildings erected by the Ministries of Health and Justice lay empty because they had been constructed in an area that did not have access to clean water. The Team saw other examples where decision making in Dili appeared to be based on a lack of information about the situation in the district (Box 13).

A lack of coordination and forward planning was also evident when the local office of the Central Bank ran out of cash and had to wait on a shipment from Dili before it could service clients in Oecusse. On a more positive note, the District Administration had seen a gradual increase in its budget that allowed for some small projects to be developed and implemented at the local level.

**Box 13**

In the Naktuka border area, a new building for the custom service was completed and fenced. However, it was empty because there was no customs office in the area. Not five metres away, the border police struggled in a totally inadequate older building used as both a residence and office. In front of both, a third building was being erected for immigration services that also did not have an office in the area. Although very close to the Indonesian border, the police had only their personal motorbikes for transport and enough fuel for a couple of hours of electricity each day. They also raised security concerns because the modern solar lights along the main road were not working – and had never worked since they were installed - because they had not been serviced.

**Lack of repair and maintenance of**

**public buildings:** The Gender Assessment Team noticed a general lack of maintenance and repair in government buildings. Taps that did not work, windows and doors that were broken, modern toilets that were filled with rubbish, and air conditioners and generators that had broken down or run out of fuel were evident in almost every government building, including some that were quite new. Most problems would have been relatively easy to fix and could have been avoided by more care in use and basic maintenance. Poor maintenance often affected productivity and the capacity of the public sector to provide services to citizens. Yet it seemed that nothing was being done.

**An unresponsive bureaucratic system that took no account of local conditions:** Focus groups and interviews all described a highly bureaucratic governance system that was unresponsive and had no understanding of local conditions. For example, despite the distance and poor roads, government cars in Oecusse were required to be serviced in Dili. Similarly, despite the very different and difficult working conditions of sub-district administrations in isolated communities in Oecusse Ambeno, they were allocated the same budget as sub-district administrations in Dili.

**More effective governance at Suco level lacks resources:** In stark contrast to the apparent disempowerment of the staff in line Ministry offices, the team found dynamic, active and motivated

Suco Councils overcoming many challenges to find solutions and resolve issues in their communities. Given the isolation of most communities, the Suco Councils were the closest source of authority in their communities. Although members are unpaid and the Councils have funds only for meetings, most council members work almost full time on their council responsibilities. One *Chefe de Aldeia* related that his wife had begged him to resign from his position because he was not paid, did not have time for his family and as a result the thatching on their roof was falling apart.

**Better maintenance but poorer facilities at the Suco level:** Suco Council community centres were simple buildings that had been built largely with community labour of varying levels of skill. However, regardless of the quality of construction, the buildings were generally clean and tidy and the limited facilities available were in working order. The statistical charts, organogram and disaster relief plans on the walls and the simple furniture that had somehow been acquired suggested a modest sense of pride. Minute books and attendance records neatly and meticulously maintained and the concern for local issues demonstrated in the focus groups also suggested a sense of responsibility and accountability.

**Weak and unclear accountability mechanisms:** The laws of the country and the legal system are important accountability structures that provide – or should provide - mechanisms for accountability. However, these are quite weak in Oecusse, especially for women and in rural areas in general. Suco Councils complained that lack of access to the justice system in rural areas and weaknesses in the

justice system prevented victims of domestic violence from obtaining adequate remedies. With the recent passing of the ZEESM legislation, it is important that accountability mechanisms and systems are developed and that the public is made aware of how to access and use them.

**Box 14**

Due to the distance between Oecusse and Dili, people in Oecusse lack information about how their representatives perform in parliament. They are also unable to access their parliament personally. One key informant from a civil society organization, referring to issues affecting Oecusse that he felt were not being addressed in Dili, exclaimed in frustration: “If [the National] Parliament was here I would be out standing in front of it every day demanding accountability for the lack of development in Oecusse.”

Most focus groups expressed their desire for a system of governance able to respond to the needs of the citizens and be accountable. Participants referred to top down centralized decision-making processes that were totally dependent on Dili and complained that this resulted in poor services for them. For example, several Councils mentioned the plans they had prepared to identify and prioritise the most critical needs of their villages. When these were sent to the District Administration and forwarded to Dili, officials there decided they were not a priority. Suco Councils could not approach officials in Dili or hold them accountable for the continual disconnect between the situation in Oecusse and decisions made in Dili. Participants felt disempowered because they felt

that the efforts of the Suco Council and the community were not matched by a government sense of responsibility for providing basic services. They felt frustrated and unable to change the system.

People in Oecusse have high hopes and expectations from ZEESM but they are also very concerned that it will turn out to be yet another case of Dili-centric decision making that is unrelated to the real situation on the ground in Oecusse and which therefore fails to improve their lives. Participants were asked about what they hoped for from ZEESM and whether they were willing to prepare for participation in ZEESM. They usually replied that they were willing to do whatever was asked of them, but also asked how they could do this if the government did not play its part.

The governance framework is extremely important and can make a difference in building on women's current representation in the Suco Councils and promoting their participation in decision making. Although women now sit on Suco Councils due to reserved seats for women, their level of participation varies and is often discouraged within the Council itself. Women are also constrained by traditional gender roles in the home, gender-based segregation in employment and the invisibility of many of their contributions to the economy. Yet, women's participation in the economy and decision making must be increased if ZEESM is to achieve its social targets for local employment and benefitting the local population.

**Accountability for gender equality and women's empowerment:** If ZEESM is to contribute to gender equality and women's empowerment, as required of both government and the private sector under CEDAW, it will need to develop structures and mechanisms to enable women to hold ZEESM itself accountable for promoting gender equality and women's participation. Mechanisms for accountability depend on communications and information flows between the parties concerned. In Oecusse men are more likely than women to attend meetings, read newspapers, watch TV, and listen to radio, and men are the primary recipients of most of the information about ZEESM provided by meetings and through the media.\* In order to facilitate accountability to women, ZEESM needs to develop ways of communicating with women and of providing them directly with information about the project.

