

A Review and Evaluation of Gender-Related Activities of UN Peacekeeping Operations and their Impact on Gender Relations in Timor Leste

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Cover photo: *A United Nations peacekeeper is accompanied by local children while on security patrol in the Becora district of Dili, East Timor. UN/DPI Photo/Eskinder Debebe*

Acronyms

AusAID	Australian Agency for International Development
BPFA	Beijing Platform for Action
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEP	Community Empowerment Project
CISPE	Civil Service and Public Employment
CivPol	Civilian Police (UN)
CNRT	National Council of Timorese Resistance
CSO	Civil Society Organisation
DAO	District Affairs Office
DPA	Department of Political Affairs
DSRSG	Deputy of Special Representative of the Secretary-General
DPKO	Department of Peacekeeping Operations
IEC	Independent Electoral Commission
ETTA	East Timor Transitional Administration
ETPA	East Timor Public Administration
FALINTIL	Armed Forces of National Liberation of Timor Leste
FRETILIN	Revolutionary Front of an Independent Timor Leste
GAU	Gender Affairs Unit
GBV	Gender based-violence
GFP	Gender Focal Point
GPA	Governance and Public Administration
HRU	Human Rights Unit
HQ	Headquarters
INTERFET	International Force in East Timor
NCC	National Consultative Council (December 1999-June 2000)
NLC/NC	National (Legislative) Council (July 2000-June 2001)
NGO	Non Governmental Organisation
NPDA	National Planning and Development Agency
OCPI	Office of Public Communication and Information
ODA	Office of District Administration /Affairs
OPE	Office for the Promotion of Equality
OSRSG	Office of the Special Representative of the Secretary-General
ODSRSG	Office of the Deputy SRSG
OMT	Organisation of Timorese Women
OPMT	Popular Organisation of Timorese Women
PIO	Public Information Office
PKF	Peacekeeping Forces
PNTL	Timor Leste National Police
QIPs	Quick Impact Projects
RDTL	Democratic Republic of Timor Leste
SCU	Serious Crime Unit
SEA	Sexual Exploitation and Abuse
SEP	Small Enterprise Project
SRSG	Special Representative of the Secretary-General
TLDF	Timor Leste Defense Force
TLPS	Timor Lorosa'e Police Service
TSP	Transitional Support Programme
TNI	Tentara Nasional Indonesia (Indonesia National Army)

UK	United Kingdom
UNAMET	United Nations Assistance Mission in East Timor
UNCGG	UN Consultative Group on Gender
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UNMISSET	United Nations Mission of Support in East Timor
UNOTIL	United Nations Office in Timor Leste
UNTAET	United Nations Transitional Administration in East Timor
UNV	United Nations Volunteers
USAID	United States Agency for International Development
VPU	Vulnerable Persons Unit
WFP	World Food Programme

EXECUTIVE SUMMARY

This report is the result of an evaluation on the gender impacts of the UN peacekeeping missions in Timor Leste, mandated by the DPKO Headquarters in October 2005, under the direction of the Gender Unit. The evaluation was informed by qualitative interviews and an extensive desk review of relevant documents produced by UNTAET, UNMISSET, the multi- and bi-lateral agencies, the Government and NGOs. During the fieldwork from 31 October to 11 November 2005 a total of 43 interviews and two group discussions were conducted in Dili and Ermera District. Respondents encompassed former UNTAET and UNMISSET staff, and representatives of UN agencies, the Government, NGOs and civil society. Interviews were also conducted in New York and in Australia with former UNTAET staff and DPKO officers.

Brief historical overview

Timor Leste became an independent country on 20 May 2002, after over more than 400 years of Portuguese colonial rule followed by 24 year of Indonesian occupation characterised by political and military oppression and human rights violations. After more than two decades of struggle, in May 1999 Portugal and Indonesia agreed to the United Nations organizing a Popular Consultation on the future of the territory. Despite intimidation by the Indonesian army and pro-Indonesian militias, 98% of registered voters cast their vote on 30 August 1999, of whom 78.5% opted for independence. The election results triggered a violent rampage that left most public and private property looted or destroyed and over 200,000 refugees in West Timor.

On 25 October 1999 UN Security Council Resolution 1277 established the United Nations Transitional Administration in East Timor (UNTAET) as a multidimensional peacekeeping operation charged with administering the territory until independence and building the future government structures.

Gender mainstreaming under UNTAET

UNTAET was the first UN peacekeeping mission to have a **Gender Affairs Unit (GAU)** to address gender issues throughout its operations. Established in April 2000, the GAU was strategically placed in the Office of the Deputy Special Representative of the Secretary General responsible for the Mission's Governance and Public Administration pillar that would eventually form the core of the administration of the future government.

The GAU was headed by a senior gender specialist with four international staff with gender expertise and competence in other substantive areas including previous experience with national machineries for women that inspired their work. GAU grounded its work in CEDAW, the 1995 Beijing Platform for Action, ECOSOC Agreed Conclusions 1997/2 on gender mainstreaming in the UN and the Secretary-General's Directive to the UN System on gender mainstreaming.¹

The mandate of the GAU was to mainstream gender throughout all functional areas of UNTAET and to ensure the **full participation of East Timorese women and men** in decision-making and as beneficiaries of development including access to resources. Early on the GAU developed a **strong partnership with REDE** (Network in Portuguese - an umbrella organisation uniting 15 women's groups) to promote the **Platform for Action** adopted by 500 women during the First Congress of Women of Timor Loro'sae in June 2000. Following the advocacy of REDE, the SRSR urged all UNTAET departments to implement the

recommendations of the Platform, in particular, for a quota of 30% women in all government bodies and the public service. The GAU developed its plan of work based on the Platform and consulted regularly with REDE as its main NGO/CSO counterpart.

Mechanisms used to mainstream gender across UNTAET's functional areas included: *gender focal points* within each programme area who together formed a task force to facilitate the incorporation of gender concerns in their work; *specific task forces and working groups* to address critical gender issues in relation to legislation, the judiciary, human rights, serious crimes, the civil service and the electoral and constitutional processes, and to address gender-based violence; and a *network of district gender focal points* to raise gender awareness with UN colleagues and CSOs at district and sub-district level.

The GAU's core functions were: capacity-building and awareness raising, gender data collection and analysis, legislative and policy analysis, networking and outreach, and information and special events.

As this was the first time gender issues were integrated into a peacekeeping mission one priority was to undertake *awareness raising among all uniformed and civilian UN staff* to promote gender equality as a collective responsibility. The GAU conducted short fortnightly sessions on gender as part of a compulsory two-day induction course for all new staff joining the mission. Training for peacekeepers, the civilian police and the national police officers was undertaken regularly to sensitize them to gender issues, the implications of their actions and the need to respect human rights. Quarterly *gender sensitization workshops* were organised in Dili with the network of district gender focal points, UNTAET staff, UN agencies and CSOs. Similar workshops were held in the districts. *Gender data collection and analysis* to identify key issues to be addressed by functional areas of the mission was undertaken. A *Legislative review and analysis* of laws ensured each new piece of legislation took into account gender concerns and reflected equality under the law. *Networking and outreach*, both with UNTAET departments and district administrations, and with other stakeholders in collaboration with REDE, was ensured through a variety of mechanisms. *Information activities and special events* aimed to inform UNTAET programme areas and the public about recent developments and concerns. The GAU produced a monthly newsletter 'Gender News' published in English, Bahasa and Portuguese that was widely distributed within UNTAET and to the districts and NGOs/CSOs. Special events were organized to commemorate International Women's Day and the campaign of Sixteen Days of Activism Against Gender Based Violence.

The UNTAET functional areas that, by virtue of their mandate or predisposition, worked most closely with the GAU in gender mainstreaming were: the PKF, CivPol, the Office of the Principal Legal Adviser, the Department of Justice, Serious Crimes Unit, Human Rights Unit, the Office of Communication and Public Information, the Civil Service and Public Employment, and the Language and Training Unit.

In July 2000 the Governance and Public Administration pillar evolved into the **East Timor Transitional Administration** and the GAU was relocated to the National Planning and Development Agency (NPDA) within ETTA. As the head of the NPDA was an ex-officio member of the Cabinet, the GAU was in a better position to influence policy development and gender mainstreaming efforts within the process of 'Timorisation', moving towards an independent government. The GAU's efforts focused on the evolving government structures preparing the ground for the national machinery for women. Introduction of an affirmative action policy resulted in a **30% representation of women in the National Legislative Council**, the quasi-parliament, and, eventually, in the newly recruited national civil service.

A critical step towards promotion of equality during this first transitional administration period was **the promotion of women in the political, electoral and constitutional process**. The Independent Electoral Commission developed a gender policy for its activities encouraging women's participation in the political process not only as candidates and voters but also as electoral commissioners, polling station officers and electoral observers.

Following the rejection by the National Legislative Council of a quota of 30% women in the regulation for the Constituent Assembly elections, the SRSG requested the GAU to organise **training on political leadership for potential women candidates**. Six workshops attended by 145 women from all the districts were held in partnership with UNIFEM. The civic education campaign team, 40% composed of women, targeted women in the districts using gender-sensitive materials. The Constitutional Commissions, also 40% women, encouraged women at the grassroots to attend public hearings including special hearings for women.

Elections undertaken on 30 August 2001 resulted in a **Constituent Assembly with 27% women**, a high rate compared with other countries in the region. On 15 September 2001 the **Second Transitional Administration** was established known as the East Timor Public Administration, a model that would form the core of the new independent government. The GAU lobbied successfully to have the National Machinery for Women located in the Chief Minister's Office. The UNTAET GAU was replaced by the Office of Promotion of Equality (OPE) and the head of the GAU became the adviser to the newly appointed Adviser on Promotion of Equality. The international staff were to mentor each of five national staff recently recruited.

In parallel the Gender and Constitution working group composed of women's groups lobbied political parties and members of the Constituent Assembly to engender the constitution. A "Women's Charter of Rights" with 10 key points backed up by 7,500 signatures was deposited with the SRSG and presented to the Constituent Assembly. On 22 March 2002 **the Constitution of Timor Leste was adopted with a clause of equality** and the incorporation of seven of the 10 articles of the Women's Charter.

As in many others peacekeeping operations **women were underrepresented in the civilian and uniformed personnel of UNTAET**; nevertheless, women led ten of the Missions's most relevant departments and units. Senior women interviewed during the evaluation process reported being consulted by the SRSG on key policy issues regarding gender equality.

Gender Mainstreaming under UNMISSET

With the independence of Timor Leste on 20 May 2002, UNTAET's successor mission the United Nations Mission of Support to East Timor (UNMISSET - formed under Security Council Resolution 1410) entered the new country with a peace-building mandate focusing on assisting core administrative structures, maintenance of law and order, and security across the country. A gender unit, staffed by a single (P4) gender adviser, was established to continue the gender mainstreaming work within the mission's functional areas and interface with the UN system.

The GAU was located in the Office of the SRSG and reported to the Chief of Staff. The gender adviser worked closely with the Office of the DSRSG/UN Resident Coordinator and with the main areas of the Mission such as PKF, UN CivPol, District Office Administration, Human Rights Unit and Public Information Office, establishing gender focal points within each. Most of her efforts were, however, focused on liaising with the OPE and with women's

CSOs especially in relation to the **promotion of CEDAW, the national campaign on domestic violence and supporting the Vulnerable Persons Unit** of the National Police. The gender adviser was instrumental in the establishment of the **UN Consultative Group on Gender** and was a member of the Trafficking Working Group.

Following this first phase of UNMISSET gender activities (May 2002-June 2004), the Mission had a six months period without gender adviser that was detrimental for the gender mainstreaming work. On arrival the new adviser found there was a need to renew and increase gender awareness among most Mission staff. She therefore undertook an intensive campaign of **capacity building addressed to the uniformed and civilian members of the Mission**. A module on UN policy and procedures on sexual exploitation and abuse was developed and briefing sessions conducted for all international and local staff. Gender analysis training modules were developed and used with national Human Rights Officers, UNMISSET gender focal points and the Civilian Support Group Advisers. Security Council Resolution 1325 (2000) and the DPKO Gender Resource Package for Peacekeeping Operations were also used during these trainings.

The gender adviser worked closely with the UN Country team, UNDP and the UN Consultative Group on Gender providing training on gender analysis and gender mainstreaming and preparing the ground for the transfer of the gender work to the UN agencies. She ensured the publication of a Gender Briefing Kit that mapped gender work in Timor Leste and was widely distributed. The gender adviser developed linkages with donors to gain support for the process of gender mainstreaming within the National Police and the Justice Sector. Liaison with OPE and CSOs was limited during this time.

The impact of UN peacekeeping missions on gender relations in Timor Leste

The most tangible impact of the UN Mission's work on gender relations in Timor Leste has been on **promoting a culture of equality**. This is reflected in the legal frameworks such as the Constitution and the National Development Plan where equality between men and women is stipulated and through the ratification of the CEDAW

Societal changes observed in the last five years include the **greater involvement of women in different public arenas**: increased participation of women in the economy, politics and the Government. These changes, however, are mostly seen in urban areas.

Government officials, NGOs, MPs and ordinary citizens consulted for this evaluation felt that the UN peacekeeping missions had a positive impact on gender relations in Timor Leste, highlighting UNTAET's work on promoting **women's participation in politics** and **fighting against domestic violence**. The role of GAU and the commitment of the UNTAET SRSG, Sergio Vieira de Mello, in supporting the women's movement and women's rights, came up very often in interviews.

Two major UNTAET achievements reported were the creation, during the Second Transitional Government, of the **Office of Promotion of Equality**, the national machinery for women, and the establishment of the **Vulnerable Persons Unit** by UN CivPol to tackle domestic violence a major societal problem in Timor Leste. Both structures are still in place with antennae in all thirteen districts, continuing the same mandate and core programmatic activities.

Currently women constitute 26% of the National Parliament, three lead their party and two preside over parliamentary commissions. In 2005, **34 women were also elected as village and hamlet chiefs**, a position traditionally assigned to men. Through special reservation seats over 1,000 women were elected as members of the Village Councils.

Women are serving as ministers (3) and vice-ministers in the Government (4), holding important portfolios (Ministry of State Administration, Ministry of Planning and Finance, Minister of Public Works, Ministry of Foreign Affairs, Ministry of Education) and two as advisors to the Prime Minister (Promotion of Equality and Human Rights).

Many **NGOs and CSOs working on gender equality** were set-up in UNTAET times including the **Women's Caucus**, which was created as result of the 2001 training on political leadership for potential female candidates. Since then the NGO has expanded and continues to promote women's participation in politics at local and national levels using the approaches and tools developed in 2001.

UNTAET and UNMISSET generated **employment for women as well as men**. UNTAET was the largest employer in the formal sector; 25% of its employees were women. The UN presence also boosted the service sector in which many women were employed as housekeepers and in restaurants and hotels, while men were hired as security guards.

Reported **negative impacts** are instances of **sexual harassment by UN personnel**, an **increase in prostitution** and in the number of **children fathered by uniformed and civilian UN personnel** left behind without support, whose mothers are stigmatised in their communities.

The more traditionalist sector of society believes that the promotion, by UN and other stakeholders, of democratic values including equal rights for men and women, has **undermined traditional values** of Timorese society, leading to a moral decadence.

The gender work undertaken by the UN and other gender advocates has been criticized for having focused on women only and not having included men in its promotion of equality.

Exit/transition strategies

The **lack of an adequate exit strategy for the transition from UNTAET to UNMISSET** resulted in a loss of the momentum generated by the UNTAET GAU. A single gender adviser in UNMISSET could not be expected to ensure that the UNMISSET advisers to the government would mainstream gender in policy development, formulation of organic laws and drafting of other laws and decrees while at the same time interfacing with the national machinery for women and preparing for the transfer of the gender work to the UN agencies.

