

The Best Practices and Lessons Learned on The “MDG-F Joint Programme: Supporting Gender Equality and Women’s Rights in Timor-Leste”



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Photo on the front page: Katherine Lester/UNDP

List of Acronyms

AMKV	Association of Men Against Violence
BdM	Bolsa da Mãe
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CPN	Child Protection Network
CPO	Child Protection Officer
CRC	Convention on the Rights of Child
DHS	Demographic Health Survey
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GFP	Gender Focal Point
GRB	Gender Responsive Budget
GWG	Gender Working Group
IEC	Information, Education, and Communication
IM-GWG	Inter-Ministerial Gender Working Group
IOM	International Organization for Migration
LADV	Law against Domestic Violence
LATP	Law against Trafficking in Persons
MDG-F	Millennium Development Goals Fund
NAP-GBV	National Action Plan on Gender-Based Violence
NAP-CHT	National Action Plan to Combat Human Trafficking
NDPS	National Department of Prison Service
NVPU	National Vulnerable Persons Unit
PNTL	Polícia Nacional in Timor-Leste
SEPI	The Office of the Secretary of State for the Promotion of Equality
SOP	Standard Operating Procedures
TLPDP	Timor-Leste Police Development Programme
ToT	Training of Trainers
UNDAF	United National Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Populations
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and Empowerment of Women

Executive Summary

This documentation presents selected case studies implemented under the MDG-F Joint Programme ‘Supporting Gender Equality and Women's Rights in Timor-Leste’ (hereafter ‘the MDG-F Joint Programme on Gender Equality’) from which lessons can be drawn as good practices, enhancement, replication, or upscaling of similar initiatives in the future. The MDG Joint Programme on Gender Equality was designed with the aim to support the Government of Timor-Leste improving the conditions of women and girls in Timor-Lest through protection of their rights and their empowerment. It was envisaged that the programme would contribute to the realization of the UNDAF Outcome of ‘Consolidating stronger democratic institutions and mechanisms for social cohesion where the vulnerable population will benefit from quality social welfare and social protection services.’ As such, institutionalization and national ownership were put in the center as a strategy of the Joint Programme.

Seven case studies were selected after extensive desk reviews and interviews with stakeholders. **Case Study 1** looks into the participatory process for development of laws and national action plans on gender based violence and human trafficking which demonstrated the national ownership and commitment by the Government. **Case Study 2** focuses on the capacity building of the Police which was harmonized as UN joint actions and institutionalized at the Police Training Center at the end of the Joint Programme implementation. **Case Study 3** looks into various outreach approaches to the community-level stakeholders by UN agencies, Government, and civil society. **Case Study 4** examines the initiative of Conditional Cash Transfer (Bolsa de Mãe) as a way to reduce vulnerability of women and girls. **Case Study 5** focuses on different initiatives which strengthened the provision of services and referral mechanism and institutionalized the operations. **Case Study 6 and 7** look into successes and challenges of capacity building of the Government and NGO stakeholders in Gender Responsive Budget.

Following is a summary of finding, successes, and challenges that are presented in the main part of the documentation.

- ***Participatory process and institutionalization are the keys for development of nationally owned laws and action plans:*** Because of the participatory and multi-sectoral approach that the Government used to develop Laws and National Action Plans (NAP) on Gender-based Violence (GBV) and Human Trafficking, stakeholders across the spheres have strong sense of ownership of the document. Further, costing and specification of responsible actors in the NAP on GBV strengthened the accountability and commitment of the Government. Building on the initiatives for sensitization and public awareness for the laws and the subject under this programme, continuation of effort is vital to challenge the patriarchal and traditional mind-set of GBV as a private matter.
- ***UN joint training and good partnerships with other donors enhanced the effectiveness and efficiency, leading to institutionalization:*** UN Joint Training of Trainers on GBV Investigations Training for PNTL proved effective as all the relevant aspects of GBV including child protection and human trafficking were incorporated. Further building on the effort and support by another donor also contributed to comprehensive and consistent understanding of the investigation.