**Accountability mechanisms can be constructive inputs to decision making:** In the private sector, the market is the ultimate accountability mechanism constantly driving producers and enterprises toward more efficient production of more marketable products. Customers hold businesses and firms to account through the choices they make about how they spend their incomes. Enterprises that are not accountable to the market invariably fail. ZEESM enterprises will understand the importance of feedback from the market and for accountability to shareholders. As a socially-oriented undertaking that aims to reduce poverty and benefit the people of Oecusse, ZEESM management also needs good information and feedback from the people of Oecusse – women, as well as men. Decision making about the social aspects of development must be accountable to the women and men of Oecusse in order to ensure that they genuinely benefit and that the social objectives are achieved.

Changing fatalistic attitudes and empowering officials and decision makers to be pro-active in implementing policy and programmes will be a major challenge for ZEESM management. Civil servants need to take responsibility for providing high standard services to the population, to ZEESM and to enterprises. Strategies will be needed to empower communities and women to make government agencies more accountable to the population.

## Recommendations

- 5.a Include special measures to promote women's active participation and leadership and facilitate their participation in the economy and decision making in the ZEESM governance framework.

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\* The usual implicit assumption that men will pass the information on to women is unrealistic. Men may not have understood or be able to communicate the information effectively, and some women live in all-female households.

- 5.b Include democratic representation and meaningful participation and engagement with key sectors of Oecusse society including women and youth in the governance framework for ZEESM.
- 5.c Once the draft governance framework and draft law are completed help the people of Oecusse to understand its implications by disseminating a range of materials targeting the various audiences concerned, particularly women. Adapt materials to particular audiences in terms of the language used and the method of dissemination.
- 5.d Following an adequate period for people to study and discuss these materials, facilitate wide ranging consultations with all parties and encourage women's participation through appropriate choices for the location and timing of consultations, the language and medium used for communications and the kind of information provided BEFORE the consultation.
- 5.e If it proves difficult to obtain adequate feedback and inputs from women in mixed meetings, arrange special consultations with women leaders and women's groups.
- 5.f Develop mechanisms to enable ZEESM to communicate with women so that they are well informed on all aspects of ZEESM and ZEESM-related activities.\*
- 5.g Develop structures and mechanisms to enable women to monitor promotion of gender equality and women's participation in the project and its benefits. These might include regular consultations with women leaders and women's organisations and/or appointing women representatives to ZEESM decision-making bodies.

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\* including training, employment and business opportunities.

### 3 GENERAL RECOMMENDATIONS

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Section II of this assessment reviewed the gender dimensions of the social, economic and cultural situation of women and men in Oecusse to identify the main gender issues that characterise the operating environment for ZEESM. Gender norms and stereotypes are long-standing and deeply embedded in the culture of the people. Understanding the general nature of gender norms and their impact in the Oecusse context is important for ZEESM. In the long term the economic and institutional changes that ZEESM hopes to bring about will inevitably lead to changes in gender norms and stereotypes. In the short term, existing gender norms and stereotypes may lead to unintended negative consequences from ZEESM-related activities if the gendered context is not recognised and taken into account. Negative impacts are especially likely to affect women and girls but may also affect entire communities. Failure to recognise the potential negative effects of gender norms and stereotypes on ZEESM activities and to take steps to address them may also reduce the capacity of ZEESM to achieve its objectives, particularly its social objectives.

In particular, three background gender issues need to be recognised and steps taken to address them throughout the planning, development and implementation of ZEESM and ZEESM-related activities. These are:

1. Lack of recognition of women's economic activities
2. Women's low levels of participation in decision making in the public sphere
3. Lack of accurate and comprehensive data on the gendered situation of women and men due to the failure of data collection methodologies to integrate a gender perspective into data collection
4. The potential for the rapid social change envisaged under ZEESM to increase domestic violence and gender-based violence against women.

In addition to the recommendations made throughout the report (see consolidated list in ANNEX I) the following gender recommendations for ZEESM and others associated with the ZEESM pilot are based on the broader gender analysis of the situation of women and men in Oecusse.

#### **I: Promote women's direct representation and participation in ZEESM-related decision making**

Women have different interests and capacities and can bring a different perspective to decision making when their participation is valued, their views are respected and they receive appropriate support. Women representatives and participants with appropriate qualifications and experience should be identified for each specific decision-making body and process, and provided with opportunities to consult with women's groups and women in general to identify their interests and concerns and technical support on gender and the relevant technical issues.

- I.a Facilitate women's direct representation and participation in all areas of decision making related to ZEESM. Support regular monitoring and reporting of women's participation in all areas of decision making related to ZEESM and ensure that the data are disseminated to the public through the media and other means.
- I.b In particular, ensure that women are represented on and participate in decision making related to the specific bodies and mechanisms recommended by the ZEESM Technical Team:<sup>48</sup>
  - "Special Economic Zone Policy for Oecusse to identify principles, vision, approaches and goals"