Another shortcoming of the UNTAET exit strategy on gender was the failure of UNDP to select the Office of Promotion of Equality as a priority area in governance needing an international adviser. Thus a gender adviser was not listed either in the 'critical' posts to be funded through UNMISSET mandate, nor in the 'development' posts to be supported by UNDP through bilateral funding.

The **exit strategy for the transition from UNMISSET and UNOTIL was also inadequate**. The position of the gender adviser was not contemplated in UNOTIL's planning and budget. The UNMISSET gender adviser had, therefore, to spend time and effort lobbying for the

continuation of the position in the new special political mission, supported by relevant gender-sensitive stakeholders including some donors.

1. Background

1.1 Gender mainstreaming and peacekeeping

Over the past decade attention has been given to the gender dimensions of armed conflict on civilian populations noting the greater impact on women and children's personal security and well-being. Violation of women's rights, including systematic rape, torture, murder and forced pregnancy have been used to demoralise the civilian population and discourage resistance movements. The 1995 Beijing Platform for Action (BPFA) recognized the effects of armed conflict on women, including those living under foreign occupation, as a major area of concern requiring further action, and adopted gender mainstreaming as a global strategy. Two years later the UN system adopted a strategy of gender mainstreaming across the UN system and all its operational activities (ECOSOC 1997/2).

In the last decade UN peacekeeping operations have evolved from being a military presence mandated to ensure the observation of ceasefires, into more complex multidimensional models involving military and civilian staff working together to build peace in conflict-affected countries², opening the way to include a gender component.

With the unanimous adoption of Security Council Resolution 1325 on Women, Peace and Security on 31 October 2000, a legal framework was set to address women's rights, peace and security in the context of peacemaking, peacekeeping and peace-building operations, institutionalising a broader gender mandate for UN peacekeeping operations. It calls on parties in conflict to take into consideration the specific needs of women, the protection of their rights and their involvement in peace-negotiations and post-conflict reconstruction. Peacekeeping operations are urged to incorporate a gender perspective, into their field operations, ensure a gender balance among uniformed and civilian personnel and report progress on gender mainstreaming.

Since the adoption of Resolution 1325, the Department of Peacekeeping Operations (DPKO) has broadened its policy and operational framework to ensure gender perspectives are effectively integrated in all peacekeeping activities.³ Out of the total of 18 missions under DPKO's leadership in January 2006, 8 of them have gender components with full-time gender advisors. Gender units have been established in all multi-dimensional peacekeeping operations. Tools and resources have been developed to build staff awareness and sensitivity to gender issues. In March 2005, DPKO's Under Secretary General issued a gender policy statement providing an operational framework for implementing the Department's mandate.

1.2 Evaluation of gender mainstreaming in Timor Leste peacekeeping missions

The Transitional Administration for East Timor (UNTAET) was one of the first peacekeeping mission to have a Gender Affairs Unit (GAU) with full time gender advisers. Its successor, the United Nations Mission of Support in East Timor (UNMISSET) continued the gender work until it ended its mandate in May 2005.

The impact of the gender work undertaken throughout the five years of peacekeeping operations in Timor Leste had not been evaluated. Consequently, in October 2005, DPKO initiated an evaluation of gender mainstreaming in its peacekeeping missions in Timor Leste as part of a global evaluation of the peacekeeping missions in transition to special political missions.

1.2.1 Objectives

The overall objectives of the evaluation were to review and assess the impact of UNTAET and UNMISSET gender mainstreaming work on the promotion of gender equality in all aspects of peace-building and post-conflict reconstruction and on the building of sustainable capacity in national counterpart institutions, including women's organizations, and the effectiveness of the missions' exit strategies to facilitate the transition of this work to the Government and non-governmental partners.

More specifically the evaluation aimed to:

- Assess the relevance and effect of the gender mainstreaming approaches employed by the mission in accordance with mandates provided by the Security Council and General Assembly;⁴
- Review and highlight successes and best practices related to implementation of the gender mainstreaming objectives pursued by the mission;
- Assess gaps and challenges encountered in relation to the implementation of the mandate for gender mainstreaming;
- Evaluate the impact on the mission's policy making and operational procedures on gender relations within the host community;
- Assess the relevance of the mission's exit strategy and sustainability of the mission's investments in gender mainstreaming on the political, economic and social structures and institutions in post-conflict Timor-Leste;
- Support organizational learning on effective approaches to mainstreaming gender perspectives in post-conflict transition processes;
- Inform the design of future policy approaches for integrating gender perspectives in the management and coordination of the phasing-out of peacekeeping missions.

1.2.2 Methodology

In October 2005, as part of the preparatory phase, the evaluator visited DPKO HQ in NY for briefing and interviews with relevant DPKO HQ officials. In addition, meetings were held with relevant non-DPKO stakeholders in NY such as UNIFEM, and a representative of Department for International Development, United Kingdom. The evaluation used semi-structured interviews following an interview guide and a desk review of existing documents produced by UNTAET, UNMISSET, UN agencies, the government of Timor Leste (including during the different stages of its development), NGOs and multilateral and bilateral organizations. People interviewed are listed in annex 1. In addition, two focus groups with a total of 37 people were conducted. Information gathered was interpreted in line with the components, categories and indicators presented in the analytical framework (See Annex 2).

Limitations: The long period that had elapsed since the completion of the UNTAET mission made it difficult to get certain data (especially broken down by sex) and to interview some relevant UNTAET staff. The timeframe for the fieldwork was short to reach other potential key respondents. Much of the input to the evaluation was, therefore, provided by local NGOs and women organisations, government representatives and UN agencies that have remained in the country. They are, however, arguably in a better position to assess the lasting positive and negative impacts on gender relations of the UN peacekeeping missions.

1.3 Timor Leste: A brief history

For more than 400 years Timor was under the control of Portugal. In 1974, Timor Leste started a process of decolonisation including the establishment of political parties. This process degenerated into armed conflict between the two main parties (UDT and Fretilin)⁵ opening the door to a military invasion by Indonesia whose forces occupied Dili on 7 December 1975. Timor Leste became the 27th, and poorest, province of Indonesia leading to 24 years of domination characterized by a restriction of freedom and the violation of human rights.⁶

On 30th August 1999, under the auspices of the United Nations Assistance Mission in East Timor (UNAMET) a referendum was held to determine the future status of Timor Leste, either its autonomy (within Indonesia) or its independence.⁷ Ninety-eight percent of the population eligible to vote participated of whom 78.5% opted for independence. Following the announcement of these results pro-Indonesian militias, with the support of Indonesian Forces (TNI), initiated a campaign of destruction and violence.⁸ In less than three weeks the majority of the public buildings, private residences, harvest reserves, livestock and means of production were looted or destroyed and hundreds of thousands of people displaced, including an estimated 250,000 as refugees in West Timor.⁹ It has been estimated that several thousand people were killed.¹⁰

On 27 September 1999, following a UN Security Council resolution (1264 of 15 September 1999) the multinational International Force in East Timor (INTERFET) led by Australia entered the territory with the mandate to restore peace and security, to protect and support UN staff and to facilitate humanitarian assistance operations. For the next two and a half years Timor Leste was administered by the UN (See following section). On 20 May 2002 Timor Leste became independent, the first new country of the Third Millennium.

1.4 Mandates of UNTAET/UNMISSET

Following the severity of the aftermath of the Referendum and a report of the Secretary General, a further Security Council resolution (1272 of 25 October 1999) established the United Nations Transitional Administration in East Timor (UNTAET) to implement a multidimensional mandate. UNTAET was to:

- exercise all legislative and executive authority including the administration of justice;
- provide security and maintain law and order;
- establish an effective administration;
- assist in the development of civil and social services;
- ensure the coordination and delivery of humanitarian, rehabilitation and development assistance;
- support capacity-building for self-government; and
- assist in the establishment of conditions to sustainable development.¹¹

To fulfil its mandate, UNTAET was requested to consult and cooperate closely with the East Timorese people.

UNTAET had three pillars: a governance and public administration pillar (GPA)¹² charged with the establishment of administrative structures to implement public policy and deliver basic services; a humanitarian assistance and rehabilitation pillar to ensure emergency services (water, shelter, food, health care), oversee the return of refugees and support community rehabilitation; and finally, a peacekeeping component composed of almost 9000

troops and 200 military observers in charge of maintaining security across the territory. UNTAET fulfilled its mandate until 20 May 2002 when East Timor gained its independence.

UNTAET was succeeded by United Nations Mission of Support in East Timor (UNMISSET), established under Security Council Resolution 1410 of 17 May 2002. Its mandate was to accompany the government of Timor Leste in its first steps as an independent state assisting the authorities in key areas of nation building such as: core administrative structures critical for the viability and political stability of East Timor; interim law enforcement and public security and developing the East Timor Police Service (ETPS); and the maintenance of external and internal security with a contingent of peacekeeping forces. UNMISSET ended its mission in May 2005.¹³

A diagrammatic overview of the UN missions to Timor Leste from 1999-2006 is included in Annex 3.

1.5 Gender relations in Timor–Leste

When analysing the impact of a gender mainstreaming strategy of a peacekeeping mission on the gender relations of the country of operations it is important to understand the social norms and gender stereotypes embodied in the local cultural framework.

1.5.1 Social norms and gender stereotypes in Timorese culture

Over 80% of the 923.198 total population depends on a rural subsistence economy; 50% is younger than 18.3 years.¹⁴ Timor Leste is a traditional society in evolution towards modernity. Despite centuries of colonisation traditional community structures have changed little. The kinship systems of most of the 12 ethno-linguistic groups are organised around patrilineal links to a common ancestor descent. Minority matrilineal groups also exist. Power is exercised by the elder male of each descendent group and passed from father to son.¹⁵ Women very rarely exercise power in the traditional structure. Their participation in decision making in both private and public spheres is limited. In community meetings they usually keep a low profile or assume a traditional role such as preparing food and serving drinks. The lack of exposure of women to talking in public gatherings makes them easily intimidated when requested to express their views. Women have a higher illiteracy rate and less access to resources. The fertility rate is one of the highest in the world (7.8)¹⁶ and the maternal mortality rate is also high.

The marriage system is based on the circulation of women and means of production between clans classified as wife-givers and wife-takers. The system involves exchange of goods (*barlake*) following long negotiations between both clans and establishes a commitment of solidarity between them.¹⁷ This constitutes a sort of social safety net but may also make women more vulnerable, particularly those who are obliged by a patrilocal system to live with their in-laws.

1.5.2 Women's participation in the resistance movement

From the early days of the Indonesian occupation the Armed Forces of National Liberation of Timor Leste (FALINTIL) waged a guerrilla war against the Indonesian army, supported by a clandestine movement and complemented by a political and diplomatic front. Fretilin's

Popular Organisation of Timorese Women (OPMT) had been formed to involve women in the fight against colonialism and its discrimination against Timorese women.¹⁸ After the Indonesian invasion OPMT organised women in the struggle for independence. They planted vegetable gardens to feed their families and the freedom fighters; hid them in their houses; took care of the sick and wounded; and provided meals during clandestine Falintil meetings. In addition to such traditionally female roles, women risked their lives by delivering intelligence, medicine and ammunition to the freedom fighters and fighting alongside them. It has been reported that women's armed brigades and units under female command were set up in some parts of the country.¹⁹

OPMT and the Organisation of Timorese Women (OMT), counselled and supported the widows and children of combatants, and victims of rape, advised women and girls how to protect themselves from abuse by the Indonesian military and where to seek support. Very often meetings were held in the Catholic Church, which played a major role in protecting the rights of the civilian population and supporting the resistance movement.

Women, as well as men, very often lived a "double life" working in the Indonesian public administration or security forces but serving the cause of independence. There are many reports testifying to women's courage; even in the face of threats, abuse and torture they supported the freedom fighters and the clandestine movement and did not disclose strategic information.²⁰ Nurses working in the health system also provided care to fighters in the forest. Women defied the Indonesian policy of family planning, believed by Timorese people to be a form of "genocide" to put an end to the forces of resistance. Human rights activists have alleged that forced recruitment to family planning, forced sterilisations, and wide use of injected contraceptives occurred at this time.²¹ Women leaders of the diaspora were active on the diplomatic front including at the UN Sub-Commission on Human Rights, decrying the abuses committed against their people, and women in particular.

Many Timorese interpreted the arrival of UNAMET "a triumph", proof that 'the victory is coming soon...' Women joined university students and at considerable risk fought against pro-Indonesian efforts to confuse the population and subvert the 1999 referendum.

Though women actively participated in the struggle for independence, playing different roles, many feel their contributions have not been sufficiently recognised. They did not hold positions of power in the revolutionary structure nor in the male dominated FALINTIL decision-making hierarchy. **Although historical photographs provide evidence of armed women in combat, not a single woman was listed among the 37,472 people registered as former combatants of FALINTIL (veterans and ex-combatants)**²² by the two independent commissions established for this purpose by the President of the Republic in April 2003. The explanation given was that women were civilian cadres and therefore not included in combat units of FALINTIL. Being excluded from the all-male register means that women will not benefit from social security payments and other economic support that will be made to ex-combatants nor from the social recognition of being recognized as veterans of the armed struggle. In the Commission on Cadres of the Resistance established in September 2004 to register former members of the civilian resistance, including civil cadres (quadros civis), political prisoners and members of the clandestine front, only 30% of the 39,000 people registered were women.²³ Many women involved in the struggle feel bitter about this lack of recognition.

1.5.3 Violation of women's rights under Indonesian occupation

The invasion of Indonesian troops had major consequences for the wellbeing of East Timorese women. Some accounts state that on the day of invasion women were the first to be executed; among them was Rosa (Muki) Bonaparte Soares, first Secretary General of OPMT and the only woman member of the Central Committee of Fretilin.²⁴ Other women were 'invited' to celebrate the victory of the invaders. Rapes were reported in Dili in the following days and months after the invasion. Women, especially the relatives of Fretilin's leaders and members of the OPMT and the Timor Student Union, both close to Fretilin, were imprisoned, tortured and raped.²⁵

It has been estimated that perhaps tens of thousands of women were victims of such treatment during the 24 years of occupation.²⁶ Women suspected of being active in the resistance or relatives of freedom fighters especially were tortured, abused and in some cases killed in the course of interrogation by Indonesian troops. Girls as young as 10 are reported to have been victims of sexual abuse. A number of women had to raise children born as a result of rape. Forced 'marriage' was another means of intimidation; young girls were obliged to live with Indonesian soldiers to prevent retaliation against their families. Refusal often led to rape, and many fled school and their homes in fear.²⁷ Sexual slavery has been documented; according to testimonies in 1982, two buildings in Baucau near to the army barracks were used for this purpose.²⁸

Human rights organisations have alleged that from 1975 to the mid-1980s rapes, forced fecundation, clandestine sterilization, mutilation of pregnant women and assassination were committed. From late 1980 to 1999 reported violations included forced family planning and restriction of access to information and the free choice of contraceptives.²⁹ In 1995 Amnesty International reported that rape had been used with impunity as a tactic of war by Indonesian soldiers.³⁰

Women were again targeted before and in the aftermath of the Popular Consultation in August 1999. The UN High Commissioner for Human Rights reported to the UN General Assembly on 17 September 1999 that Timorese women were raped and sexually harassed by the militias and the Indonesian army between 7 and 10 September 1999. It was also reported that violence was committed during the forced displacement of the population to West Timor where many women and girls were raped in refugee camps.³¹ Since the arrival of the UN peacekeeping mission to Timor Leste, the women's movement has been advocating for the establishment of an international tribunal to prosecute the perpetrators of gender-based crimes and human rights abuses during the 24 years of Indonesian occupation.³²

1.5.4 Gender-based Violence in Timorese society

Domestic violence is a major societal problem in Timor Leste affecting women's health and well-being. Socially this issue is considered as a private matter to be resolved within the family or by the traditional justice system using conflict resolution mechanisms through the *lian nain* or village chief. Therefore perpetrators of domestic violence often receive little or no sanction (usually a fine by the *lian nain*) and partners are encouraged to continue their life together to preserve the family unity and the kinship system.