- ***To reach out to the community-level stakeholders, socialization with innovative ideas and easy materials need to be adopted:*** Implementing UN agencies, as well as the government and civil society stakeholders used different methods for public awareness raising. Some of the examples such as use of art performances, two layers of Training of Trainers to reach out to the suco-levels, and work with Man's NGO proved successful and can be replicated in the future. Due to lack of joint Information, Education, and Communication (IEC) strategy, there has been limited UN joint advocacy and public awareness raising which is a missed opportunity.
- ***Technical support to systematization of Bolsa de Mãe beneficiaries improved identification of vulnerable women:*** As a result, those most vulnerable women now have better access to social protection. Given that the economic vulnerability is a push factor for domestic violence and trafficking, this scheme will be a prevention mechanism to a certain extent; however, linking the data with the vulnerability for GBV could have benefited the women at risk even more.
- ***Development and roll out of referral mechanisms, tools and Standard Operations Procedures (SOPs) enhanced the service provisions to the victims:*** As lack of tools and SOPs were some of the fundamental reasons to delay/hamper support effort to the victims, development of these along with capacity building for service providers was crucial. Further, more systematized referral networks contributed to better coordination among the service providers. However, there is still urgent necessity to strengthen local referral networks and further enhance conditions for achieving formal justice so as the victims, especially in the districts can receive services and have their cases justified.
- ***Capacity of the Government and civil society on Gender-responsive Budget has been strengthened and a number of actions to analyze the budget and advocate have been taken:*** Tools for training and GRB analysis have been developed and some stakeholders have been trained as trainers. Given the increased interests of both the Government and the civil society, further institutionalization of the knowledge especially at the local level and use of the skills for strategic analysis and lobbying are vital.

Many positive results came out of implementation of the MDG-F Joint Programme on Gender Equality while weaknesses and challenges have also been revealed. Achievement of gender equality and prevention of GBVs including child abuse and trafficking after the MDG-F Joint Programme period, however, hinge on the political will, sufficient government budget allocations, and the will of the responsible actors. UN agencies therefore need to continue supporting the government and civil society through technical and financial assistance, and policy dialogue at the political level.

1. Situation analysis

Situation analysis

While Timor-Leste has made significant progress in promoting gender equality since its independence, achieving gender equality has been a long-standing challenge for Timor-Leste with numerous reasons, particularly because of patriarchal culture and influence from the colonization and the subsequent conflict for over 400 years. Due to their subordinate position, women have had limited access to health, education, employment, and political participation, and women often suffered from gender-based and domestic violence. According to the Demographic and Health Survey (DHS) 2009-2010, approximately one-third of women (38%) have experienced physical violence since the age 15.¹ Domestic violence is known as the most common form of gender-based violence in Timor-Leste.

According to several studies and reports², there are numerous deep-rooted causes for occurrence of Gender-Based Violence (GBV) /domestic violence. First and most challenging cause is the patriarchal culture imbedded in Timor-Leste represented by women's lower status and lack of decision making power, traditional custom of dowry (or bride price), and traditional conflict resolution mechanism dominated by men. Further, impact of Portuguese Colonialism and subsequent occupation by Indonesia, poverty, women's economic independence, and high illiteracy have also contributed to the causes of GBV/domestic violence. In Timor-Leste, domestic violence is, for the most part, still considered as a private matter and victims and their families often opt for family mediation or seek remedies using traditional justice. The notion of private matters and fear of family shame have prevented the victims and concerned people from reporting the GBV and domestic violence cases to the police or relevant service providers. As such there have been under reporting of cases because of these reasons, as well as lack of institutionalized referral system and case management. Nevertheless in 2009 alone, 679 GBV cases including child abuse were reported to National Vulnerable Persons Unit (VPU) of Policia Nacional in Timor-Leste (PNTL), of which, 462 cases were domestic violence and 21 were child abuse³. In 2011, 755 GBV cases were reported and 589 were related to domestic violence⁴. Although there is no clear evidence, the reason for increased reporting in two years could be attributed to the result of the enhanced public awareness on the Law against Domestic Violence and enhanced referral systems.