- “Land Policy and a Land Acquisition Law for Oecusse to provide for land registration, titles, valuation and dispute resolution”
- “comprehensive review of the business environment to identify major institutional, legal, fiscal and economic barriers to investment, trade and growth”
- “policy note on Shared Value in Oecusse ZEESM to lay down a framework for corporate responsibility; propose mechanisms for turning citizens into shareholders; and identify how environmental benefits could accrue to the public” (including women)
- “social safeguards standards and an environmental protection policy to ensure infrastructure development does not come at the cost of loss of biodiversity, environmental degradation and rights of citizens”
- “proposal for establishing a Social Development Fund for investments in health, education and social protection; an Innovation Fund to support innovations in policy and delivery; a Social Enterprise and Economic Development (SEED) Fund to act as a Venture Capital vehicle; and a Change Management Fund that includes a Technical Advisory Services and Knowledge (TASK) Facility allowing for responsiveness to immediate implementation, technical evaluation and procurement, environment and social safeguard issues.”
- “a strong business case for the Oecusse ZEESM setting clear goals, benchmarks and oversight mechanisms” and “a marketing strategy based on the business case”
- “communication and advocacy strategy to enable continuous engagement with various stakeholders (particularly women), present coherent, targeted messages to different audiences (particularly women) and build confidence and trust through openness and communication”
- “an inter-Ministerial and stakeholder coordination group—the Change Ambassadors that will serve to develop a shared understanding of key issues, risks and opportunities and allow for joint action”
- “Citizens’ Advisory & Information Centre to serve as a means of providing information, advice and guidance to citizens” (particularly women).

## **II: Promote, support and recognise women’s economic participation**

Increasing women’s participation in economic activities, particularly paid work, is essential for the achievement of women’s empowerment and gender equality. It is important to provide the volume of local labour that ZEESM is committed to support, and it is essential if ZEESM is to achieve a significant reduction in poverty and deliver significant benefits to the people – women, men and children – of Oecusse.

II.a Develop mechanisms such as quotas and affirmative action policies to ensure that women have equal access to the new jobs and other benefits created by enterprises operating in the Zone.

II.b Develop mechanisms to collect, regularly monitor and publicly report sex-disaggregated data on access to employment in the Zone and areas affected by the Zone.

## **III: Encourage and facilitate the collection of gender-responsive data**

ZEESM will require quality data for its own decision making and to monitor progress and the achievement of results.

III.a Support the collection of gender-sensitive sex-disaggregated data through the National Statistics Directorate, sectoral ministries and international agencies.

III.b Work with data collection agencies to ensure that in accordance all individual-level data are disaggregated by sex and data collection methods take account of gender differences in the situations of women and men.

#### **IV: Promote preventive measures and monitoring of gender-based violence by communities & enterprises**

Gender-based violence - domestic violence, sexual harassment at work and trafficking in women and children – is a potential problem for ZEESM. For some individuals and communities rapid economic and social change may create conditions of uncertainty and insecurity that, under certain circumstances, may contribute to gender-based violence. Gender-based violence in the home, the work place or the community also reduces women's access to participation in public life and the economy. ZEESM should:

IV.a Develop policies and implement preventive measures on gender-based violence and sexual and other forms of harassment within ZEEMS.

IV.b Support monitoring of gender-based violence by communities, women's groups and other NGOs.

IV.c Support preventive activities and service provision for victims and their children by communities, women's groups and other NGOs.

IV.d Encourage private sector enterprises in the zone to adopt similar policies and measures internally and support similar activities within the community.

## ANNEX I. CONSOLIDATED LIST OF RECOMMENDATIONS

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### General Recommendations:

#### I: Promote women's direct representation and participation in ZEESM-related decision making

- I.a Facilitate women's direct representation and participation in all areas of decision making related to ZEESM. Support regular monitoring and reporting of women's participation in all areas of decision making related to ZEESM and ensure that the data are disseminated to the public through the media and other means.
- I.b In particular, ensure that women are represented on and participate in decision making related to the specific bodies and mechanisms recommended by the ZEESM Technical Team:49
- "Special Economic Zone Policy for Oecusse to identify principles, vision, approaches and goals"
  - "Land Policy and a Land Acquisition Law for Oecusse to provide for land registration, titles, valuation and dispute resolution"
  - "comprehensive review of the business environment to identify major institutional, legal, fiscal and economic barriers to investment, trade and growth"
  - "policy note on Shared Value in Oecusse ZEESM to lay down a framework for corporate responsibility; propose mechanisms for turning citizens into shareholders; and identify how environmental benefits could accrue to the public" (including women)
  - "social safeguards standards and an environmental protection policy to ensure infrastructure development does not come at the cost of loss of biodiversity, environmental degradation and rights of citizens"
  - "proposal for establishing a Social Development Fund for investments in health, education and social protection; an Innovation Fund to support innovations in policy and delivery; a Social Enterprise and Economic Development (SEED) Fund to act as a Venture Capital vehicle; and a Change Management Fund that includes a Technical Advisory Services and Knowledge (TASK) Facility allowing for responsiveness to immediate implementation, technical evaluation and procurement, environment and social safeguard issues."
  - "a strong business case for the Oecusse ZEESM setting clear goals, benchmarks and oversight mechanisms" and "a marketing strategy based on the business case"
  - "communication and advocacy strategy to enable continuous engagement with various stakeholders (particularly women), present coherent, targeted messages to different audiences (particularly women) and build confidence and trust through openness and communication"
  - "an inter-Ministerial and stakeholder coordination group—the Change Ambassadors that will serve to develop a shared understanding of key issues, risks and opportunities and allow for joint action"
  - "Citizens' Advisory & Information Centre to serve as a means of providing information, advice and guidance to citizens" (particularly women).

## **II: Promote, support and recognise women's economic participation**

- II.a Develop mechanisms such as quotas and affirmative action policies to ensure that women have equal access to the new jobs and other benefits created by enterprises operating in the Zone.
- II.b Develop mechanisms to collect, regularly monitor and publicly report sex-disaggregated data on access to employment in the Zone and areas affected by the Zone.

## **III: Encourage and facilitate the collection of gender-responsive data**

- III.a Support the collection of gender-sensitive sex-disaggregated data through the National Statistics Directorate, sectoral ministries and international agencies.
- III.b Work with data collection agencies to ensure that In accordance all individual-level data are disaggregated by sex and data collection methods take account of gender differences in the situations of women and men.