A study conducted in 2002 reported that 51% of the women consulted feel 'unsafe' with their partners.³³ During 2005, 492 cases of domestic violence were reported to the police the majority of them in Dili; only 118 out of them were referred to the Prosecutor. Explanations given for

this were that the police encourage women to use the traditional system of conflict resolution instead of the legal system or that the women, under social pressure from their kin, withdraw their accusations before the case goes to the Prosecutor.³⁴

Other forms of gender-based violence concerned sexual assault with a high proportion of district court cases involving sexual assault on minors³⁵ and trafficking for sexual exploitation.

2. UNTAET/UNMISSET Gender Work

2.1 The UNTAET Gender Affairs Unit: formation and mandate

The early planning of UNTAET by the Department of Political Affairs (DPA) in New York foresaw the establishment of a Gender Affairs Unit (GAU) to be located within the Office of the Special Representative of the Secretary General (SRSG).³⁶

In the following months, however, the creation of the GAU was a matter of active debate. One view, bolstered by the need to limit the mission's budget, was that gender mainstreaming should be the work of all UNTAET departments and not a single unit. Others argued that the GAU was essential to ensure that gender expertise was inserted into all activities of UNTAET and especially to involve local women in the process of developing an independent government and administration.^{37,38,39} The second view prevailed and UNTAET set up a specific unit to mainstream gender throughout its operations.⁴⁰

At the time of the establishment of UNTAET, Security Council Resolution 1325 on *Women, Peace and Security*, had not yet been adopted. UNTAET grounded its gender equality work on the UN Charter and relevant UN conventions, particularly the CEDAW, the 1995 Beijing Platform for Action and the ECOSOC Agreed Conclusions 1997/2 on gender mainstreaming⁴¹, as well as the Secretary-General's directive to UN agencies, funds and departments to implement the process of gender mainstreaming (13 October 1997). Although gender was not mentioned specifically in UNTAET's mandate, its first regulation (Regulation 1999/1 of 27 November 1999) calls for "all persons undertaking public duties or holding public office ... to observe internationally recognised human rights standards, as reflected, in ...(*inter alia*) CEDAW..."

The mandate of the GAU was **to promote the mainstreaming of a gender perspective throughout all areas of UNTAET operations and to ensure the full participation of East Timorese men and women in decision-making and the benefits of development including access to resources. It aimed to ensure that the perspectives and priorities of women and men informed the design, implementation, monitoring and evaluation of all UNTAET programmes, policies and activities.** The ultimate goal of the GAU was gender justice and gender equality.

2.2 The UNTAET GAU priorities and areas of work

From 14 to 17 June 2000 the First Congress of Women of Timor Loro Sa, gathered over 500 women across the country to express their concerns on the reconstruction of their country. This congress prepared and adopted the "Platform for Action for the Advancement of the Women of Timor Loro Sae". Key recommendations of the Platform included:

- women's participation in the national institutions and decision making processes;
- capacity building to promote women's leadership and their participation in political life;
- the support of women's organization by UNTAET;
- ensuring that 50% of the GAU was Timorese women; and,
- a quota of 30% representation of women in all sectors within UNTAET to ensure women's participation into the development of the constitution and the system of government.⁴²

Other concerns included equal access to health and education, acknowledgement of violence against women as a societal problem and justice for violations committed during the Indonesian occupation.

The SRSG fully supported the recommendations of the Platform, which then served as the basis for the GAU plan of action. The GAU worked in close cooperation with REDE (Portuguese for "network"), an umbrella organization for 15 women's NGOs, to promote, implement and monitor progress on the Platform.

The GAU consisted of a programme specialist, a legislative and policy analyst, a statistician, a communications and information specialist, and a civil society and district liaison officer. Its work focused on facilitating gender-sensitive policies within UNTAET's programmes and developing appropriate strategies to address identified gender inequalities. The GAU promoted coordination and cooperation between UNTAET's departments and central and district administrations as well as enabling the involvement of CSOs in these processes.

Thus GAU Gender Action Plan incorporated the following core functions:

Capacity building and awareness raising: Workshops and gender sensitization sessions were conducted among international and national staff, UN agencies and with CSOs to make them aware of gender issues and how to incorporate them within their programmes and activities. The GAU was well equipped for this with staff experienced in gender capacity building.

Gender Situational Analysis and Data Collection: A Gender Data Base Project gathered sex-disaggregated data on the civil service, health, education and lists of political parties. Relevant departments were then provided with information on the gender situation related to their mandate and encouraged to address identified gender issues. With financial support of Irish Aid, the GAU undertook a baseline study on the causes of gender discrimination and human rights violations of women and girls in East Timor to inform policy and programme formulation in four areas: health, education, economic empowerment and decision-making.⁴³

Gender Analysis of Legislation: The GAU was represented on the Cabinet Legislative Committee which reviewed and analysed each proposed piece of legislation. It created the *Gender and Law Working Group* composed of East Timorese judges, public prosecutors and defenders, representatives of the National Council and of CSOs, as well as gender focal points from CivPol and the Office of Legal Affairs. The Group's aim was to build the capacity of the East Timorese to participate in the law making process and to review legislation. The group reviewed and commented on draft legislation and ensured that East Timorese women were consulted. GAU ensured that gender-sensitive provisions were incorporated into key UNTAET regulations including on victim and witness protection and on labour and employment.⁴⁴ The

GAU also promoted the development of legislation on domestic violence, in close cooperation with NGOs, CSOs and UNFPA.

Mainstream Gender in the Judicial System: The GAU established close relationships with emerging UN, government and civil society groups working in the justice sector. The GAU produced a policy report raising gender concerns on women's experiences in the criminal system including prisons that led to improved practices. In collaboration with Judicial Affairs GAU developed a curriculum and held an "equal protection under the law" training for the judiciary to sensitize them to domestic violence. With CivPol and its Vulnerable Persons Unit, the GAU gathered information on existing resources for victims of gender-based violence and planned measures to improve services. The GAU's legal advisor was instrumental in organising these activities and to ensure proposed measures were taken into consideration by the judiciary.⁴⁵

Networking and Outreach: To extend its reach and effectiveness the GAU set up the network of gender focal points (GFP), an inter-departmental task force within GPA, a UN task force, and bi-monthly meetings with REDE. The District GFPs Network was operational by September 2000.⁴⁶ It raised awareness on gender issues among UNTAET staff and civil society organisations; ensured gender mainstreaming at district and sub-district level; provided training; and communicated with the GAU.

Through the Network women were identified to hold decision-making positions at district and national levels, as potential applicants for employment in the Civil Service, as trainees for the political leadership training for potential candidates to the Constituent Assembly, and for the electoral and constitutional commissions. The GFPs also supported initiatives of local women's groups, including in trauma counselling, income generation, civic education, literacy programmes, and sensitization on violence against women.

2.3 Mainstreaming gender within UNTAET/UNMISSET and the evolving institutions of Timor Leste

2.3.1 Coordination mechanisms

After the recommendations of the First Women's Congress were endorsed by the SRSG, the GAU set up a Gender Task Force composed of gender focal points in GPA nominated by different sections of UNTAET. The effectiveness of this task force is reported, however, to have been limited. **The establishment of more specific sectoral task forces and working groups on issues of particular importance in the nation-building exercise seems to have been more effective.**

The high level organisational location of the GAU in UNTAET and UNMISSET (Office of SRSG or DSRSG) and its participation in senior management meetings was judged to be critical to its ability to influence other functional areas of the mission.

In general, it was estimated by the gender officers consulted for this evaluation that there was good acceptance of GAU's plan of work by the other UNTAET's departments. The best collaboration being with PKF, CivPol, Legal, CISPE, the Training Unit, Political Affairs, District Administration Office and Public Information Office. The collaboration between GAU and HRU was reported to have been difficult. UNMISSET gender advisers reported having good

collaboration with PKF, UNPOL, HRU, HIV/AIDS, and Public Information Office within the mission and with the UN systems through the Consultative Working Group on Gender.

2.3.2 UNTAET/UNMISSET Civilian Staff and Departments

During the first eighteen months of UNTAET operations, GAU conducted fortnightly (later monthly) *induction sessions on gender and peacekeeping* for all international staff joining the Mission as part of the two days compulsory induction training. These sessions aimed to promote the goal of gender equality as a collective responsibility of the mission. Given the broad scope of the induction sessions the gender briefing lasted only 30-45 minutes. Nevertheless some of those interviewed remembered it as having been very useful.

Initial induction sessions were complemented by *gender mainstreaming/sensitization workshops* organized every three months targeting different audiences, for example, staff of UNTAET departments and UN agencies, district GFPs, and representatives of NGOs/CSOs.

During UNMISSET, *briefing sessions on sexual exploitation and abuse (SEA)* were organised with PKF and international civilian staff following the recommendations of the SG Bulletin on SEA (October 2003). The new UNMISSET gender adviser developed a module on UN policy and procedures on SEA and undertook an intensive campaign of capacity building addressed to all personnel of the Mission. Between January and April 2005 twenty-six sessions were organised with a total attendance of 350 international staff of UNMISSET including UNV, UNPOL and PKF.

From February 2001 to February 2002, The GAU, with the support of AusAID, implemented *The UNTAET Gender Mainstreaming Project* within ETTA and ETPA. It aimed to enhance the capacity of the GAU (and later the Office for the Promotion of Equality) by developing generic gender mainstreaming guidelines and to build capacity in their use of selected UNTAET/ETTA/ETPA departments. The project assessed gender mainstreaming in key ETTA departments and then conducted a two and a half day workshop with participants from seven UNTAET/ETTA departments.

Although the GAU considered it important to introduce gender mainstreaming guidelines at an early stage of the formation of the administration, the introduction of these to the sectoral areas within ETTA/ETPS was later assessed by GAU itself to have been premature. Only a minority of public servants had been recruited and most had insufficient gender awareness to fully understand the guidelines. One success of this project, however, was the adoption of the guidelines by the Adviser on the Promotion of Equality and their endorsement by the Chief Minister, who asked for their distribution to all ministries.⁴⁷ This project of capacity building and introduction of gender mainstreaming guidelines was continued by OPE during late 2003 and 2004.

In October 2003 a *workshop on Women and Children in Post-conflict* was organised for UNMISSET civilian staff and the UN country team facilitated by UNITAR. During the last phase of UNMISSET *gender analysis training modules* were developed and used with National Human Rights Officers, UNMISSET Gender Focal Points and Civilian Support Group Advisers who are the policy advisers to the Government. Relevant sections of the SC Resolution 1325 (2000), translated into Tetun, and the DPKO Gender Resource Package for Peacekeeping Operations were used during these trainings. Ex-UNMISSET staff interviewed found this training very important and for most it was the first time they heard about Resolution 1325. Some appreciated its sound theoretical base but others found it too long and academic and not linked to their practical work. **These opinions underlined the need to**

widely disseminate Resolution 1325 and to tailor gender training to specific needs and capacities of different audiences.

2.3.3 UN PKF and Timor Leste Defense Force

In 2000, UNTAET PKF HQ issued a code of conduct on the behaviour of the peacekeeping forces. Its application was strongly supported by the Force Commander who on 7 October 2000 sent a memo to all National Co-ordination Cells advising PKF's policy of zero tolerance in respect of sexual harassment, particularly in regard to Timorese women.⁴⁸

Although pre-deployment gender training is the responsibility of individual Troop Contributing Nations, in early 2001 PKF/HQ in Dili participated in a pilot gender awareness course commissioned by DPKO and implemented with the GAU in Timor Leste. This field-test fostered a close collaboration between GAU and PKF; subsequently a training cell within the PKF conducted gender awareness training for all new PKF personnel. Also, the Force Commander requested the GAU to provide orientation on gender issues to both high- and mid-level management in PKF, recognising that gender sensitisation required commitment at the highest levels of management.

During UNMISSET the two gender advisers continued their collaboration with the training cells of PKF (and Civpol) using the DPKO Gender Resource Package for Peacekeeping Operations and its annexes and the Human Trafficking Resource Package. The Legal Advisor of the Australian Force Commander requested the GAU to provide training to their 500 PKF personnel.

During UNTAET, PKF actively participated in campaigns on HIV/AIDS organised by the East Timor Transitional Authority. During UNMISSET, in line with Resolution 1305 (2000) HIV/AIDS prevention activities were emphasised in training provided to the troops, some sessions in conjunction with the Gender Adviser. International staff consulted for this evaluation assessed the performance of UNMISSET's HIV/AIDS officer as outstanding.

Despite UNTAET's policy on gender equality and the call by women's organizations⁴⁹ to include women in the new defense forces, none were included in the first batch of 500 recruits to the *Timor Leste Defense Force (TLDF)*. By the time of independence the second battalion including the first platoon of women was being formed.⁵⁰ Review of gender-related issues within the TLDF was beyond the scope of this evaluation.

UN Civilian Police (CivPol) and Timor Leste Police Service

UN CivPol was mandated to preserve law and order in East Timor and to mentor and train the new Timor Leste police service. UNTAET CivPol played this role with the newly formed Timor Loro'sae Police Service (TLPS). By July 2001, 750 officers of the newly formed TLPS had graduated, thirty percent of them were women. Following independence the TLPS became the Timor Leste National Police (PNTL). Its functions were, however, under the administration of UNMISSET until May 2004 when it became an independent entity, although it continued to receive UN support.

UNTAET CivPol sought input from the GAU into its policies and training programmes and held meetings with relevant UNTAET departments and CSOs to discuss how to address violence against women. The code of conduct for its officers stated that any substantiated case of sexual harassment or trafficking of women or children would result in immediate repatriation.

In conjunction with GAU, HRU and Unicef conducted training in 2000 for CivPol and the nascent TLPS focused on the protection of women's and children rights; it covered the treatment of victims of violence including gender-sensitive interviews with victims of gender-based violence.

In March 2000, UNTAET CivPol set up the Vulnerable Persons Unit (VPU) in Dili to address gender based violence including rape, domestic violence, and violence against children and the mentally ill. Civpol officers were appointed as focal points for gender related crimes in the districts and during UNMISSET sub-units were created in all districts. (See Section 5.3 for further information on the VPU)

Gender sensitization training conducted by UNMISSET gender advisers with UN CivPol and particular with its PNTL advisers was reported to have been important and useful. It had aided the daily work of the local police in two gender sensitive areas: the VPU and community policing.⁵¹

The Judiciary after Independence. With changes in the legal system and the introduction of new recruitment procedures, many experienced East Timorese women and men judges, prosecutors, public defenders and clerks failed the Portuguese recruitment test, as most of them were trained in Indonesia. As a consequence it has been reported the justice system is one of the weakest sectors of the new State and is not working properly as it is inadequately resourced with experienced staff. Currently the new judiciary staff is undertaking a three-year training programme to increase their capacity to be able to administer justice. A module on gender-sensitisation has been incorporated in the training. UNDP and UNMISSET have provided support since mid-2003 both through technical assistance and the recruitment of international judges, prosecutors and defenders.

It has been noted in the last two years that cases brought by women to the justice system, such as domestic violence, are processed very slowly, with many cases in the backlog. Reasons have not been established for these delays, partly as there are many institutional actors involved (Ministry of Justice, police, public prosecutors, courts) in the criminal justice system

Much of the gender-related work initiated by UNTAET/UNMISSET with PNTL continues, with support from the OPE, as well as the UN system and others (e.g. AusAID and DFID).

2.3.4 Serious Crimes Unit

The Serious Crimes Unit (SCU) located in the Office of the General Prosecutor was charged *inter alia* with the investigation of gender related crimes against civilians before and in the aftermath of the Popular Consultation in 1999.