Since domestic violence was identified as a priority concern at the first National Women's Congress held in 2000, strides were made to develop the Law against Domestic Violence (LADV). After a number of consultations, the draft law was developed by 2004; however, the process of adopting LADV had to be kept on hold to ensure harmonization with the new Penal Code, still being drafted. Given lack of national legislation, prevention of GBV and domestic violence and protection of victims had been a huge challenge. Similarly, comprehensive legislation for human trafficking adapting the

¹ National Statistics Directorate, Ministry of Finance. 'Timor-Leste Demographic and Health Survey 2009-2010'

² Office of Secretary of State for the Promotion of Gender Equality, 'National Action Plan on Gender Based Violence' May 2012; UNFPA, 'Gender Based Violence in Timor-Leste Case Study'. October 2005.; Asia Pacific Support Collective Timor-Leste (APSCTL), 'Baseline Study on Sexual and Gender-based Violence in Cova Lima and Bobonaro'.

³ Vulnerable Persons Unit of Policia Nacional in Timor-Leste (PNTL), 'Crime Statistics Statement for the Year 2009'.

⁴ Speech of the H.E. Secretary of State on the Promotion of Equality, Ms. Idelta Maria Rodrigues, On the occasion of the Closing Ceremony of Training of Trainers Workshop for PNTL on Gender-Based Violence Investigations, 12 June 2012

United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol) was urgently required given the legislative gaps. Human trafficking in Timor-Leste is mostly sexual exploitation⁵.

Since its independence, the Government of Timor-Leste is committed to protection of women's and children's rights, and has ratified international conventions such as CEDAW⁶ and CRC⁷. However, their roles and commitments have not been fully fulfilled due to lack of key legislative frameworks, implementation plans, and functional systems and procedures.

Main mechanisms and actors for MDG-F Programme Implementation

One of the major milestones and progress for promotion of gender equality in Timor-Leste is establishment of Office of the Secretary of State for the Promotion of Equality (SEPI) in June 2008 which replaced the Office for the Promotion of Gender Equality.⁸ A Gender Focal Point (GFP) mechanism was also introduced at the Ministries and districts in 2008; however, GFPs were not decision makers and hence had not been involved in planning and budget allocations within each respective Ministry. In order to improve this situation, the Government adopted a new Resolution⁹ which established a Gender Working Group (GWG) mechanism at each of 17 ministries/Secretaries of State and 13 Districts with the higher-level members.¹⁰ SEPI's Strategic Plan 2010-2015 was launched in 2010 and it is currently under implementation.

In the Ministry of Social Solidarity, the National Directorate of Social Insertion focuses on protection and service provision of vulnerable populations such as the disabled, children and women, including the victims of GBV/domestic violence. Their Child Protection Officers are located in all 13 districts, while social animators have been appointed in 2008 covering 65 sub-districts, allowing the outreach to the sub-district level.

The National Vulnerable Person's Unit (NVPU) of the Policia Nacional in Timor-Leste (PNTL), which has the mandate to investigate the GBV cases including sexual violence, was established at the national and district level in 2001.¹¹ Every district has the office of NVPU with its headquarters in Dili. Because of its identifiable access point and designated officers to assist victims and liaise with service providers¹², the NVPU's collaboration and coordination with NGOs started at an early stage but rather informally.

The Women's Caucus in the National Parliament was established in 2006. To further strengthen women's participation in politics and decision-making, the Gender Resource Center was established with the technical support from UNDP and UN Women in 2008. To date, the Women's Caucus and

⁵ Alola Foundation, 'Trafficking in East Timor, A look into the Newest Nation's Sex industry', 2004.