## **IV: Promote monitoring of gender-based violence and preventive measures by communities & enterprises**

- IV.a Develop policies and implement preventive measures on gender-based violence and sexual and other forms of harassment within ZEEMS.
- IV.b Support monitoring of gender-based violence by communities, women's groups and other NGOs.
- IV.c Support preventive activities and service provision for victims and their children by communities, women's groups and other NGOs.
- IV.c Encourage private sector enterprises in the zone to adopt similar policies and measures internally and support similar activities within the community.

## **Gender analysis of ZEESM thematic areas**

### **1. Land and Property**

- 1.a Support women through information campaigns, workshops and technical support to understand the issues involved in the Land Policy and Land Acquisition Law for Oecusse proposed by the ZEESM Technical Team<sup>50</sup> and to identify and articulate their specific interests and concerns.
- 1.b Facilitate women's participation to ensure that their views are articulated and heard during all negotiations on land and property matters
- 1.c Establish a mechanism to ensure that women are directly represented, preferably by appropriately qualified women, in all land and property negotiations and that women's interests in land and property are protected.
- 1.d Undertake a survey of the ownership of all land and property that may be subject to appropriation to identify the specific property rights of women and men and widely disseminate the results to inform discussions around the issue of compensation.

- 1.e Undertake a survey of women's interests and concerns about relocation among the families likely to be relocated and ensure that the results are widely publicised to inform discussions and decision making on relocation. Pay special attention to the value of proximity to neighbours and family and access to economic resources in the current location, and to low income groups such as the salt-making families in Pante Macassar.

## 2. Infrastructure Development

- 2.a Establish formal mechanisms to involve women in all infrastructure-related decision-making at all levels.
- 2.b Require a formal gender analysis to be undertaken for all major infrastructure projects to ensure that women's needs and concerns are integrated and inadvertent negative impacts on women are avoided.
- 2.c Prioritise the improvement of local roads and encourage the development of public transport that is suitable for women and children. (Consider supporting women or communities to develop small women-operated transport services for women and children.)
- 2.d Train women construction and maintenance of roads and other community infrastructure and employ a minimum quota of women in local and district infrastructure projects.
- 2.e Consult women using the ferry service between Dili and Oecusse on their particular needs and suggestions for improvements and incorporate these in upgrading the facilities and service.
- 2.f Prioritise the provision of electricity to rural areas and the majority of households using appropriate technologies, including solar and wind power.
- 2.g Undertake a study to identify low cost, sustainable technologies for generating power at a community and household level, including wind and solar technologies. Assess the capacity of the *Centro Nacional de Emprego e Formação Profissional*, Tibar (which has a high proportion of women trainees) and other national technical training institutions to support implementation of community-level schemes.
- 2.h Prioritise improvement of access to clean water for rural households and ensure that women are involved in decisions about the location and design of all water facilities.

## 3. Economic Development

- 3.a Undertake/support/commission a study (with SEPFOPE, the Chamber of Commerce, and women in the business community) to identify:
  - Potential employment opportunities for women in areas such as budget tourism, backpacker accommodation, street foods, and handicrafts with relatively low entry costs
  - The training needed for women to gain employment or develop micro enterprises in these fields
- 3.b Use the results of the study as input to the development of training and mentoring programmes to assist women, including young women graduates from the Dili Institute of Technology Oecusse campus, to set up micro enterprises
- 3.c Use the results of the study to inform banks and micro credit groups about the business potential of women in small business and their credit and savings needs

- 3.d Undertake/support/commission studies to identify and learn from experiences in other countries of family and community-oriented development of homestay facilities and other tourist services and informal sector enterprises
- 3.e Undertake/support/commission studies of experience in other countries of promoting business skills and an entrepreneurial culture on a community-wide scale, including through education (European Commission 2004)
- 3.f Use the results of these studies to develop and implement pilot projects and support these with activities among women, communities and commercial institutions to raise gender awareness and promote women's participation and gender equality in business.

#### 4. Social Capital

- 4.a Undertake a study (with the support of ZEESM, SEFOPE, the Chamber of Commerce, and women in the business community) to identify:
  - Potential employment opportunities for women in areas such as budget tourism, backpacker accommodation, street foods, and handicrafts with relatively low entry costs
  - The training needed by women to gain employment or develop micro enterprises in these fields
- 4.b Provide this training through SEFOPE and other training institutions in ways that will enable women to participate.
- 4.c Work with schools to raise awareness among students and parents of the importance of education in helping boys and girls to get jobs in ZEESM enterprises.
- 4.d Encourage ZEESM enterprises to provide scholarships, internships and other forms of encouragement to help girls and young women to continue their education to university level, particularly in technical disciplines.
- 4.e Support SEPI, gender experts, local NGOs to work with communities and Suco Councils to raise gender awareness, particularly among men, in relation to the impact of ZEESM-related development and to help communities and families to adapt and manage the changing gender relations that may result.

#### 5. Governance Framework and Institutional Development

- 5.a Include special measures to promote women's active participation and leadership and facilitate their participation in the economy and decision making in the ZEESM governance framework.
- 5.b Include democratic representation and meaningful participation and engagement with key sectors of Oecusse society including women and youth in the governance framework for ZEESM.
- 5.c Once the draft governance framework and draft law are completed help the people of Oecusse to understand its implications by disseminating a range of materials targeting the various audiences concerned, particularly women. Adapt materials to particular audiences in terms of the language used and the method of dissemination.
- 5.d Following an adequate period for people to study and discuss these materials, facilitate wide ranging consultations with all parties and encourage women's participation through



appropriate choices for the location and timing of consultations, the language and medium used for communications and the kind of information provided BEFORE the consultation.