Sexual crimes including rape were investigated by two experienced sex crimes investigators supported by an expert witness. Sixty cases including 200 alleged incidents of rape were investigated by the team. In February 2001, five suspects were indicted on charges of crimes against humanity.⁵²

In total, from its establishment until the end of investigations in November 2004, the SCU filed 95 indictments charging 391 Timorese and Indonesians (especially security force and militia members) with crimes against humanity and other serious crimes committed between 1974 and 1999. By May 2005, 101 defendants came before the Special Panels with 87 being tried to a verdict, resulting in 84 convictions and 3 acquittals. 339 defendants did not appear

before the Special Panels; the majority were in Indonesia, so prosecutions against them could not proceed as the Timorese law does not allow trials in absentia and an extradition treaty with Indonesia does not exist.⁵³

It was reported that only 572 of an estimated 1,400 murder victims in 1999 were identified in SCU indictments, meaning that no criminal charges were laid in over 800 murders. It was also reported that there were no statistics on other serious crimes, for which no indictments had been issued, such as the many rapes committed during that period.⁵⁴ Only two convictions for rape were recorded in the files of the trials conducted by the Special Panels for Serious Crimes.⁵⁵

2.3.5 The Human Rights Unit

The UNTAET Human Rights Unit (HRU) ensured that gender-related crimes committed in 1999 were addressed, took action on gender-based human rights abuses occurring during the UNTAET period and included women's rights in its training. The HRU also worked with women's CSOs to promote and protect women's rights and facilitated their interaction with the Serious Crimes Unit. The HRU assisted Fokupers (a NGO focusing on women's rights) to set up a database to track cases of violence against women and cases of women whose partners were killed, detained or tortured during 1999. The HRU training for the police, judiciary and prison officials undertaken in 2001 covered violence against women, women's human rights, and CEDAW.

The HRU, particularly through its District Officers, monitored how cases of violence against women were handled by both Timorese Police and CivPol with the aim of seeking prosecution in these cases. Cases of sexual harassment reported against PKF and UNTAET staff were also monitored by the Unit.

During UNMISSET the HRU, the GAU and the OPE collaborated on work related to the accession of Timor Leste to the main Human Rights Treaties, in particular CEDAW. An information campaign was organized with relevant Parliamentary Commissions and with heads of government departments.

During the second visit of Ms Mary Robinson, UN High Commissioner for Human Rights, in September 2002 the UNMISSET GAU organized a meeting with 55 women's leaders who made a case for the establishment of an international tribunal for Timor Leste to investigate crimes against humanity. Her visit followed the Jakarta ad hoc Tribunal's first acquittals of the principal suspects in the 1999 massacres in East Timor (See Annex 4).

During their relatively short mandates the UN missions were unable to fully address the human rights abuses suffered by the Timorese women by bringing the perpetrators of sexual-crimes to justice. This was in part due to the weak Timorese justice system particularly during the initial stage of UNTAET when there were no functioning courts and few trained people assisted by UN staff from a variety of legal system backgrounds, some of whom had limited international experience.

2.3.6 Gender mainstreaming in UNTAET political, electoral and constitutional processes

The UNTAET SRSG was strongly committed to the equal participation of men and women in the electoral and constitutional process. In May 2001 he met with leaders of political parties to encourage them to include at least 30 percent women in their party list, to place them in winnable positions, and to incorporate women's concerns into their political platforms. Parties would be allotted twice as much broadcast time if used for women candidates.

Civic Education: A partnership between CSOs and UNTAET/ETTA conducted a civic education programme in 2001. GAU participated in its steering committee; all civic education materials were developed jointly with REDE and 40% of the Timorese trainers recruited were women.

Constitutional process: In the first phase of the process to develop a constitution, popular consultations were organised by the Constitutional Commissions of each district. Commission members included 40% women and women were encouraged to participate in the public hearings including special hearings for women. In total two-hundred public audiences were conducted with the participation of 37,000 Timorese. The second phase of the constitutional process started after the elections, on 15 September when the Constituent Assembly was officially in office to write and approved the constitution.

Independent Electoral Commission (IEC): Concrete actions were taken to ensure women's participate in the electoral process as candidates and as voters. IEC developed a gender policy that included recruitment and gender sensitive messages. Opportunities were offered to women as electoral commissioners, and as officers in the IEC structure from its headquarters to the 4,500 polling stations. The GAU actively promoted these positions to women through its GFPs and women's groups.

The Voter Education and Training Unit and the Public Information Office used gender-sensitive approaches, messages and images, trained women's groups on electoral issues taking into account women's time availability and organized special sessions for women running for the Constituent Assembly.

2.3.7 The Civil Service and Public Employment

The Civil and Public Employment Service (CISPE) was set up to employ staff for all government departments in the emerging government of East Timor. It was the largest employer of the formal sector and of the entire economy. In August 2000, 80 % of the transitional administration civil service positions were filled by men. When recruitment to the new government administration started the SRSG directed CISPE to aim to recruit at least 30% women at all levels, that is 3,166 positions out of the 10,554 approved for the Civil Service in May 2001.⁵⁶

An inter-departmental Task Force was set up by GAU and CISPE to mainstream gender considerations in all stages of the recruitment process. Measures taken included the use of women friendly channels to spread information on available posts, women on interviewing panels, gender-sensitive interview questions, and counseling on the application process. District GFPs identified qualified women, particularly those with higher levels of education and efforts made to build their confidence to apply for high-level positions. **These measures appear to have increased the number of women entering the public service.**

The gender-sensitive measures initiated by CISPE seem not to have been actively pursued by the National Institute of Public Administration (INAP) in the independent government.

During the recruitment of sub-district administrators in 2003, only one woman was appointed out of 65 positions. The recruitment of more gender-aware UNMISSET advisers to the core government institutions, such as INAP, could have helped to maintain these measures and ensure that the recruitment process was not gender-biased.

2.3.8 Public Communication and Information Offices

The Office of Public Communication and Information (OCPI) of UNTAET and the Public Information Office (PIO) of UNMISSET actively covered gender-related issues. The UNTAET Publication Unit included articles in its news sheet *Tais Timor* on domestic violence and the psychosocial trauma resulting from abuse, women's participation in politics.⁵⁷ The OCPI collaborated with the GAU and REDE in relevant events such as International Women's Day. UNTV supported efforts to bring women into the Constituent Assembly and produced a documentary on violence against women. The UN radio regularly addressed women's issues both in the news and in special programmes. OCPI coordinated a nation-wide campaign on domestic violence in 2002.

During UNMISSET, the PIO continued to work with the GAU and OPE on the national campaign on violence against women, including a monthly UNTV programme on the issue. The UNMISSET gender adviser and PIO supported OPE in leading the CEDAW information campaign and a gender page was opened under the intranet site of the SRSB.

3. Gender balance in UNTAET/UNMISSET staff and the Government

Gender balance, particularly increasing the number of women holding senior positions, is one component of the internationally promoted strategy for gender mainstreaming as reflected in various UN documents.⁵⁸ Despite these commitments to gender balance within the UN, and DPKO in particular, such a balance was not achieved in the Timor Leste peacekeeping missions.

3.1 Women in the UNTAET/UNMISSET staff

UNTAET civilian personnel

Although a breakdown by sex and grade in UNTAET was not available⁵⁹ it is well known that women were under-represented among the UNTAET **international civilian personnel**. Nevertheless, as reported in July 2001, some women did hold key policy positions, were visible decision-makers and led some of UNTAET's most relevant departments and units.⁶⁰

In September 2000 (See Annex 5, Table 1) only 11,5% of UNTAET **local staff** were women, the majority of them below grade 3. Subsequently CISPE was directed to aim for 30% women in the public service and by the end of July 2001 the situation had improved somewhat with 25% women overall and better representation in senior positions (See Annex 5 Table 2). While the gender imbalance above grade 4 in these distributions may be explained by the lack of women with the required university degree (women not having had equal access to tertiary education) the differences at lower levels cannot be explained in terms of educational levels. Between 2000 and June 2005, 2,674 women were recruited to the Civil Service, compared with 8,635 men (30.9%).⁶¹

UNMISSET civilian staff

As of October 2002, the UNMISSET mission was composed of 7,058 staff, of whom only 8% percent were women (See Annex 5 Table 3). Among international professional staff (P1-

USG), only 20% were women, with five at P5 and none above.⁶² By January 2005, a woman had been appointed in the senior management team (D1) and the situation in terms of gender balance had improved somewhat with the proportion of women doubling to 16% (See Annex 5 Table 4). The best gender balance was among United Nations Volunteers.

UNTAET Uniformed Personnel

In March 2002 UNTAET had 7,687 uniformed personnel: 6,281 troops from 29 countries; 1,288 civilian police from 40 countries and 118 military observers.⁶³ Staffing figures disaggregated by sex could not be located for either PKF or CivPol. The number of women in the PKF was reported, however, to be low, despite the UNTAET PKF Force Commander's support for the employment of more women. Overall the number of women in CivPol was also lower than ideal, with higher proportions in the police from Australia, Canada, Ireland and the UK. The presence of women, albeit in small numbers, was reported to have positively influenced local women to join the East Timor Police Service.

UNMISSET Uniformed Personnel

As of 30 September 2002 there were 17 national peacekeeping contingents in Timor Leste with a total number of 4,613, including 176 women (3.8%), mostly from New Zealand (77), Australia (54), Portugal (13), Slovakia (13), and Thailand (5). The best male/female ratio was in the Slovakia contingent (22/13). In January 2005 following downsizing of UNMISSET, there were 472 troops with 18 women (3.8%).

The first phase of UNMISSET had 773 UN CivPol including 74 women (9.6%). By the end of the Mission the number of CivPol was 149 people, 15 of them women (10%). The Police Commissioner during the first phase of UNMISSET was a woman, from Australia. This was highlighted by several interviewees as enlightening or inspirational.

3.2 East Timorese Women in emerging government structures

The Government administration: ETTA/ETPA

UNTAET made efforts to ensure East Timorese women were involved and equally represented in the nation building effort. The SRSG set as a priority the full participation of women at every level of decision making in UNTAET and ETTA.⁶⁴ As a result East Timorese women were appointed in senior positions to the emerging government structures. The Cabinet of ETTA appointed in July 2000, included eight portfolios; four held by expatriates (including one woman) and four held by East Timorese (also including one woman as the Minister of Internal Administration).⁶⁵ Another woman served, ex-officio, representing the National Planning and Development Agency. One third of the members of the National Legislative Council (NLC), the quasi-parliament of East Timor at that time, were women. The NLC Deputy-Speaker, as well as the Secretary of the NLC Secretariat were women.

In the justice sector, women served on the high court, as prosecutors and public defenders. Women also served in key positions on independent commissions, such as the head of the Public Service Commission, a Commissioner of the Independent Electoral Commission, two in the Reception, Truth and Reconciliation Commission (25%), and a member of the Transitional Justice Service Commission. One of three Timorese District Administrators (30%) and two Deputy District Administrators were women. Women were also represented on the District Advisory Councils and women and men were equally represented in the Village Development Councils (50%).⁶⁶

The Cabinet (Council of Ministers) of the Second Transitional Government (ETPA) set up in September 2001 following elections to the national Constituent Assembly was 100% Timorese. Two of its 10 ministers were women (Justice and Finance). Women were also appointed as Vice-Minister of Internal Administration, Secretary of the Commission on Planning, and as Advisors on Human Rights and on Promotion of Equality.⁶⁷

East Timorese Police under UNTAET/UNMISSET

In the establishment of the East Timorese Police Service, UNTAET aimed for a quota of 30% women and many written sources and interviewees report that this was largely achieved. By the UNMISSET period, the total police forces in PNTL were estimated to be 2,900 of whom 268 (19%) women, a few holding senior positions. This percentage (although below the 30% target) is one of the highest rates of women in police forces in the region.⁶⁸

3.3 Perceptions of UNTAET/UNMISSET policy on gender equality

Some people consulted for this evaluation felt that the UNTAET/UNMISSET missions demonstrated gender sensitivity, others disagreed. Two senior government officials who had been part of the Second Transitional Government, were categorically of the latter view. They cited as evidence the fact that few international women staff held senior positions. In their view the promotion of gender balance was only rhetoric, the UN promoting gender equality within the government while not respecting the principle in the balance of its own staff.

Several former female international staff of UNTAET/UNMISSET supported the view that the gender mainstreaming policy was more ‘lip service’ than real, citing the lack of women in decision making positions in DPKO HQ and in the missions. UNTAET was described as a “male-dominated organisation with most of its male staff gender-blind” and with “decision making in the hands of men”. One former UNMISSET staff reported that in a meeting held not long before the evaluation, there were around 40 men and only three women. Another commented that the lack of gender sensitivity within the Mission constrained the implementation of the gender mainstreaming strategy.

Not all the views expressed were so negative. One senior female government official pointed out the positive influence of UN international women staff as role models, showing that women could assume many different roles traditionally assigned to men. **It appears that women working in the uniformed forces or the administration, albeit in small numbers, served as a good example to Timorese women.**

Several UNTAET international female staff acknowledged the commitment of the SRSG towards gender equality and two who had held senior positions, reported being consulted by the SRSG on key policy issues regarding gender equality.⁶⁹

Overall, those more familiar with the gender work of UNTAET/UNMISSET felt that the lack of gender awareness among the majority of UN staff restricted the attempts to establish more gender-sensitive policies and programmes across functional areas. In general, the assessment by stakeholders of the gender work of UNTAET was more positive than for UNMISSET, perhaps, in part due to the former having more human and financial resources and a broader mandate.

4. Gender mainstreaming partnerships

4.1 Cooperation with Women's Civil Society Organisations

Some UNTAET departments including the GAU saw the importance of a close relationship with CSOs in the implementation of UNTAET's broad mandate including its guiding role in the process of nation-building.

One of the first activities of the GAU was the collaboration with the Office of District Administration to assist many of the 500 women attending the first Women's Congress of Timor Loro Sae in June 2000 to travel to Dili (See Section 2.2). REDE was formally established out of the Congress as a network encompassing 15 (now 18) CSOs committed to the advancement of women in East Timor. The GAU assisted REDE with funds and training to strengthen its capacity and to promote and implement the Platform for Action resulting from the Congress. Subsequently, the GAU and the REDE steering committee held regular coordination meetings.

CSOs and women's groups were also invited to join specific working groups such as the Gender and the Law Working Group. CSOs also participated in training conducted by the HRU in collaboration with the GAU and REDE.

CSOs were involved in the IEC's Gender and Equity Working Group to ensure women's participation in the electoral process and in civic education (See Section 2.2.6). A major effort between CSOs and the GAU GFPs in the districts was to identify more than 100 women to participate in political leadership training (See Section 5.4). Subsequently GAU supported 'Women's Caucus', a women's NGO to promote women's political participation (See Section 5.4.3).

A Gender and Constitution Working Group was formed with CSOs, facilitated by Oxfam, funded by UNIFEM and with the active partnership of GAU. Women representatives from all districts reflected on a chart to promote women's rights within the constitution, based on the Platform for Action. They agreed on the ten most important points to lobby political parties and independent candidates to address gender equality. An action plan was developed to promote the "Women's Rights Charter". On 21 August 2001 the Charter was presented to political leaders and the SRSG exhorted them to support the women's agenda in the Constitution. Later, the Charter was formally presented to the SRSG with the 7500 signatures collected across the country.

REDE was also included in an inter-departmental task force to improve the mainstreaming of gender through all stages of civil service recruitment set up by GAU and CISPE.

Women from leading women's CSOs formed part of a steering committee set up by the HRU to develop a proposal for a Commission for Reception, Truth and Reconciliation. Women were invited to the consultations held in all the districts. A specific consultation was undertaken with REDE and the GAU. Ultimately, two women were among the members of the Commission.