⁶ Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)

⁷ Convention on the Rights of Child (CRC)

⁸ Decree-law No. 16/2008

⁹ Resolution No. 27/2011

¹⁰ GWG at the ministry/Secretaries: chaired by a DG and comprised of Director-level representatives (including those responsible for planning, policy development and budget development). GWG at the District: chaired by the District Secretaries and comprised of Directors from seven different line ministries and the District Commander of VPU. Inter-ministerial GWG is comprised of DG level representative from each Ministry/Secretary.

¹¹ National level: Feb 2001/ District level: March 2001

¹² UNFPA, 'Gender Based Violence in Timor-Leste Case Study'. October 2005

gender commissions have made a significant contribution to gender equality, especially in advocating for women's rights and gender sensitive budget allocation.¹³

There is a limited number of NGOs and churches supporting the victims of GBV, human trafficking and child protection in Dili as well as in the districts. They can be mainly categorized into Uma Mahon (shelters) run by NGOs and churches organizations/faith-based organizations; Fatin Hakmatek (safe room) run by NGOs and situated in the grounds of some regional hospitals; and legal aid NGOs. They have been informally assisting victims in close collaboration with other partners such as the NVPU, Child Protection Officers, and local authorities.

2. Methodology of the Documentation

The documentation of Best Practices and Lessons Learned for the MDG-F Joint Programme 'Supporting Gender Equality and Women's Rights in Timor-Leste' (hereafter "Documentation of the 'MDG-F Gender Programme in TL'") is a part of the Effective Practices in Promoting Gender Equality for MDG Achievement 'MDG-F Gender as a cross cutting issue Knowledge Management Initiative' (hereafter 'MDG-F KM Initiative on Gender'). The documentation followed the methodological guidelines for 'MDG-F KM Initiative on Gender' provided by the MDG-F Secretariat in principle, applying the process and evidence based documentation approach to the extent possible.

In Timor-Leste, another 'Case Study Evaluation under the MDG-F Monitoring and Evaluation Initiative' (hereafter 'Case Study M&E') which examines two MDG-F Joint Programmes including the 'MDG-F Gender Joint Programme in Timor-Leste', and the Final Evaluation of the same programme have been implemented in parallel to this documentation initiative. The first Case Study focuses on national ownership and UN coordination issues, whereas the final evaluation examines the programme design, implementation process and achievement, and also identifies best practices and lessons learned. In order to minimize the duplications of each initiative and maximize the outputs of the product, it has been decided that this documentation will present several specific cases which are perceived unique and/or best practices.

Information and data collection for the case study was carried out mainly in the following four forms.

- (1) Desk review
- (2) Interviews and discussions
- (3) Focus Group Discussions (FGD)
- (4) Observations of the actual activities

Due to the aforementioned parallel initiatives, effort was made to complement each other to the extent possible to minimize the duplications and maximize the results. For instance, most interviews with the Government stakeholders and Focus Group Discussions (FGDs) with the NGOs were combined with those of the final evaluation, while some of the questionnaires from the other 'Case Study M&E' were used for the purpose of this documentation.

Contributors for interviews, discussions, and FGDs are government, non-government stakeholders, UN agencies, academia, and beneficiaries in the communities (See Annex 2).

¹³ 'From numbers to change: The experience of women's caucus in parliament in East Timor in bringing about gender-sensitive public finance'

Limitations of the documentation

Due to the tight deadline given to the documentation and difficulties of the fieldwork due to the parliamentary election campaigns, field work was carried out only in two locations, Suai in Covalima District and Metinaro in Dili District, in addition to the capital city in Dili.

Because of the aforementioned two parallel initiatives for the 'MDG-F Gender Joint Programme in Timor-Leste', this document will not look into some of the issues in the guidelines such as 'UN Coordination' and 'Aid Effectiveness' and will have limited scope for 'analysis of implementation process' which will be covered by the other two initiatives.