- 5.e If it proves difficult to obtain feedback and inputs from women in mixed meetings, arrange special consultations with women leaders and women's groups
- 5.f Develop mechanisms to enable ZEESM to communicate with women so that they are well informed on all aspects of ZEESM and ZEESM-related activities\*
- 5.g Develop structures and mechanisms to enable women to monitor promotion of gender equality and women's participation in the project and its benefits. These might include regular consultations with women leaders and women's organisations and/or appointing women representatives to ZEESM decision-making bodies.

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\* including training, employment and business opportunities.

## ANNEX II: METHODOLOGY

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Data for the assessment were collected through key informant interviews in Dili and Pante Macassar and focus group discussions organised through *Conselho do Suco* (Suco Councils) in Oecusse.

### Key informant interviews in Dili

During the preparatory phase of the assessment 5 - 12 August 2013 the Gender Assessment Team met with the following decision makers in Dili to obtain information on the national dimensions and context of the proposed Special Social Economy Market Zones in general and the Oecusse pilot in particular:

- Dr Mari Alkatiri, Former Prime Minister and Head of the Oecusse Pilot
- Members of the Technical Team conducting the situational analysis for the Oecusse Pilot including:
  - Mr Arsenio Bano, Team leader
  - Mr Regio Lafu, Leader of the Social Capital group
  - Mr Angelo de Almeida, Leader of the Governance and Institutional Framework group
  - Mr Pedro Sousa, Leader of Land and Property group
- Mr Francisco Kabualdi, Minister for Tourism
- Mr Gastao Sousa, Minister for Public Works
- Mr Pedro Larranjeira and Mr Crisogno Araujo (Director of Consular Affairs), and the Team from Ministry of Foreign Affairs and Cooperation dealing with border negotiations,
- Mr Lourenco Fontes, Director General Ministry of Agriculture
- Ms Kathleen Goncalves, Vice President, Chamber of Commerce and members of the Women's Business Association
- Ms Lola Reis, General Manager, Moris Rasik.

### Key informant interviews in Oecusse

In Oecusse, the Team met with:

- *Administrador Distrito, Sub Administrador distrito, Camara do Comercio*
- *Moris Rasik*, a major national micro credit NGO operating in Oecusse
- The police
- Staff of the Dili Institute of Technology, Oecusse campus

The Team also visited and were given a briefing on the construction of *Porto Mahata*, and visited the traditional market in Oesilo, *Bendungan di Naktuka* (disputed territory).

### Administrative data and national statistics

During field work, data was requested from ministries located in Oecusse. In particular, the local education office provided data on schools, staff and students. National data sources, primarily Department of Statistics surveys and censuses covering Oecusse, also provided quantitative data and statistics.

## Focus group discussions in Oecusse

Over 17 days of field work between 29 August and 15 September 2013, focus group discussions were held with a number of Suco Councils\* (*Conselho do Suco*), in four districts:

- **District Pante Macassar** covering Sucos Naimeco, Cunha, Taiboco, Bobocasse, Lalisuk, Costa, Nipane and Lifau
- **District Passabe:** Suco Abani and Suco Malelat
- **District Nitibe:** Sucos Banafe, Lelaufe, Usitaco, Beneufe and Suniufe)
- **District Oesilo:** Sucos Usitaqueno, Usitasae and Bobometo.

Focus group discussions with members of the Suco Councils, who are elected by their communities, provided information on the situation of women and men in the local economy, social issues and community problems. As information had also been provided from several sources about the ZEEISM project, focus groups also discussed community attitudes toward the project, the hopes and concerns of women and men and any issues related to the project (See Focus Group Discussion Schedule Annex II).

The focus group discussions were held in the community centre which usually also housed a small Suco office. The walls of the office usually displayed charts of Suco statistics covering population, animals and crops, an organisation chart for the Suco Council and a Suco Disaster Plan. Several also housed administrative records, including detailed minutes of past Council meetings.

## Focus group issues

The Gender Assessment Team was very conscious of the need to create an inclusive space where women were encouraged and supported to speak. Women's traditional role is in the private sphere of the home, while men's traditional role in the public sphere gives them an advantage in assuming leadership and attaining political and economic power in the modern context.<sup>51</sup> However, government policy promotes women's participation in public decision making by reserving three positions on Suco Councils for women, two for 'general' women representatives and one for a female youth representative. Although in theory women can be elected to any post, all other members of all Suco Councils in Oecusse were men.

As a result, most of the participants in the focus groups were men. They included the male Village Chief (*Chefe de Suco*), male Hamlet Chiefs (*Chefes de Aldeia*) from neighbouring communities, male village elders (*lia nain*),<sup>52</sup> a male and a female youth representative and the two women's representatives.

During preparations for the formal consultations the possibility of separate focus groups for women and men was discussed. However, the women particularly requested joint consultations. They argued that they needed to participate in a forum that enabled men to hear them express their views and be taken seriously. The focus groups were considered an opportunity to challenge and change the attitudes of male members of the Council and increase respect for women's opinions.

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\* Members are formally elected in a national elections but Suco councils are not part of the official government structure and do not receive financial resources from the central government. They deal with local affairs including maintenance of local roads and facilities.

## Language and translations

Members of the Gender Assessment Team spoke *Tetum*, Portuguese and *Bahasa Indonesia*, which is widely used in Oecusse. However, while most of the men, particularly leaders, spoke *Tetum*, many women and some older men did not.<sup>53</sup> Most adult women and men in Oecusse understood *Bahasa Indonesia* in everyday conversation but were not comfortable using it for more complicated discussions.