During UNMISSET collaboration with CSOs and the Office of Promotion of Equality continued, in particular, in fighting gender based-violence, the promotion of CEDAW, and

sensitisation on sexual exploitation and abuse and human trafficking, through the establishment of task forces.

4.2 Cooperation with UN agencies

Since its inception the UNTAET GAU established close collaboration with UNIFEM, UNFPA, UNDP, WFP and UNICEF to work on gender issues and projects, particularly in activities related to women's political empowerment and gender-based violence. During UNMISSET the relationship between the mission's gender adviser and the UN agencies in East Timor was strengthened as a result of the invitation made by the DSRSG (also UN Resident Coordinator) to the Gender Adviser to attend the heads of UN agencies meeting.

The UNTAET GAU convened meetings with women's NGOs and independent candidates during the visit of Louise Frechette, UN Deputy Secretary-General and Mary Robinson, UN High Commissioner on Human Rights. During the second visit of Mary Robinson in 2002 the UNMISSET gender adviser organised a meeting with 55 women leaders drawn from all over the country, including the First Lady.

In 2001, the UNTAET GAU facilitated visits by the Executive Director and Regional Director of *UNIFEM* and UNIFEM's Independent Assessment team for Women, War and Peace.

In July 2000, UNIFEM took over the support and mentoring of REDE, with continued input from the GAU. UNIFEM collaborated in the training of potential women candidates for the Constituent Assembly. It supported prominent politicians from the Asia-Pacific region as trainers in the workshops organized by GAU to increase the participation of women in the political process. Collaboration between the two offices continued through support to the 'Women's Caucus' and in joint efforts to engender the constitution.

UNTAET's GAU participated actively in the different working groups of the first UN Common Country Assessment (CCA) coordinated by *UNDP* in 2000 providing training on how to mainstream gender in the CCA. The CCA 2000 is a good example of addressing gender as a crosscutting theme while taking stock of the major development challenges faced by the country at that early stage of nation-building.⁷⁰

In early 2001 the GAU initiated a three-year programme developed jointly, fully funded and supported by *UNFPA* to address violence against women. It included a study on the nature of gender-based violence in the country; a seminar looking at relevant legislation of Southeast Asian countries; the development of a draft law on domestic violence (See Box); training for the police, the judiciary, social services and health workers to sensitize them to the law and how to assist the victims; and development of materials to raise awareness targeting different audiences.⁷¹ Currently UNFPA is continuing to manage the gender-based violence project jointly with OPE focusing in four areas: adoption and implementation of the domestic violence law; training to police, legal sector and village councils; establishing a network of services for victims; and contriving strategies to raise public awareness and prevent violence. Government agencies and NGOs are active partners in the implementation of the project.

The draft law on domestic violence

The draft law on domestic violence has been through a tortuous process for the last two years. The first draft was prepared by a Timorese legal team that consulted widely across all districts. It was rejected by the Council of Ministers. Subsequently a second draft was written by a consultant and went through a process of harmonization with the penal code. Although it had some shortcomings, following a process that involved some amendments, domestic violence was eventually recognized as a public crime even if it happens at home. The submission of the revised draft law to Parliament

The UNMISSET GAU has worked with *UNICEF* to sensitize its staff on gender, sexual harassment and sexual exploitation and abuse in the workplace. The materials used, in Tetun and English, could be used by other organisations.

4.3 United Nations Consultative Group on Gender (UNCGG)

The UNCGG was established in 2002 to coordinate policies and programmes on gender and to further promote gender mainstreaming in the work of the UN in Timor Leste. It is composed of gender focal points from the main functional areas of UNMISSET and the UN agencies and meets monthly. The UNMISSET gender adviser was instrumental in organising the group and chaired the group for almost two years. Currently the UNCGG is chaired by UNFPA.

The purposes of the UNCGG are:

- to network and exchange information on gender issues and on-going programmes in the field;
- to develop, implement, monitor and evaluate strategies of gender mainstreaming;
- to promote women's participation in programmes of post-conflict reconstruction; and
- to mainstream gender equality throughout the Resident Coordinator system and the CCA and UNDAF.

The specific TORs of the Group are ambitious.⁷² It was reported that not all GFPs represented in the group play a proactive role in promoting gender equality within their organisations and that most lack gender expertise. Most have been simply designated as GFP by their agency and limit their role to information sharing. Planning has started on the development of gender tools and transfer of skills to the UN country team. UNMISSET has also produced a gender briefing kit on who is doing what on gender mainstreaming in Timor Leste.⁷³

In 2005 the UNMISSET SRSG requested the gender adviser to give priority to strengthening the capacity of the UN agencies to institutionalise gender mainstreaming within the UN country team and to ensure that the 2006 common country assessment (CCA) and UN development assistance framework (UNDAF) adequately integrate gender issues. The adviser devoted 80% of her time to the UN Consultative Group on Gender and the UN country team to ensure continuity of DPKO's gender mainstreaming activities in the UN agencies when UNOTIL withdraws. UNMISSET's National Gender Officer was seconded for two months to UNDP to support a gender needs assessment of its staff as part of the development of a more comprehensive gender mainstreaming programme funded by UNDP headquarters.⁷⁴

In a group discussion, members of the UN Consultative Group on Gender stated that based on the experience in East Timor, staff of peacekeeping missions and UN agencies should work together on gender issues from the start of operations. It is the responsibility of the Mission, they said, to ensure that a long-term perspective is developed with the UN agencies according to their specific competencies.

4.4 Trafficking Working Group

Following the news published in early 2003 in local newspapers on the increase of prostitution, trafficking and people smuggling in Dili, UNMISSET set up a trafficking working group. Since mid 2003 the group is co-chaired by the Director of International Affairs of the Ministry of Foreign Affairs (MFA) and the International Organisation for Migration (IOM) Country Director and includes representatives from the government (Ministry of Foreign Affairs and Cooperation, PNTL, Department of Social Services, Ministry of Justice, Office of the Prosecutor-General, Office for the Promotion of Equality, Advisor to the Prime Minister on Human Rights), UNMISSET (Human Rights Unit, Gender Unit, Office of Legal Affairs, UNPOL), and international agencies (UNHCR, IOM, UNICEF, UNIFEM) and NGOs (Alola Foundation, ETWAVE). The Working Group meets regularly.

The objective of the group is to discuss trafficking issues, raise awareness and formulate action plans. UNMISSET recruited a counter trafficking expert to assist with a situation assessment and definition of strategies and to provide training to the group. In 2003, the findings of the assessment were presented to the Council of Ministers. Guidelines on what to do for victims were subsequently produced by a technical working group.⁷⁵

4.5 Donors' support to the Missions' gender work

The UNTAET GAU did not have a budget for gender activities. In order to implement projects to promote gender equality the head of GAU raised extra-budgetary resources from donors. A project on gender mainstreaming in ETTA was funded by AusAID (See Section 2.2.2).

Ireland Aid has been one of the main supporters of the gender work undertaken by UNTAET GAU and OPE. "A Situational Analysis of Gender in Post-conflict East Timor" published in 2002 was funded by Ireland Aid. It has also funded the gender adviser post for OPE within the Government since July 2002. UNFPA funded a three-year programme to tackle gender-based violence as reported in Section 4.2.

During the UNMISSET period there was little or no financial support for gender activities, a lack frequently pointed out by the gender advisers in Senior Management and Management Coordination meetings. UNDP provided funding to set up the UNCGG and to support the task force for Sixteen Days of Activism Against Gender Based Violence in 2003. In mid 2005 the DPKO Headquarters allocated USD 20,000 from a multi-donor facility established to support implementation of Security Council Resolution 1325. A project on Gender Legal Literacy and Civic Education for Women's Rights in collaboration with OPE and the Ministry of Justice is under development using this funding.

Overall, the most supportive donors to the UN missions' work on gender have been Ireland Aid, AusAID, and DFID (UK). They have also supported gender mainstreaming within the Transitional Support Programme (TSP III/CSP I), funding the gender expert of the Mission team and a gender consultant to assist the National Development Agency to ensure a gender perspective in the annual action plans; and specific support to engender PNTL.

During the succession between UNMISSET and UNOTIL, the UK, Ireland and New Zealand strongly advocated to maintain the position of the gender adviser to guarantee continuity of the gender work undertaken during the previous two peacekeeping missions.

5. The Impact of UNTAET/UNMISSET on Gender Relations in Timor-Leste

5.1 Overview of Achievements

One tangible impact of the UN Mission's on gender relations in Timor Leste has been on promoting a culture of equality. The people and Government of Timor Leste expressed their commitment towards equal rights in Section 17 of the Constitution of the Democratic Republic of Timor Leste that entered in force on 20 May 2002. This commitment is also reflected in the **National Development Plan which emphasised the equal participation of women and men as agents and beneficiaries of development and defines gender equality and gender mainstreaming as overarching strategies to reduce poverty.** In December 2002 the Parliament of Timor-Leste confirmed this political will by ratifying the CEDAW and its Optional Protocol, which entered into force in May 2003. In early 2004, the Government requested the multi-donor Transitional Support Programme (TSP III) to mainstream gender into its programme and in December 2004, the Prime Minister opened the door to 'engender' the Sector Investment Programmes.

The last five years have seen major societal changes in terms of **women's participation in the public sphere** in a way that did not happen during either Portuguese or Indonesian times. Women are now active in a broader range of fields; they work in offices, hotels, restaurants, NGOs and with the government and UN agencies. The associated economic independence of women is reflected in an increasing role in decision-making at the household level. **Women are now more involved in politics and administration.** Following the elections for the Constituent Assembly, many women entered Parliament and a number of women hold senior positions in the administration.⁷⁶

Members of Parliament, Government officials, CSOs, and ordinary citizens consulted for this evaluation felt that the UN peacekeeping Missions had a positive impact on gender relations in Timor Leste. They mentioned, in particular, UNTAET's work in relation to **promoting women's participation in politics** and in **fighting domestic violence.** The role of UNTAET's GAU as well as the commitment of the UNTAET SRSG, Sergio Vieira de Mello, came up repeatedly in discussions with these groups and with UN agency and former UNTAET/UNMISSET staff (See Box below). All recognised the important foundations set up during the UNTAET period. **The establishment of the GAU and the national machinery for women, with the creation of the Office of Promotion of Equality within the Second Transitional Government, were seen as a major achievement.**

The Missions also had a positive impact on the role and activities of CSOs. The UNTAET GAU worked closely with the increasing number of women's CSOs. As a result of this work and that of NGOs, there are currently many CSOs undertaking gender sensitization work within their programmes. Most interviewees agreed, however, that after UNTAET's withdrawal, the gender work with civil society organisations and women's groups slowed down, in particularly in the last phase of UNMISSET.

Other achievements considered important by those interviewed were: the establishment of the **Vulnerable Persons Unit (VPU)** within the police service; the adoption of a **30% quota for women in the civil service** as recommended by the First Women's Congress in 2000; support for ensuring a **gender perspective in the constitution**; the **gender balance in the Community Empowerment Project**, and the **recognition of domestic violence as a public issue.**

Most of these achievements can still be observed today, as they were adopted and appropriated by the independent government and local NGOs. A brief description of the major achievements and shortcomings as they could be reflected upon five years later is discussed briefly below.

Sergio Vieira de Mello: A supporter of women's rights in Timor Leste

“I was against the creation of a Gender Affairs Unit for UNTAET. I did not think a Gender Unit would help rebuild institutions from the ashes of what the militia left. I was wrong. The first regulation I passed guaranteed human rights standards, including CEDAW as a foundation of all new government institutions we created. The Unit brought this to life reaching out to East Timorese women, and together with UNIFEM, provided support that resulted in a higher percentage of women in the Constituent Assembly than in many other countries. The Unit worked with East Timorese women to create what is now the East Timorese Government Office for the Advancement of Women” (*Women, War, Peace: The Independent Experts' Assessment, UNIFEM, 2002, p. 61*).

“... I would like to tell you what I think has been my greatest achievement is in East Timor, which I administered for two-and-a-half years... We have achieved in East Timor a silent revolution. Women were treated as second, third class citizens when we arrived there because of the same reasons-history, tradition, culture, religion, etc. In two-and-half-years- which is a fairly short period of time- we have managed to have more women in parliament, in the Constituent Assembly which is now the parliament of East Timor, than in most developed countries... We have women playing fully their role in the political, in the administrative, in the social, in the economic and in the cultural life of the country. We have one-fourth of women in the new police, we have women in the new defence force. Women today are exercising fully their rights. Of course a lot still remains to be done, particularly at home in terms of curbing domestic violence that is a rampant all over the world (*Talking Point: UN High Commissioner for Human Rights, BBC, 6 December 2002*).

“Women were the first to organize a small memorial to Sergio around 17:00 on Wednesday the 20th August, the day after his death. It was a spontaneous expression of the loss that all felt at the news of his death. Women's NGOs, The Office for the Promotion of Equality in the Prime Minister's Office, and individual women gathered in front of UNMISSET bearing candles, wreaths made of fresh flowers, and a photograph of Sergio. One of the Canossian sisters led prayers, the women sang hymns and individual women spoke, sharing their memories of his generosity and willingness to give space and priority to women and for his strong support. He gave hope to the women's movement at a critical moment in the nation's history, and was a strong and committed supporter of women's rights” (*Lorraine Corner, UNIFEM Bangkok, Email 28 August 2003*).

5.2 The Office of Promotion of Equality

In July 2000, the Governance and Public Administration pillar (GPA) evolved into the East Timor Transitional Administration (ETTA), the GAU was relocated in the National Planning and Development Agency (NPDA) within ETTA and the process of 'Timorisation' of the administration was started. The GAU's efforts focused on the evolving government structures, preparing the ground for the national machinery for women. As the head of the NPDA was an ex-officio member of the Cabinet, the GAU was in a good position to influence policy development within the emerging government and managed to ensure its place in the ETTA organigram and, by November 2000, to obtain a line in the transitional government budget. In early 2001 the GAU was allocated an annual budget of only USD \$51,200 to cover salaries of

five local staff, administrative expenses and capital purchases. The budget only became available in July 2001, constraining the recruitment and capacity-building of national staff. Thus the GAU was a year behind some other units in the process of ‘Timorisation’.

On 15 September 2001, following the Constituent Assembly elections, the Second Transitional Administration was established, named the East Timor Public Administration (ETPA) led by its Council of Ministers, a model on which the independent government was going to operate.

In preparation for ETPA, GAU prepared a policy paper for the cabinet to lobby for a national machinery for women located in the Chief Minister’s Office. This proposal was accepted after the elections and an Adviser for the Promotion of Equality was appointed.⁷⁷ Thus **UNTAET GAU was replaced by the Office for the Promotion of Equality (OPE)**; the head of GAU became the adviser of the Adviser for the Promotion of Equality and the five international staff became mentors to the national officers recently finally recruited under ETPA using the budget that was still available. The OPE ensured continuity of the work undertaken by the GAU to promote gender equality.

OPE appointed gender focal points in all government ministries and departments, and all districts and an Inter-Ministerial Group to mainstream gender within the public administration. Training on gender awareness and gender analysis was carried out to facilitate a gender perspective within government policies and programmes. A group composed of representative of NGOs, Ministry of Justice and UN agencies was formed to review legislation and the drafting of laws and decrees in order to make the legal framework more gender sensitive. **This work built on the legislation analysis carried out with the UNTAET GAU.** Other priority areas of work of OPE are to combat gender-based violence, the economic and political empowerment of women and the promotion of a culture of equality.

The OPE was considered by most interviewees to be the major achievement of UNTAET gender work, ‘being the first machinery for women created by a UN peacekeeping operation from scratch’. While Timorese women in their First National Congress held in June 2000, recommended the establishment of a government bureau responsible for the “Women’s Affairs” portfolio, it is reasonable to conclude that this would not have happened without the strong commitment of UNTAET’s GAU.