3. Programme Objectives and Strategy

Objective

The MDG-F Joint Programme on 'Supporting Gender Equality and Women's Rights in Timor-Leste' aims to support the Government of Timor-Leste improving the conditions of women and girls in Timor-Leste through protection of their rights and their empowerment. It was envisaged that the programme would contribute to the realization of the UNDAF Outcome of 'Consolidating stronger democratic institutions and mechanisms for social cohesion where the vulnerable population will benefit from quality social welfare and social protection services.'

The programme is comprised of the following three outcomes:

Outcome 1: Improved protection of women and girls through the establishment of legal frameworks and mechanisms to uphold their rights;

Outcome 2: Reduced vulnerability of women and girls through improved outreach mechanisms and services and the establishment of a social protection scheme;

Outcome 3: Improved social and economic situation of women and girls through fair allocation of resources using gender-responsive budgeting.

Under the first outcome, the initiatives support development of essential legislations and their action plans on domestic violence and human trafficking, and their wide awareness raising at national and community levels. As lack of vital laws have been posing huge challenges to prosecution of GBV/domestic violence and human trafficking and protection of victims, finalization and realization of these legislations have been imperative.

Under the second outcome, the initiatives support both governmental and non-governmental counterparts for enhanced service provision to the vulnerable populations in the area of GBV/domestic violence, child protection, and human trafficking. The support focus for the government is strengthening the systems, mechanisms, monitoring of quality and standard of service provision, and capacity. The focus for the non-governmental counterparts is direct provision of grants towards the actual operation of the shelters ('Uma Mahon') and safe places ('Fatin Hakmatek'), and extensive capacity building. Further, to enhance coordination and maximize the effectiveness of assistance to the victims, different networks among governmental and non-governmental stakeholders at the national and district level are supported.

The third outcome was proposed with the aim to transform the budgetary process to ensure that gender aspects are analyzed and considered for resource allocation and expenditure¹⁴. This component focuses on sensitization and capacity building on Gender Responsive Budget (GRB) of the government, parliament, and civil society stakeholders, and development of GRB tools and skills to use it.

Strategy

The key strategy of the programme is ***institutionalization and national ownership***. While the programme design was in large part led by the implementing UN agencies due to time constraints, needs and priorities based on their prior interventions and discussions with the government and civil society were reflected to the extent possible. Also, it is important to highlight that the joint programme was designed at the time when the country was facing and deal with internal conflict in 2006 to 2008. For this reason there was limited participation of the Government and civil society in programme design.

The programme adopted the ***upstream and downstream interventions*** to influence gender equality and build capacity of stakeholders in different spheres at the central and local levels. For this reason, the Outcome 1 looks into policy changes, the Outcome 2 in service provisions, and the Outcome 3 in awareness, tools and capacities of both duty bearers and rights holders on gender responsive resource allocations. Five districts with potential high risk of GBV, trafficking, and child abuse including Dili were selected for implementation. For institutionalization of the knowledge and skills, various socializations and technical training, and support for development of practical tools and mechanisms were built in the programme design.

Wide variety of stakeholders were expected to be involved in the implementation of the programme: Office of the Secretary of State for the Promotion of Equality (SEPI), central and local (district and suco level) government staff in social solidarity, health, education, and other line ministries, Women's Caucus of the National Parliament, NGOs, police, network members¹⁵, as well as community people including school children. Government actors were expected to fulfill their responsibility to protect vulnerable populations as duty-bearers through gained knowledge and skills; and civil society actors were expected to represent citizens to advocate for women and children's rights and protection of victims while enhancing quality of their service provisions through the programme technical support and enhanced knowledge and skills.

Inter-institutional, inter-sectoral, and 'UN, government, and civil-society/NGO' collaboration were built in the programme design. In the programme management aspect, two structures, namely National Steering Committee (NSC) and Programme Management Committee (PMC) were set up to ensures strategic and smooth implementation with adequate oversight. NSC is comprised of high-level government and UN senior officials, and PMC is comprised of relevant government and NGO partners, as well as UN implementing agencies. As the 'Case Study M&E' initiative examines the area of national ownership and UN coordination in details, this case study will not explore these issues in details (Please see the forthcoming 'Case Study Evaluation under the MDG-F Monitoring and Evaluation' to be published).