Preliminary discussions showed that many older women did not feel sufficiently confident to contribute in *Tetum* or *Bahasa Indonesia* to discussions in formal meetings and very few could speak Portuguese. If the general discussion was in *Tetum* or *Bahasa Indonesia* they remained silent even if invited to use the local language. The few women who used *Bahasa Indonesia* were mainly younger and had higher levels of education. As a result, all presentations, questions and discussions were translated into *Baiqueno* by team members from FEEO, who also translated responses in *Baiqueno* back to Team members. (The Gender Adviser on the ZEESM Technical Team, who also attended most of the focus groups, also assisted with translation to and from *Baiqueno*.) Participants who were fluent in the national language or *Bahasa* were also asked to use *Baiqueno* for the benefit of those who were not. This increased participation in the discussions, both generally and particularly for women. Participants responded more freely in the local language once they heard it being used as the main language of communication. The translations were also useful in revealing areas of confusion on both sides of the discussion, improving participants' understanding of the team's presentations and questions and the team's understanding of participants' responses and questions.

## Women's participation and gender relations

The usefulness of focus groups for the gender assessment depended on achieving active and informed participation from both women and men. The women's representatives on the *Conselho do Suco* potentially provided an opportunity to hear the voices and views of women from the community. However, some of the general women's representatives did not attend the meetings. Due to the time required for travel, meetings were held during the late morning, when older women were probably busy. Even when the general women representatives were present it was often difficult to hear their views. Although they had requested joint focus groups with the men, some seemed too shy to speak. Sometimes when a woman tried to express her views she would be interrupted by a man who insisted on speaking for her.

Obtaining input from women was addressed in several ways. The introduction to the focus group discussions was used to explain the concept of gender\* and to explain that, because women and men had different experiences and different kinds of information, the Team needed to hear directly from both sexes. The facilitator then insisted on hearing separately from men and from women (allowing the men to be heard first). If a woman was interrupted by a man, the facilitator intervened politely to enable the woman to be heard while allowing the man to have his say later.

Usually women from the community would gather around the community centre, whether preparing food for the meeting or just passing time in the neighbourhood. Every opportunity was taken to

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\* Most participants claimed to have heard of the term and knew that it related to women and men.

discuss the focus group topics with women in general, sometimes resulting in views that differed from the responses obtained in the formal focus groups.

A separate meeting with women from self-help savings groups in Suco Malelat and their participation in the final feedback workshop in District Passabe provided an opportunity to hear from a group of particularly empowered, well organised and articulate women.

### Limited understanding of the ZEESM project

As field work progressed the Gender Assessment Team also realised that communities, particularly those more remote from Pante Macassar, were often not well informed about the ZEESM project. Information was often disseminated in the media in the national languages of *Tetum* and Portuguese, which many adults in rural areas could not understand. As a result, although almost all said that they had heard of the project, many were unclear about the details. This made it difficult for them to consider in practical terms how the project might affect them. It would also have limited their ability to contribute effectively to the community consultations that were being held about ZEESM.

The leader of the Gender Assessment Team was able to obtain electronic copies of some of the visual materials distributed by ZEESM. She then presented them on a small computer with a translation in *Baiqueno* by the team members from FEEO. This was well received and generated much discussion and many questions.

### Reporting back and validation

Reporting the main findings back to the women and men of Oecusse was an important principle of the gender assessment. The report back process was designed to help women and men to understand the complex social, economic, governance and gender issues involved in ZEESM and to prepare themselves to participate in the project and its potential benefits. Reporting back also created an opportunity to validate the assessment findings against the knowledge and perspectives of the participants.

Reporting back was the primary function of the final mission to Oecusse 18-21 November 2013. The findings were presented to participants from Suco Abani and to women from the Passabe savings groups in the Abani *Kecamatan* office on 19 November. Participants from Sucos Naimeco, Cunha, Lalisuc, Costa, Lifau and Bobocase and from Oesilo, Beneufe, Taiboco and Nipane attended a presentation in the new municipal office in Pante Macassar on 20 November. The Powerpoint presentation in *Bahasa Indonesia* was accompanied by a full translation in *Baiqueno*.

## ANNEX III FOCUS GROUP DISCUSSION SCHEDULE

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1. Introduce the team and the project. Purpose of the visit – to inform participants about ZEESM and to learn about their issues and how the project might assist
2. Participants introduce themselves. Ask each person to introduce her/himself. Ensure that women introduce themselves and try to control any tendency for men or the Chefe de Suco to take over.
3. What is their role in the community? – encourage each participant, particularly women, to explain their own role and control any interruptions by others.
4. What is the main activity of men in this suco? What is the main activity of the women?

Ask for men to answer the first and women the second. Introduce the term gender. Explain that it is about women and men and their differences. Women and men do different things and have different kinds of knowledge so we need to hear from both. Women members of the Suco Council represent all the women in the Suco so they have a responsibility to speak up for other women. Women and men are equal under the constitution of Timor-Leste so men have a responsibility to listen and to respect what women have to say. (Ensure that the women are able to speak for themselves.)

5. What are the main issues and problems for men?
6. What are the main issues and problems for women?
7. So what are the most important things that would help men?
8. What are the most important things that would help women?
9. What do they know about the ZEESM project?
10. What benefits do they hope to gain from the project? How might it help women? How might it help men? How might their children (girls, boys) benefit? What might prevent them from gaining these benefits?
11. What concerns do they have about the project? What do they NOT want from the project? Are they concerned about any negative effects on women/men/children? How could these negative effects be reduced?
12. ZEESM might provide new jobs for women or for men. Ask the men whether they would permit their wives or daughters to take jobs with ZEESM. If their wives were to gain employment through ZEESM (for example, in tourist hotels, restaurants) who would do the cooking and housework at home?