Nevertheless, criticisms were also raised during the evaluation. It was claimed that current OPE Timorese staff do not have the skills required because the UNTAET recruitment process did not consider what skills would be needed in the longer-term when international advisers had left. The GAU did explore all channels to identify local staff candidates but most people with potential to hold senior positions in the future national machinery for women preferred to continue working with NGOs. Also, the salaries offered by the civil service were not competitive with those of international NGOs and the UN. These recruitment problems were not unique to GAU.

Another criticism was the lack of capacity of the international UNTAET GAU staff to mentor and pass on skills to the national staff. Most did not speak any local language⁷⁸ and did not make efforts to learn. Working through an interpreter, if one could be found, imposed real limitations. One national staff of OPE observed that “the internal process of transfer of competencies failed”. This may also have been due to different levels of cross-cultural understanding by the advisers and a limited knowledge base of the national staff in some of the more complex areas, for example drafting of laws.⁷⁹

5.3 The Vulnerable Persons Unit

The creation of the Vulnerable Persons Unit (VPU) and UNTAET/UNMISSET's support to it are outlined in Section 2.2.3. In the UNTAET period, the CivPol set up the VPU in Dili and a CivPol officer was designated as district focal point. During the early phase of UNMISSET VPU units were set up in each district.

The number of cases of violence against women reported to the police increased after the establishment of the Unit. From January to the end of August 2002, 574 cases of violence against women were reported to the police, a large increase compared to 504 for the entire year 2001.

The functioning of VPU during UNTAET was reported by interviewees to have been disrupted by constant changes in personnel. With each change, expertise and know-how evaporated and the sensitization and training process needed to start over again.

During UNMISSET, under the PNTL, VPUs were established in all districts. The VPUs have female officers and have established links with women's NGOs that offer support to victims of domestic violence. When UNMISSET transferred its mandate on law and order to the PNTL in May 2004, however, training for the VPU was not included in the priorities for future support. A gender focal point was established in the PNTL at that time but it was reported that this position finished at the end of UNMISSET mandate.⁸⁰ Clearly there is still a great need for an effective VPU; it was reported that 50% of all cases reported to the police during fiscal year 2005, involved gender-based violence.⁸¹

Both the capacity and the changes of attitude and understanding of gender issues and human rights of trained PNTL officers were reported to be limited and transfer of skills to them has been reported to be very challenging. They attend training but their understanding and retention is said to be low. An assessment of participants in training of trainers of PNTL VPU, in relation to child rights, conducted by UNICEF in 2005 reported that most of the respondents could not recall the rights operation procedures they were taught a year before. The assessment indicated that respondents who had been trained in child rights and juvenile justice still felt the need for lengthier, more in-depth training.⁸²

It has been reported that some of the victims of domestic violence have not been adequately advised and assisted and some female officers have themselves faced problems of sexual harassment by their male colleagues.

NGOs interviewed felt that the VPU is a good mechanism to deal with gender-based violence but needs more support in terms of training and logistics. Some NGOs raised questions about how victims of abuse are treated when they go to the police. For example, they are often interviewed in an open room with no privacy.

Although VPU is a positive legacy from UNTAET/UNMISSET and the structure still exists as a mechanism to deal with domestic violence, its continued effectiveness may be in doubt. It seems that the commitment of the PNTL senior management may be questionable as insufficient assistance for its further development has been provided.

5.4 Women's participation in the political process

In its mandate to create structures for self-government, UNTAET was tasked to run elections for the Constituent Assembly. During discussions of the draft electoral regulation in the National Council (NC), on 13 March 2001, the representative of REDE, and Deputy-Speaker Milena Pires, proposed the inclusion in article 38 of a mandatory quota of 30% women in political party lists and placed in winnable positions, with every third candidate listed from the top being a woman. The motion was rejected by a majority of the NC members, including, notably, a majority of women who had themselves acquired their seats through affirmative action by the SRSB.⁸³

The following day, local women's groups organized a demonstration in front of the UN to protest the decision of the NC, requesting active measures be taken to ensure representation of women in the Constituent Assembly. The SRSB held a meeting with the leaders of the demonstrators and he committed that the UNTAET GAU would organize training on political leadership with 100 women with the aim that they become candidates to the Constituent Assembly in the following weeks. **As a result, 145 women drawn from political parties, NGOs and grassroots organizations and representing all the districts were trained, in collaboration with UNIFEM, in May and June 2001.**

Even though the Electoral Regulation did not have a clause of affirmative action, as it had been rejected by the NC on 16 March 2001, in his presentation of the approved Regulation, the SRSB encouraged the equal participation of men and women in all the steps of the electoral and constitutional process.

5.4.1 The Constituent Assembly

In the Constituent Assembly elections held on 30 August 2001, the people of East Timor were to choose 88 members: 75 at the national level and one from each of the 13 districts. Sixteen political parties were registered with 991 candidates, 268 (27%) of whom were women. In most parties, however, women were not placed in positions on the list from which they would be likely to win. Five national independent candidates were registered, three of them women elected by representatives of REDE.⁸⁴ At the district level in addition to the representatives of political parties, eleven independent candidates were registered three of them women. The proportion of women candidates contesting elections was close to the level of the originally proposed 30% quota rejected by the National Council. This relatively high representation of women has been partly attributed to the successful lobbying of political parties by the SRSB and women's organisations.

The election results gave 24 seats to women; unfortunately one woman withdrew the day after the first session of the Constituent Assembly and was replaced by the male head of the party. None of the six independent female candidates were elected (and only one independent male candidate).

The proportion of women elected, 27%, is one of the highest not only in the region but globally. Currently, the National Parliament has 23 women out of 87 members of parliament (26%). This level of representation is, however, not necessarily reflected in the decisions taken by the Parliament; most of the female parliamentarians have been reported to be quiet and insensitive to gender concerns. Attempts to create a women's parliamentarian group to look at the laws from a gender perspective have been difficult. During the third legislative year (2004) a group of parliamentarians, disregarding political boundaries, gathered together to prepare a resolution to formally create a women's parliamentarian group that was presented on International Women's Day.⁸⁵ The proposal was rejected by the Parliament. Most women parliamentarians, particularly those of the ruling party, voted against the proposal.

The next national elections scheduled for 2007 will see the number of parliamentary seats decreased from 88 to 65. It remains to be seen what approach parties will take and how ensuring women's participation as candidates will be addressed. Will a quota be introduced? Will women organise themselves and strategize to sustain their participation in politics? What proactive steps will the female members of parliament adopt to guarantee their continuity?

5.4.2 Suco elections and local level government

The UNTAET/World Bank Community Empowerment and Local Governance Project (CEP) was set up in February 2000 with the aim to promote a model for a democratic, participative and transparent forum to increase community participation in planning and decision making in the development process at village (suco) and hamlet levels. Village development councils were created with each hamlet electing a woman and a man to sit on the council. By mid 2001, over 6,400 members were elected across East Timor sitting in more than 400 village development councils.⁸⁶

The CEP has been criticized for attempting social engineering and the imposition of foreign concepts and structures. It has also been said that, in any case, women's participation in the village councils has been passive and that most of the decisions are made by men.⁸⁷ **Nevertheless, the CEP set a precedent in terms of gender balance, with 50% women's participation in the decision-making bodies now known in every village across Timor Leste.**

Oxfam, UNIFEM, OPE and the Women's Caucus lobbied successfully to preserve the representation of women set up by CEP in the government legislation on decentralization of power and the establishment of local authorities. During the Development Partners Meeting in June 2003, the Minister for State Administration, Ana Pessoa, stated that compulsory representation for women along with groups identified as vulnerable was going to be included in the electoral law for hamlet and suco elections.^{88,89}

Local elections took place across 13 districts from December 2004 to March 2005. According to information available in November 2005, out of only 76 women candidates who had stood for election in a total of 442 sucos, seven had been elected as Village Chiefs. Out of 165 women who ran for hamlet head in a total of 2,228 hamlets, 27 were elected.⁹⁰ It was not known at the date of this evaluation, how many of the 2,383 women candidates for suco councils were successful. However, as three seats are reserved for women through affirmative action there are at least 1,332 women elected in village councils. **The results of these local elections show some change in attitudes but much more needs to be done.** The impact of the international presence on the role of women is seen more in urban areas; in rural areas the challenges to changing attitudes remain enormous.

At the time of the evaluation the National Territorial Administration under the Ministry of State Administration was planning to increase the support to the suco councils, in particular women members. This may open a door to assist suco councils to promote a culture of equality, as two major gender issues are under the suco council portfolio: conflict resolution including over land tenure, and prevention of gender-based violence.

5.4.3 The Women's Caucus

During the workshops on skills training for women in politics organised by the GAU in conjunction with UNIFEM, a *Women's Caucus Group* was created to support potential

women candidates; the members of the group were trainees who decided not to run for elections. The Caucus aimed to increase the number of women registering as independent candidates, offer non-partisan support to female candidates and provide training to women at the grassroots to raise awareness on their roles as voters.

Candidates to the Constituent Assembly were due to register by 24 June 2001 and the Caucus only became operational on the 11 June. With the support of the GAU, representatives of Caucus visited all the districts between 18 and 21 June to organize political leadership workshops, to set up a local Caucus groups and to persuade participants in earlier workshops to register as candidates. As a result, three women managed to register as independent district candidates collecting in just a few days the 100 signatures needed; a major achievement in itself in a patriarchal rural society.⁹¹

The know-how gained by the Women's Caucus during the UNTAET electoral process was applied to the suco elections. UNIFEM and OPE provided technical support with funding from the European Union through UNDP/UNIFEM. This approach will be used for 2007 national parliamentary and presidential elections.

The process of women's participation in politics, including political leadership training, influencing the constitution and the creation and activities of the Women's Caucus, have been referred to by participants in this evaluation as "best practices". The Timor Leste experience in this regard could serve as model for other UN missions that are charged with running elections or setting up a new government.

5.5 Economic Impact of UNTAET/ UNMISSET: increased employment for women

People consulted for this evaluation were clear in stating that the UN Missions and their consequences have increased employment opportunities for both men and women, particularly those living in urban areas.

UNTAET set up many gender sensitive projects such as QIPs (Quick Impact Projects), the CEP (Community Empowerment Project) and the SEP 1 (Small Enterprise Project), the last two under the Trust Fund for East Timor administered by the World Bank. QIPs and CEP funded many income-generating projects for women in all districts including vegetable gardens, handicrafts, weaving and sewing workshops. The SEP 1 aimed to boost local economy and job creation in the private sector by providing loans from USD \$ 500 up to USD \$ 50,000 at 10% per annum through the *Banco Nacional Ultramarino*. Sixteen per cent of the 335 loans dispersed by the end of 2001 were allocated to female entrepreneurs. It was estimated that out of 1,326 jobs created as a result of these funds 28% went to women.⁹²

NGOs were the implementing agencies of many emergency reconstruction projects that generated a considerable number of job opportunities. It appears, however, that post-conflict reconstruction employment benefited men more partly because jobs such as road clearance and building, construction and truck driving were considered inappropriate for women.⁹³

An evaluation of the economic impact of UNTAET/UNMISSET⁹⁴ identified three main components of the economic impact of the Missions: directly through the generation of employment by hiring around 2,000 local staff; indirectly through the international staff spending locally on housing, hiring security guards and house-helpers and consuming in local restaurants and hotels; and through local procurement of good and services. The study

estimated that in 2000-2001, the year of UNTAET's greatest expenditure, \$25 million, or 5% of the total, was directly invested in the local economy.

It is difficult to look at the differential economic impact of the UN Missions for women and men as insufficient sex-disaggregated data are available. The UN payroll system, for example, did not record payments by sex. It is estimated that around 25 % of UNTAET's local staff were women. **As the largest employer in the formal sector, UNTAET was certainly during its mandate the largest single employer of women.** Most of these were drawn from the better educated and mostly from Dili and other urban areas. Many were also able to increase the earning opportunities of their families, for example, some borrowing money to buy taxis for their husbands.⁹⁵

In relation to the indirect economic impact it is estimated that 21.5 % (USD 63 millions) of the allowances received by international staff over the period 1999-2004 was injected into the local economy.⁹⁶ Women were employed as housekeepers and in restaurants and hotels while men were hired as security guards for private homes, hotels and restaurants. As UNTAET/UNMISSET have pulled out, the number of jobs in the service sector have decreased, limiting the opportunities for women as well as men.

The UN presence also had some negative impact on the local economy. Prices of goods and services increased and the UN offered higher wages than in other sectors of the economy. This had an impact on civil service salaries and on the private sector. The high level of wages is restricting foreign direct investment as the cost of labour in Timor Leste is higher than in neighbouring countries. A combination of low skills, high illiteracy and the expectation of high wages is a strong disincentive to potential investors.⁹⁷ The introduction of a dollar economy with the increase of prices of basic products rounded to a dollar had an impact on poverty.

6. The Negative Impacts of the UN Presence

During the presence of UN peacekeeping operations in Timor Leste at least 18,000 uniformed and civilian international personnel have been brought into the country, the vast majority men. They have come from a multitude of nationalities with different cultural backgrounds and uneven levels of education and training, all factors that influence gender norms and individual behaviours. While UN personnel have a major responsibility to respect human rights and principles of non-discrimination and serve as role models to the populations they are serving, such behaviours are difficult universally to ensure.

6.1 Sexual Exploitation, Abuse and Harassment

Since the start of UN operations in East Timor in 1999 cases of misbehaviour and non compliance with the code of conduct of the UN have been informally discussed among the East Timorese leadership and gender activists. Most East Timorese consulted for this gender evaluation, when asked about the negative aspects of the UN international presence in Timor Leste, spontaneously mentioned the increase of prostitution and the number of children left behind by peacekeepers and civilian staff. In her report of October 2002, the UNMISSET gender adviser referred to negative effects that have been attributed to the international presence, such as women trafficking from West Timor for sexual exploitation, as reported by local newspapers, and babies fathered by international staff and left abandoned.

As in other UN peacekeeping settings the number of prostitutes does seem to have increased in recent years in Timor Leste due to a combination of the international presence, the economic boost this has represented and the vulnerability of women and girls. More than half of the clients of prostitutes are said to be UN and other international staff, although this has not been formally determined.

A study conducted by Alola Foundation on human trafficking in the first semester of 2004 estimated that there were around 250 female sex workers in Dili, the largest number of which are local women (100), followed by Indonesians (60), Chinese (35), Thais (30), Filipinas (20), and Australians (3). Many are potentially victims of human trafficking. It was estimated that around 110 male sex workers (100 Timorese and 10 Indonesians) were operating in Dili of whom 75% were less than 18 years old.⁹⁸

Alleged cases of sexual misbehaviour and violation of the code of conduct of international staff were reported to this evaluation, including a case of an international staff frequently inviting prostitutes and under-aged local girls to his house.

One consequence of the sexual activity between UN staff and the local population was the occurrence of two cases of HIV infection in East Timorese women which are reported to have been directly linked to HIV positive UN peacekeepers.⁹⁹

Although a number of cases of sexual misconduct by UN personnel seem to be public knowledge among Timorese people both in the capital and in some of the districts only a few complaints had been submitted to UNTAET/UNMISSET by the victims of such abuses.¹⁰⁰ This can be explained in part by the comments made by a group of women consulted in Ermera. They said that victims do not lodge complaints because they and their families feel afraid, embarrassed and ashamed. Their fear and reluctance to report may well be justified. Both the perpetrators and, usually, the person to whom such cases should be reported (the Suco Chief) are men in positions of relative power. Local administrative authority is usually embedded in a traditionalist mindset influenced by conservative Catholic ideology. Women may not expect to receive a sympathetic hearing in such a context. In addition, experience with sexual abuse by the military during the Indonesian occupation may not have provided any evidence that effective action would result from any complaint.

The perception of many ordinary Timorese people, and even NGOs, is that UN civilian staff and uniformed personnel have immunity from prosecution of crimes, including sexual abuse, committed in the country of deployment. Participants in the discussion group in Ermera as other interviewees in this evaluation vehemently stressed the **need to establish measures to avoid sexual exploitation and abuse and to define friendly channels to denounce cases of UN misbehaviour.**

Reticence about reporting misconduct by the UN personnel was not limited to less educated rural women. One educated East Timorese involved in the nation-building process reported reluctance to report repeated sexual harassment by a senior civilian UN staff member, for very similar reasons - not wanting to bring shame or harm to her family. Several other East Timorese local UN staff who claimed to have been sexually harassed had also not lodged any complaint. One reason suggested was that they were afraid their husbands would think they had provoked the situation. In the paradigm of gender relations in the traditional Timorese culture, victims of abuse are stigmatized and their social reintegration is difficult; these women are keeping silent for their own protection.

6.2 “UN Babies”

Though the issue of children fathered by UN peacekeepers is not as visible as in some other countries, there is evidence of a number of ‘UN babies’ fathered during the UNTAET / UNMISSET presence. Around 20 cases of children left behind by their peacekeeping fathers in the districts of Aileu, Oecussi, Suai, Ermera, Bobonaro and Dili were mentioned to the evaluator. At the national level no record exists of the number of these children.¹⁰¹ The Office of Promotion of Equality does not have a clear picture of the situation.

During a meeting with 28 women representing different CSOs conducted in Ermera District on the positive and negative impact of UN operations, the first aspect that came up was the sexual misbehaviour of some UN PKF soldiers. They reported that the soldiers had promised to marry local women but had returned to their country leaving behind seven young children. In most cases the mother’s family is supporting them and although the community feels pity for them the children and their mothers are stigmatised.

Another case that has shocked the East Timorese and was reported by the local and Australian press concerns a UN peacekeeper who allegedly sexually abused two boys and two girls in Oecussi District. In Bobonaro District, four babies allegedly fathered by two UN CivPol and two UN civilian staff have been reported. It seems that a “dowry” was paid to the family in at least one of the cases.

Some interviewees pointed out that it was only in the last six months that the UNMISSET mission started to take action on sexual abuse by UN staff and the issue of ‘UN babies’, the latter following the declaration of senior government officials on 3 March 2005 to DPKO HQ that peacekeepers had fathered and abandoned children in Timor Leste.¹⁰² In response, the Chief of Staff met with the Prime Minister and the Adviser on Promotion of Equality to discuss the situation and subsequently organised an interdisciplinary task force to address the matter.¹⁰³ A mechanism for victims assistance was established with UN agencies, OPE and local NGOs with the participation of a UNMISSET human rights officer but it was reported that this is not operational.

6.3 Perceptions of the UN gender work in relation to traditional values and culture

The Timorese society, like many others, is divided between those supporting modernity, including in gender relations, and those who are defenders of the traditional system, in which women are devoid of decision-making power both within traditional structures and in their households.

The more traditionalist forces inside Timorese society such as some representatives of the Church and traditional leaders perceive changes in gender relations as threatening the patriarchal society. Their line of thought is that promoting equal rights between men and women may have a detrimental impact on cultural values and be conducive to moral decadence. Advocating the same rights for women and men is viewed by them as an external influence from foreign cultures that fails to take into account and respect the traditional paradigm and Timorese culture. Not surprisingly, this faction views the impact of the UN presence, in this regard, as negative. As one piece of evidence, they cite an increase in the historically low number of divorces, a trend attributed to the advocacy of women’s groups and the Office of Promotion of Equality. They also claim that women’s advocacy groups are composed mostly of elite, urban and well-educated women inspired by external influence, and that in the villages, most women do not agree with their approaches.

The GAU, the OPE and some NGOs have focused on women's rights and women in development approaches. This may have produced some backlash from more traditional elements of society. One example is the outcome of a 20-day demonstration in Dili in April 2005 involving daily, around 2000 people, young and old, allegedly orchestrated by the Church against the intention of the Ministry of Education to take religion out of the school curriculum. The demonstrations came to an end only after the Government agreed to negotiate. In the course of three negotiation meetings, however, a ban on prostitution and abortion were added to the initial demand. Acceptance of these new demands would have been in contradiction with the CEDAW framework ratified by the Government. Finally, as a result of women's lobbying, prostitution and abortion were not criminalized in the penal code. The gender work has also been criticized by less conservative sectors of society for not including men in their advocacy and efforts for equality. For example, UNTAET/GAU/OPE efforts to fight domestic violence have focused mostly on protecting women, offering services such as shelters for the victims and the prosecution of perpetrators. Strategies to address violent men or establishing services for men to manage anger, however, were not contemplated. It was only in post-UNTAET times that the first association of men against violence was created with an aim to raise awareness among men and women through community-based education addressing gender, violence and masculinity.¹⁰⁴ Currently, the joint UNFPA/OPE project on gender-based violence is conducting training on anger management with violent offenders at Becora prison in Dili.

The work of the UN, and other stakeholders, on gender equality has also been criticized for focusing on the promotion of women's participation in politics but not looking at other dimensions of women's empowerment such as economic empowerment and access to education. It was also said that efforts to date have not yet reached women in rural areas.

Clearly, the challenges of the Office of Promotion of Equality and gender advocates to promote a culture of equality are huge and avenues need to be found to promote women's rights without provoking detrimental clashes with the traditionalists. A window of opportunity in this direction would be to conduct gender sensitization training with all, women and men, newly elected village chiefs and village council members to integrate a gender perspective into their tasks, specifically in the prevention of domestic violence and conflict resolution within their communities.¹⁰⁵

7. Missions' exit/transition strategies for the gender work

7.1 The Transition UNTAET- UNMISSET

Preparations for the UNTAET's successor mission, UNMISSET, started in June 2001 under the coordination of the National Planning and Development Agency (NPDA) that produced a preliminary report outlining where the future government was likely to require most international support.¹⁰⁶ The GAU being under the structure of NPDA, the head of the Unit was part of the planning team and lobbied successfully for the inclusion of a gender unit in the UNMISSET Terms of Reference.¹⁰⁷

The Terms of Reference for the UNMISSET GAU encompassed: advice on gender issues to senior management (SRSG, Force Commander, CivPol Commissioner); policy analysis to ensure gender is mainstreamed into the Mission's policies and programmes; gender analysis and monitoring of gender-data; raising awareness of gender within the mission by establishing a consultative mechanism within the functional areas, UN agencies, donors, and INGO, and CSOs; and finally, liaison with the Advisor for the Promotion of Equality and other

governmental departments and women's group to ensure gender issues are reflected in the Mission.¹⁰⁸

UNDP was in charge of assessing the positions that would be needed to support the government of the newly independent country. In October 2001, UNDP identified 100 positions classified as "critical" posts for the functioning of key state institutions and the provision of basic government services, and 228 "development" posts to ensure sustainable development and improving capacity of state institutions. The former were going to be funded by DPKO through the UNMISSET mandate while UNDP received funds from donors for the development advisers.¹⁰⁹ At the end of this process, the gender adviser to the OPE was not included in either the critical or development posts.

Seeing this, the head of UNTAET GAU, by then the Adviser to the Adviser of Promotion of Equality wrote a request to the UN to continue the post. Although she lobbied DPKO, the Office for the Advancement of Women and UNIFEM, she did not manage to get support for the post, despite the fact that the activities and achievements of the UNTAET/GAU had been cited in DPKO/HQ as good practice.

Though strong under UNTAET/ETPA, OPE was disrupted when its international staff left the mission on May 2002 leaving only its national staff. The implementation of OPE's programmes slowed down as did the development of new ones.¹¹⁰ Finally, Ireland Aid, which had provided financial support to the GAU/OPE during UNTAET/ETPA, agreed to fund OPE's new gender adviser.

Within the UNMISSET mission itself, the situation was not better. Although the GAU was on the Mission's organigram, only one gender adviser was to ensure continuity of gender work within the Mission and with other stakeholders including the government. There was no operational budget, and no terms of reference. **With hind-sight, it is clear that the UNTAET's exit strategy for gender work was precarious as one person could not possibly keep the momentum created by UNTAET GAU on all the fronts.**

7.2 The Transition UNMISSET-UNOTIL

During preparations for the drawn-down of UNMISSET and the transfer of the Missions' work to the UN system and bilateral donors, it was decided to request the extension of the GAU in the new special political mission, UNOTIL. The UNMISSET gender advisor focused the last months of her work with UNMISSET on preparing justifications for the continuation of the GAU within the Office of the UNOTIL SRSG and lobbying with key stakeholders.¹¹¹

The support of the Gender Adviser in DPKO HQ was outstanding in ensuring liaison between DPKO and UNMISSET. The British Embassy in Timor Leste and its mission in NY actively supported the proposal. The UN Consultative Group on Gender recognised the active role played by the gender adviser within their group and requested the extension of the GAU within UNOTIL. The position was eventually secured, but only until December 2005.

The transition of gender work from UNMISSET to UNOTIL was highly criticised by most people consulted for this evaluation. The absence of an UNMISSET exit strategy for gender work and the fact that the position of a long-term gender adviser and budget was not contemplated in the planning and mandate for UNOTIL raised questions about the commitment of the UN towards gender mainstreaming.

7.3 UNOTIL's Exit Strategy on Gender

At the time of this evaluation (November 2005), UNOTIL was preparing its exit strategy, discussing which of the 40 adviser positions would be taken over by whom in the UN system. Based on previous experience with UNMISSET, attention was being paid to guarantee continuity of the gender work with the preparation of a specific exit strategy for gender.

As the UNOTIL gender adviser position was to end in December 2005, the UNOTIL SRSG, also UN Resident Coordinator, mandated the gender adviser to devote 80% percent of her time to work with the UN Consultative Group on Gender, strengthening the capacity of the UN agencies to institutionalise a gender mainstreaming strategy within the UN team. She held workshops on gender awareness and gender analysis for the team to be better prepared to mainstream gender within the 2006 CCA and UNDAF exercises.

UNOTIL is currently assisting the RDTL Government in preparations for the forthcoming 2007 presidential and legislative elections and claims it will ensure that women are active participants and contributors in each phase of the electoral process.

UNOTIL is also working together with the OPE and the Citizenship Unit of the Ministry of Justice on a civic education project on women's rights. The 3,000 booklets explaining relevant laws using simple language and images will be distributed to local authorities and CSOs by the end of April 2006 to increase legal understanding of grassroots audiences in relation to special provisions related to equality.

8. Conclusions, lessons learned and recommendations

8.1 Conclusions

The work of the Gender Affairs Unit

- The role of the UN in promoting gender equality is widely recognised by Members of Parliament, government administration officials, NGOs and civil society. In addition, the support of the ex-SRSG Sergio Vieira de Mello for advancement of women's rights was highlighted by many stakeholders.
- The UNTAET Gender Affairs Unit (GAU) was widely acknowledged for its work and especially for the development of the Office of Promotion of Equality and the active role played during the Constitutional Assembly Elections in August 2001. Many of the mechanisms and strategies developed to encourage the participation of women in politics are still in place.
- The expertise of the UNTAET GAU in gender affairs was appreciated; it was staffed with five international gender experts with relevant experience in their own governments and in post-conflict settings and with expertise in other areas (e.g. statistics, legal, gender-based violence and public information). That the unit was headed by a senior gender specialist with experience in the UN system, selected for her technical expertise, was considered an asset.
- A reported shortcoming of the UNTAET GAU was the inability of its international staff to adequately build capacity and transfer skills to their national counterparts. This was due in part to problems of communication and a lack of cultural understanding.
- Following the withdrawal of UNTAET, the UNMISSET gender work was supported by only one adviser with no assigned budget and momentum was inevitably lost, especially in the work with non-UN stakeholders. Nevertheless, UNMISSET's role in building capacity was recognized, especially in relation to sexual exploitation and abuse training with UN uniformed and civilian staff and gender analysis training to various groups.
- Despite a considerable effort to ensure some level of gender awareness training for all new UN staff, it was judged by some as inadequate. It is of note that some staff interviewed for this evaluation stated that the training conducted by UNMISSET towards the end of its mandate was the first time they had heard of SC Res.1325 (2000) and that they were only aware of the issues surrounding sexual exploitation and abuse after the training.
- The transition in gender work from UNTAET to UNMISSET and from UNMISSET to UNOTIL was affected by the inadequacy of the exit/transition strategies, with a consequent loss of continuity and effectiveness of the work.

Collaboration within the UN and with stakeholders

- The collaboration of the PKF and Civpol with the GAU was excellent, including their willingness to conduct gender awareness training for their forces. Collaboration was also good with Legal Affairs, Political Affairs, District Administration, CISPE, the Training Unit and the Office and Public Information Office. By contrast, a perceived overlap in

roles and competition between the Human Rights Unit and the GAU provoked some disruptive tensions during UNTAET and UNMISSET.

- The early partnership established between the GAU and REDE Feto, the network of women's CSOs, facilitated the process of gender mainstreaming within UNTAET's relevant areas and the evolving future independent government. The key role of GAU was to bring the voices of women into the policy development and decision-making process.
- Excellent collaboration was established between the GAU and UNIFEM from the outset and reaching its most productive phase during the elections process.
- UNTAET was successful in raising the profile of gender-based and domestic violence as priority issues publicly and in the work of different departments. A partnership between the GAU and UNFPA developed a multifaceted plan to address domestic violence, which is still being implemented to date.
- UNTAET/UNMISSET-led gender mainstreaming efforts have been picked up by a variety of partners, including Government ministries, NGOs/CSOs, UN agencies, within their programmes. Development assistance agencies such as Ireland Aid, DFID, AusAID, the EC and USAID, among others, are funding gender-sensitive projects with the government and NGOs/CSOs.

Major sustained achievements

- The Office of Promotion of Equality, the national machinery for the advancement of women grew out of the GAU and continued its mandate. The OPE continued the GAU gender mainstreaming mechanism of a network of gender focal points in line ministries and in all the districts. It also continues work initiated by the GAU, such as the review of legislation (and now the organic law) and building the capacity of line ministries to incorporate gender perspectives in their annual actions plans.
- A widely acknowledged sustained achievement of UNTAET/UNMISSET is the greatly increased role of women in politics. Almost 30% of those elected to the Constituent Assembly on 30 August 2001 were women. This body became the parliament after independence and currently women lead three of the sitting parties and two of seven parliamentary committees (Economy and Finances; and Labour, Education and Health).
- Affirmative action by UNTAET to ensure women's representation in public office and in the civil service appears to have yielded results. In July 2005, nine women were holding senior positions in government: three as Ministers (State Administration, Planning and Finance, and the Public Works); four as Vice-Ministers (Foreign Affairs, State Administration, Planning and Finance, and Education); and two as Advisers to the Prime Minister (for the Promotion of Equality and for Human Rights). Around 20 % of the national police force are women.
- The Women's Caucus that emerged from UNTAET's training on political leadership for potential women candidates in the Constitutional Assembly remains very active and has scaled-up its human and financial resources across the country. Methods and approaches learnt in the context of 2001 elections were used during the 2005 local suco elections and will be used during national elections in 2007.

- The Vulnerable Persons Unit (VPU) within the National Police of Timor Leste (PNTL) created by UNTAET Civpol, with support from the GAU, continues today its work on domestic violence, including support to victims, in Dili and through units in all districts. Although this is an important achievement, it is reported to be jeopardized by lack of commitment by the PNTL leadership and the constant turnover and low capacity of the personnel.