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### 3.1.2 Abbreviations

CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPLP	Community of Portuguese Speaking Countries
DHS	Demographic and Health Survey
FEEO	<i>Fundasaun Esperansa Enclave Oe-Cusse</i>
ILO	International Labour Organization
LFS	Labour Force Survey
SLS	Survey of Living Standards
MDGs	Millennium Development Goals
SEFPOPE	Secretary of State for Vocational Training and Employment (Secretaria de Estado Para a Política de Formação Profissional E Emprego)
TL	Timor-Leste UNDAF United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UNIFEM	United Nations Development Fund for Women
UN Women	United Nations Gender Entity
WB	World Bank
ZEESM	Special Social Economy Market Zone

### 3.1.3 Glossary

*Empowerment* is ‘the expansion in people’s ability to make strategic life choices in a context where this ability was previously denied to them.’ \*

*Gender* refers to the range of physical, biological, mental and behavioural characteristics that are culturally defined as “appropriate” and expected for males or females. These give rise to different needs and priorities, different opportunities and the potential for different costs and benefits for women and men (girls and boys) in relation to a policy, programme or, in this case, the ZEESM project.

It is a set of social, economic and cultural roles and norms or stereotypes associated with being female or being male in a particular society. Gender roles and stereotypes are different among different societies and among groups and also change over time. Gender refers to feminine and masculine categories, meaning “like a female is expected to be/do” or “like a male is expected to be/do”. Biologically male people can have feminine characteristics or roles, and biologically female people can have masculine characteristics or roles.

A *gender assessment* is usually an external evaluation of the policies, programmes, plans, strategies and budget allocations of an organization or agency from a gender perspective. It assesses achievements and programme impact. An alternative approach advocated here is the integration of gender within other assessments, in this case the situation assessment and the capacity assessment conducted by the ZEESM Technical Team.

*Gender-biased* refers to policies, plans, programmes or actions that discriminate on a *de jure* or *de facto* basis on the grounds of sex. It is *unfair* treatment of women and men or boys and girls because of their sex. Gender bias may result in discriminatory treatment or unequal opportunity.

*Gender equality* exists when women and men are equally free to develop their personal abilities and to make choices in their lives without the limitations set by gender roles. Gender equality requires that the different needs, situations, behaviours and aspirations of women and men are recognised, considered, valued and treated equally.

*Gender-blind* refers to policies, plans, programmes or actions that fail to recognize gender as a factor. Gender blind is ignoring or failing to address the differences between women and men or girls and boys in policies, Programmes, projects, budgets etc.

*Gender mainstreaming* is integrating into policies, plans and programmes an understanding of how differences between women and men affect their participation in the economy, politics and decision making, and their access to employment, resources and services etc.

“Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.” United Nations Economic and Social Council (ECOSOC), July 1997).

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\* Naila Kabeer 2001.

*Gender-neutral* refers to policies, plans, programmes or actions that *de facto* do not have a differential impact on women and men or girls and boys. While a specific measure may be gender neutral in having the same effect for both females and males, gender differences are so pervasive that the possibility that it may have different effects must ALWAYS be considered.

*Gender-sensitive/ Gender-responsive* refers to policies, plans, programmes or actions that explicitly recognize differences between women and men, boys and girls through the appropriate use of sex-disaggregated data and which take such differences into account in order to promote equality between women and men, girls and boys. Such differences include sex and gender roles, the impact of gender stereotypes, the gender-based division of labour and power relations between women and men. The terms gender-sensitive and gender-responsive tend to be interchangeable, although gender-responsive is sometimes preferred as being more action-oriented.

*Gender Stereotypes* are beliefs, expectations and assumptions about the roles, behaviours, and characteristics etc. that are appropriate for women or men in the household, society and economy. Gender stereotypes differ among socio-cultural groups and also change over time. Gender stereotypes for women might include characteristics such as soft, quiet and submissive, domestic roles such as housekeeping and care-giving occupations such as nursing. For men, they might include characteristics such as strong, aggressive, and decisive, decision making roles such as judge or Member of Parliament and technical occupations such as carpenter and electrician.

*Sex* is a biological characteristic of human beings that distinguishes females (women/ girls) from males (men/boys). Sex reflects genetic structure, is determined prior to birth and does not change.

*Sex-disaggregated data* are data that provide information separately on females and males in the population or group of interest and that therefore enable the situations of females and males to be compared in order to reveal differences and inequalities.

*Sex-disaggregated data reveals gender-based differences.* Apart from female reproductive roles, most differences revealed by sex-disaggregated data show the impact of gender. Gender differences between women and men are determined by gender roles and stereotypes. For example, data on labour force participation disaggregated by sex shows that most nurses are women, and most engineers are men. These occupational differences are not determined by sex: a man can be a nurse and women can be engineers.

*Data should be disaggregated by sex at all levels of analysis.* Data needs to be disaggregated by sex for the total and for all categories of other variables analysed. Sex-disaggregated data provide a starting point for in-depth analysis of sub-groups such as women and men migrants in a particular country or sector, women and men undocumented migrants, women and men return migrants and the remittance and savings behaviour of women and men migrants. The characteristics of women and men migrants are typically quite different, as are the issues that are important to them.

*Sex roles (also Reproductive roles).* The sex or reproductive roles of women and men are determined by their different biological capacities. Women's sex roles are characterized by ovulation, menstruation, pregnancy, childbearing and breast-feeding. Men's sex role is characterized by the capacity to provide sperm, which contributes to conception and fertility. Women's sex roles are demographically significant since fertility and child survival largely determine the size and composition of the population and its rate of growth. They are also economically significant because they affect women's ability to participate in the labour force, particularly in societies where there is limited support for women's reproductive roles from men or from the State

*Women's empowerment* has been defined in terms of five components: a sense of self-worth; the right to have and to determine choices; the right to have access to opportunities and resources; the right to have the power to control their own lives, both within and outside the home; and the ability to influence the direction of social change to create a more just social and economic order, nationally and internationally. [www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html](http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html)

*Women's Participation in decision making.* Women have an equal right with men to participate in decision making about the society in which they live at all levels, within the family and household, in government, in politics, in the private sector and in social and cultural life.