Other effects and perceptions: positive and negative

- Overall, international women staff were under-represented in most UNTAET functional areas, creating the impression that the UN did not actively implement its own policy of gender balance. Nevertheless women in the PKF and CivPol and holding key administrative positions in UNTAET/UNMISSET served as inspiring role models for Timorese women.
- UNTAET/UNMISSET presence increased employment opportunities for both men and women, particularly those living in urban areas. UNTAET was the major employer in the formal sector and an estimated 25% of those employed were women. Women also were employed by other UN agencies and NGOs and in the private sector. Job opportunities for women were also generated in the service sector as housekeepers, cleaners and waitresses and in retail shops and hotels. Although some of these jobs have disappeared with the withdrawal of the Missions women continue to be employed in a broader variety of jobs than during the Indonesian period.
- On the negative side, the UN and international presence is reported to have led to an increase in prostitution and trafficking in persons. Some cases of sexual harassment and abuse of the local population by the UN uniformed and civilian staff were reported to the evaluation although very few official complaints have been lodged, reportedly due to fear, shame and embarrassment. A similarly under-reported issue that was raised by interviewees in this evaluation is the number of children fathered by UN staff and left behind without support; their mothers are reported to be stigmatised and in some cases ostracised by the communities where they live.
- The impact of the UN Missions on gender relations is not seen positively by all East Timorese. Some sectors of the society (e.g. some representatives of the Church and some traditional leaders) consider that promotion of democratic values by the UN, including equal rights for women, has contributed to the decay of traditional Timorese values and culture and threaten the kinship system. Some attribute the recent increase in the number of divorces to the promotion of gender equality.
- The UN Mission's gender work is also criticized by other, more democratic, sectors of society for having focused on women only and not having included men in its promotion of equality. The work on domestic violence, for example, was said to have focused mostly on protecting women victims without much effort to provide male counselling and services.

8.2 Lessons learned and recommendations

8.2.1 Gender mainstreaming within the mission structures

- Gender sensitivity and commitment to gender mainstreaming at the highest level of the mission (SRSR, DSRSR, Force Commander, Police Commissioner) is critical to the success of the mission's gender work.
- Mainstreaming gender throughout the mission is unlikely to be achieved without the advocacy and active promotion and support of an adequately staffed and resourced gender affairs unit (GAU).
- The staff of the mission GAU should collectively have a range of relevant skills. Experience with gender mainstreaming is essential. Knowledge of the local culture and language or at least a high level of cross-cultural sensitivity is also critical. Other skills that could be important according to the context and mandate of the mission include: legal expertise and training, communication and gender analysis skills. Experience in post-conflict settings may be important; and experience with the UN system always beneficial.
- Where a mission is charged with the creation or reform of the country's structures for governance and public administration, the highest priority for the GAU should be to establish the basis for sustainable machinery for gender work in the future government/administration including intensive efforts to identify and build the capacity and confidence of key people.
- For peacekeeping missions with a multidimensional mandate it is important to select a limited number of areas on which to focus the gender work. In the Timor Leste context, the priorities, in addition to the establishment of the machinery for women, were gender mainstreaming within PKF, the civilian police, legal and judicial services, the political and constitutional processes, the civil service, and the office of communication and public information.
- The Gender Affairs Unit and Human Rights Unit should be strong allies as the principle of non-discrimination (that includes gender equality) is common to the work of both. Collaboration will be strengthened by clear definition of roles and responsibilities and areas of joint activity at the outset of the mission.
- Compulsory and adequate gender training should be conducted from the beginning of the mission to all UN staff including the leadership and functional areas. The training should make reference to key UN conventions and treaties relevant to the promotion of gender equality (e.g. CEDAW, BPFA and SC Resolution 1325) but include simple practical examples relevant to the work of the mission staff. Periodic (quarterly) follow-up training focused on exercises based on gender analysis and action related to current work in different programme areas, should complement the training programme.
- The PKF generic training should be adapted to both the cultural context of the Troops Contributing Country as well as the cultural and political context in which the troops are being deployed. This requires trainers familiar with these realities. Examples and exercises should be directly relevant to the daily lives of the troops in both settings. Gender training will only be effective if it goes beyond the theory and is linked to people's personal feelings and practical challenges.

8.2.2 Gender mainstreaming in work with other stakeholders

- The UN agencies should be involved from the outset of the Mission's gender mainstreaming work as continuity in the long-term will depend on them. It is important to

define at the outset who will do what and to set up a coordination mechanism to avoid fragmentation and competition.

- While it is important to work to improve the sensitivity of UN staff, especially the leadership and senior management, overall, it is a higher priority to invest in supporting and empowering local women leaders and women's groups and sensitizing local men in positions of power, at national and local level, than to spend time and effort to try to sensitize a large number of gender-blind UN international staff who will anyway leave the country.
- Linkages between the GAU, local women's groups and the existing or emerging national machinery for women should be established from the outset to identify key gender issues, and to develop and implement a common platform for promoting gender equality.
- The credibility of the UN among women's groups can be seriously compromised by its inability to ensure prosecution of perpetrators of gender-based crimes and to prevent sexual harassment and abuse by UN uniformed and civilian personnel.

8.2.3 Exit/transition strategies

- Failure to have an adequate exit/transition strategy that will ensure the continuity of the gender work can jeopardize any gains made during the mission. It is particularly important that UN political or support missions that follow a peacekeeping mission specifically include gender affairs in their mandate and allocate sufficient human (at least two staff) and financial resources. The strategy should consider the different skills needed by the gender adviser according to each specific mission's mandate and the state of gender awareness in the host country's government and CSOs.
- The transition from one gender adviser to another, within and between missions, should avoid gaps in staffing and involve a clear handover. A final report should be delivered by the departing staff member **before** she/he leaves. The report should include the main areas of work and for each the main issues, lessons learned, key contacts and gender champions.

8.2.4 Support from and reporting to DPKO HQ

- Terms of reference for the GAU and its gender advisers should be specifically tailored to the mandate of each mission. The reporting mechanisms and guidance on communication between DPKO HQ Gender Adviser Unit and the GAU in the field should be more effectively utilized.
- All reports to DPKO/HQ, and subsequently to the Security Council, on the implementation of the mission's mandate should include gender activities within each reporting area and as a brief summary. This will help to both ensure and improve the quality of gender mainstreaming
- Gender audits, assessing the performance of the mission's functional areas, and the GAU should be undertaken at least once a year based on the GAU's quarterly reports and reports of the mission to the Secretary-General on SC Resolution 1325.
- DPKO should ensure that its recruitment policies and procedures (and TORs for all posts) adequately take into account gender considerations to ensure that mission leaders are gender sensitive and that heads of substantive areas have gender expertise or at least are gender

aware. It should be made clear to staff that they will be held accountable for gender mainstreaming in their area of work as part of their performance appraisal.

- Gender assessment involving international and local gender expertise should be an essential part of the pre-deployment joint assessment mission. A gender component should be included from the early stages of the planning of all missions.
- In collaboration with UNIFEM, DPKO/HQ should work to continuously expand and improve the quality of its roster of gender experts suitable to undertake peacekeeping missions, and provide training to those on the roster. If appropriate persons from the roster are not available, UNIFEM should be requested to second personnel with expertise in post-conflict settings to help to set up the gender unit.

8.2.5 Dissemination of code of conduct and sexual exploitation and abuse procedures

- Briefing on the UN code of conduct and on the policies and procedures in relation to sexual exploitation and abuse should be mandatory for all uniformed and civilian UN personnel at the start of their deployment. At the start of any mission the GAU working with local NGOs/CSOs and the media should inform the host population how the UN staff is expected to behave and how to report misconduct.
- The PKF Force Commander and all National Contingent Commander should clearly communicate and enforce a policy of zero tolerance for sexual misconduct with immediate repatriation and disciplinary measures for all offenders.
- Accusations and rumours of sexual abuse or violence against women and children should be immediately investigated and well documented. All pregnancies or child birth resulting from sexual contact with the local population should be documented and followed up. DPKO/HQ and peacekeeping mission should provide support to gather this information and support NGOs to assist affected women and their children.

8.2.6 Gender balance within PKF and civilian police¹¹²

- Member States, especially the major troop contributing countries of Asia and Africa, could be encouraged to increase the number of women within their own national forces or, at least, within the contingents sent on peacekeeping missions and to establish gender focal points within their structures. Senior officers already involved in peacekeeping missions who have observed the benefits of gender sensitive policies in post-conflict countries could serve as resource persons with support from DPKO.
- Regional meetings to sensitize Member States on gender issues within peacekeeping practices and SC Resolution 1325 could be organised in collaboration with ASEAN, the African Union and other regional groupings. Senior national armed forces and police force officers and donors interested in peacekeeping and post-conflict reconstruction could be invited to participate along with relevant DPKO HQ Units (e.g. Civilian police, PKF, Gender Unit/BPU). The positive role women police and peacekeepers play in peacekeeping theatres could be emphasized and special attention given to gender-based violence.¹¹³

➤ To increase the number of women in peacekeeping operations, DPKO should establish a strategy to target defence national and administration colleges in Member States. Alliances could be built with senior women in the military or in other needed substantive areas to be call upon by the UN when required.¹¹⁴

8.2.7 Political missions such as UNOTIL

➤ Gender mainstreaming is mandated in all UN missions by Resolution 1325 (2000) and should be resourced and implemented equally in peacekeeping and peace-building missions such as UNOTIL. The Secretary General's policy on gender mainstreaming along with the recent DPKO Under-Secretary General's policy statement should be observed by all involved.

➤ In a political mission such as UNOTIL the gender adviser should devote part of her/his time working with the civilian advisers to senior decision makers in line ministries and special agencies (e.g. ministers and vice-ministers). Gender sensitization of these advisers is critical as they are assisting the formulation of legislation, policies, regulations and guidelines that all need to be gender-sensitive. This strategic work should be carried out in coordination with, and would reinforce, the gender mainstreaming efforts of the national machinery for women (in the case of Timor Leste, the OPE).

Annex 1 List of People Consulted and Interviewed

Name	Position	Organisation
Ms Louise Olssen	Gender and Peacekeeping researcher	Department of Peace and Conflict Research, Uppsala University, Sweden
Ms Comfort Lamptey	Gender Adviser	DPKO PBPS
Mr Ramli Youssuf	Civilian Police Department	DPKO HQ
Ms Lisa Buttenheim	Director Asia and ME Division	DPKO HQ
Ms Alexandra Bennet	Attaché Conflict, Humanitarian and Rights Issues- UNSCR 1325	Permanent Mission of UK to the UN
Ms Isabel Hight	Corrections Officer	DPKO PBPS
Ms Roxaneh Bazergan	HIV/AIDS Focal Point	DPKO PBPS
Mr Paul Keating	Political Affairs Officer, Evaluation Unit	DPKO PBPS
Ms Michelle Brandt	Legislative Adviser Gender Affairs Unit	UNTAET
Ms Nina Lahoud	ODSRSG	UNTAET/ DPKO/ UNIFEM HQ
Ms Socorro Reyes	Chief Asia Pacific & Arab States Section	UNIFEM HQ
Anne Marie Goetz	Thematic Adviser Governance Peace & Security	UNIFEM HQ
Ms Teresa Kambobe	Public Information Officer- Gender Affairs Unit	UNTAET
Ms Sherril Whittington	Head Gender Affairs Unit	UNTAET
Ms Janelle Saffin	Political Advisor to the Ministry of Foreign Affairs	UNMISSET/UNDP
Ms Miriam Estrada	Senior Advisor to the Prosecutor General	UNMISSET
Ms Isabelle Waterschoot	Gender Adviser	UNMISSET/UNOTIL
Mr Saif Ullah Malik	Senior Police Advisor	UNMISSET/UNOTIL
Ms Fernanda Tavares	Gender Adviser	UNTAET/UNMISSET
Col Fernando José Reis	Chief Military Liaison Officer	UNMISSET/UNOTIL
Ms. Michiko Kuroda	Chief of Staff	UNMISSET/UNOTIL
Dr Sukehiro Hasegawa	SRSG	UNMISSET/UNOTIL
Ms Anne Lise Parr	SA to DSRGG	UNTAET/UNMISSET/UNOTIL
Mr Mark Harris	Human Rights/SCU/PIO	UNTAET/UNMISSET/UNOTIL
Mr Girvoy Calder	Office of Personnel	UNTAET/UNMISSET/UNOTIL
Ms Vijay Menon	Chief Political Affairs	UNTAET/UNMISSET/UNOTIL
Mr Luiz Vieira	Chief of Mission	IOM
Ms Elisabeth Huybens	Country Manager	World Bank
Dr Alex Andjaparidze	Chief of Mission	World Health Organisation

Ms. Milena Pires	Programme Coordinator Ex-member of NC & Constituent Assembly	UNIFEM
Dr Hernando Agudelo	Representative	UNFPA
Ms Karen O'Sullivan	Gender Project Manager	UNFPA
Ms Cecilia da Silva	National Programme Officer Reproductive Health	UNFPA
Mr Fernando Mora	Human Rights Advisor to the Office of the Prime Minister	UNMISSET/UNOTIL
Ms. Rumiana Decheva	Tertiary Education / UNESCO Liasion Officer	UNMET/UNTAET /UNESCO
Ms Ana Paula Costa	National Gender Officer	UNMISSET/UNOTIL
Ms Kendelle Clark	Police adviser, Australian Federal Agent	UNMET/UNTAET/UNMISSET/ PNTL Police Academy
Ms. Tina Redshaw	Ambassador	United Kingdom
Ms Carol Hannon	Chargée d'Affaires	Ireland
Mr Peter Ellis	Counsellor Timor Leste	AusAID (2004-2006)
Ms Margaret Thomas	Consellor Timor Leste	AusAID (1999-2002)
Ms Domingas Fernandes	Adviser Promotion Equality to the Prime Minister	Government Timor Leste
Dr. Isabel Ferriera	Advisor on Human Rights to the Prime Minister	Government Timor Leste
Mr Arsenio Paixão Bano	Minister of Labour and Community Reinsertion	Government Timor Leste
Ms Rosária Corte-Real	Vice-Minister of Education	Government Timor Leste
Ms Maria da Paixao	Member of Parliament Former District Administrator UNTAET	Parliament of Timor Leste
Major Ms Umbalina	Head Human Resources	National Police Timor Leste/ PNTL
Ms Genoveva da Costa Martins	Member of Parliament Former member NCC of UNTAET	Parliament of Timor Leste
Mr Anildo da Cruz	Adviser to the Parliament	The Asia Foundation
Dr Dionisio Babo Soares	Co-chair	Commission of Truth and Friendship
Ms Felicidade Guterres	Member of CTF Former member of NCC of UNTAET	Commission of Truth and Friendship
Ms Filomena Maia	Office of Promotion of Equality	Government Timor Leste
Ms Dulce Victor	Office of Promotion of Equality	Government Timor Leste
Ms Teresihna Cardoso	Director	Women's Caucus NGO
Ms Karyn Clark & Mario	Country Director	Oxfam Australia – in Timor since

		2000
Ms Laura Abrantes	Director/ Founder member Fokupers	Asia Pacific Collective Timor Leste
Ms Ubalda Alves	Director	Rede Feto
Dr Susan Kendall	Director	PRADET NGO
Ms Alita Verdial	Programme Manager	Alola Foundation
Mr Luis Sequeira	Gender Focal Point	World Bank
Ms Sara Negrao	Adviser to the Adviser	Office of Promotion of Equality
Ms Lorraine Corner	Ex UNIFEM BKK Officer	UNIFEM
Cathrine Walker	Head Donor Unit	UNTAET
Sue Ingram	Adviser head of External Relations NDPA	UNTAET
Michael Carnahan	Treasury Adviser	UNTAET
Naoki Takyo & Agnes Coutou	Senior Assistant Resident Representative/Gender Focal Point	UNDP
Jacqueline Siapno	Gender Consultant	UNDP