Because women and men have different roles, they also have different kinds of knowledge, as well as different priorities and strategic interests. The different perspectives and information of women and men are both needed in order to produce the best decisions for all.



### 3.1.4 Endnotes

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- <sup>1</sup> Bano, Arsenio and ZEESM Technical Team 2014. Oecusse Special Economic Zones of Social Market Economy. First Steps Towards a New Oecusse: 3. <http://www.zeesm.com/zeesm-oecusse-situation-analysis-report/>
- <sup>2</sup> Timor-Leste Population and Housing Census 2010. Analytical Report on Labour Force Volume 12: viii
- <sup>3</sup> Timor-Leste Labour Force Survey 2010: 9.
- <sup>4</sup> Arsenio Bano and ZEESM Technical Team 2014: 7
- <sup>5</sup> Arsenio Bano and ZEESM Technical Team 2014: 7
- <sup>6</sup> Arsenio Bano and ZEESM Technical Team, 2014. Oecusse Special Economic Zones of Social Market Economy. First Steps Towards a New Oecusse: 3.
- <sup>7</sup> The term Feot Nai translates as “our lady “ which carries a religious association with “Our Lady /Mother Mary.” It is more commonly used by the liurai or traditional ruling class and represents women’s value as the givers of life to the Atoni people (Jose Anuno, Kuinese Feto Oekusi, September 2013)
- <sup>8</sup> Anuno 2013.
- <sup>9</sup> Timor-Leste Household Income and Expenditure Survey 2011: 23.
- <sup>10</sup> Timor-Leste Demographic and Health Survey 2009-10 Table 2.11.
- <sup>11</sup> Timor-Leste Survey of Living Standards 2007 Table T9.12.
- <sup>12</sup> Timor-Leste Survey of Living Standards 2007 Table T6.61.
- <sup>13</sup> Kym Holthouse and Damian Grenfell, 2008: 11.
- <sup>14</sup> Timor-Leste Population and Housing Census 2010 Vol. 2: Table 3.
- <sup>15</sup> Kym Holthouse and Damian Grenfell, 2008: 22.
- <sup>16</sup> Oxfam Australia 2008: 4.
- <sup>17</sup> By tradition, Atoni women as the “owners” of their households eat last.
- <sup>18</sup> Timor-Leste Demographic and Health Survey 2010: Table 10.1.
- <sup>19</sup> Timor-Leste Demographic and Health Survey 2010: Table 10.6.
- <sup>20</sup> Timor-Leste Demographic and Health Survey 2010: Table 8.2.
- <sup>21</sup> Timor-Leste Survey of Living Standards 2007 Table T6.7.
- <sup>22</sup> Timor-Leste Survey of Living Standards 2006 Questionnaire: 40.
- <sup>23</sup> Timor-Leste Demographic and Health Survey 2010: Table 3.7.
- <sup>24</sup> Timor-Leste Population and Housing Census 2010 Vol. 3: Table 14.12
- <sup>25</sup> Timor-Leste Population and Housing Census 2010 Vol. 12: Table 37.
- <sup>26</sup> Timor-Leste Survey of Living Standards 2007 Table T7.3.
- <sup>27</sup> Timor-Leste Labour Force Survey 2010: Table 7.2
- <sup>28</sup> Timor-Leste Labour Force Survey 2010: 5
- <sup>29</sup> Timor-Leste Survey of Living Standards 2007 Table T3.1.
- <sup>30</sup> Interview with the national consultant, Oecusse September 2013.
- <sup>31</sup> Timor-Leste Demographic and Health Survey 2010: Table 4.9.
- <sup>32</sup> Interview with the Director General for Corporate Services, Ministry of Education, Dili by the national consultant September 2013.
- <sup>33</sup> Timor-Leste Demographic and Health Survey 2010: Table 16.1
- <sup>34</sup> Arsenio Bano and ZEESM Technical Team 2014: 17.
- <sup>35</sup> Arsenio Bano and ZEESM Technical Team 2014: 7
- <sup>36</sup> Arsenio Bano and ZEESM Technical Team 2014: 20.
- <sup>37</sup> Timor-Leste Population and Housing Census 2010 Vol. 3: Table 30 page 444.
- <sup>38</sup> Timor-Leste Survey of Living Standards 2007 Table T7.19.
- <sup>39</sup> Arsenio Bano and ZEESM Technical Team 2014: 26.
- <sup>40</sup> Kunil Engineering Co. Ltd, 2014. A Proposal for Master Plan of Oecusse, January 24.
- <sup>41</sup> Kunil Engineering 2014: 13-14 and 24.
- <sup>42</sup> <http://renova-timor.blogspot.com.au/2013/05/economic-zone-in-oe-cusse-will-employ.html>

<sup>43</sup> Arsenio Bano and ZEESM Technical Team 2014: 37.

<sup>44</sup> Timor-Leste Population and Housing Census 2010 Vol. 12: Tables 5 and 6.

<sup>45</sup> Timor-Leste Population and Housing Census 2010 Vol. 14: Table 18.

<sup>46</sup> Arsenio Bano and ZEESM Technical Team 2014: 52.

<sup>47</sup> Kunil Engineering Co. Ltd. 2014: 25; Arsenio Bano and ZEESM Technical Team Table 3.

<sup>48</sup> Arsenio Bano and ZEESM Technical Team 2014: 7

<sup>49</sup> Arsenio Bano and ZEESM Technical Team 2014: 7

<sup>50</sup> Arsenio Bano and ZEESM Technical Team 2014: 7

<sup>51</sup> Jose Anuno, Kuinese Feto Oekusi, September 2013.

<sup>52</sup> In all but one ethnic group in Timor-Leste, *Lia Nain* must be men (UNMIT (SCIT) 2009; 1).

<sup>53</sup> Timor-Leste Population and Housing Census 2010 Vol. 3: Table 8.2.



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