¹⁴ Joint Programme Document on 'Supporting Gender Equality and Women's Rights'

¹⁵ At the national level, comprised of government stakeholders and NGOs/service providers; and at the local level, typically comprised of local leaders, suco council members, teachers, local service providers, and some government focal points.

4. Case Study of the Programme

In this section, seven case studies under three categories (A. Support for legal frameworks and mechanisms; B. Support for Outreach Mechanisms and Services Provision; and C. Support for fair allocation of resources) will be presented. After the desk review and extensive interviews and discussions with the stakeholders, these cases have been selected on the ground that lessons can be drawn for enhancement, replication, or upscaling of similar initiatives in the future.

Each case will be comprised of Background, Achievements, and Lessons Learned and Challenges.

A. Support for Legal Frameworks and Mechanisms

Case Study 1: Participatory Development of Laws and National Action Plans on Gender-based Violence and Human Trafficking

Background:

Timor-Leste, since its independence in 2002, has been facing and dealing with huge challenges in the formal justice system. One of the major reasons had been no existence of its own laws in critical areas and laborious process of drafting new laws and exercising them. The Law Against Domestic Violence (LADV) and the Law Against Trafficking in Persons (LATP) are not the exceptions. In the case of LADV, it took almost 8 years for the law to be enacted since domestic violence was identified as a priority concern at the first National Women's Congress held in 2000. Meantime, the draft law was developed and presented to the Council of Ministers by 2005; however, it could not be adopted until the new Penal Code, with which it was harmonized, was also adopted. After the approval of the Penal Code in March 2009, LADV was finalized and approved in March 2010, and promulgated in June 2010. In May 2012, the National Action Plan on Gender Based Violence was approved by the Council of Minister.

During 2008, Inter-agency Human Trafficking Group started to discuss sustainable and coordinated actions as the Alola Foundation was the sole national actor dedicated for combating human trafficking. Development process of the National Action Plan to Combat Human Trafficking (NAP-CHT) started in September 2009, which was followed by the drafting of the Law Against Trafficking in Persons (LATP) in 2011. Both documents have been endorsed by the high level inter-ministerial Committee in March 2012 and awaiting for the approval at the Council of Ministers which has been postponed due to the parliamentary election.

Achievements:

'The MDG-F Joint Programme, with its financial and technical support, accelerated the process of setting the legal framework. Without it, it would have been difficult to reach this stage today', says the Director of Social Reinsertion in the Ministry of Social Solidarity.

While the drafting of the LADV had already been underway, the MDG-F support commenced just in time for its realization and operationalization namely development of the NAP-GBV, as well as the

development of NAP-CHT and the LAMP. Further, NAP-GBV is the first multi-sectoral approach addressing the GBV¹⁶.

SEPI-led ‘multi-sectoral/ multi-stakeholder’ participatory process: One of the highlights of the NAP-GBV is the way how it was consulted and drafted. The Technical Drafting Committee (TDC) comprised of 17 stakeholders¹⁷ from various governmental and non-governmental institutions was formed under the leadership of the Office of the Secretary of State for the Promotion of Equality (SEPI) and this TDC took the initiative of drafting. Each stakeholder brought their expertise and shared their ideas. Involvement of the civil society actors brought ‘the real GBV situation on the ground’ into perspective. During this process, eight meetings were held to discuss the content, and two national and four district consultations¹⁸ were held to raise awareness of the process and seek inputs on the required actions as well as opportunities and challenges in the area of GBV.



Consultations on NAP-GBV in Oecussi District. Photo by UNFPA

The NAP-GBV focuses on four strategic priority areas of (i) Prevention of Gender-based Violence; (ii) Provision of Services to Victims; (iii) Lori ba Justice (Appeal to Justice); and (iv) Coordination, Monitoring, and Evaluation; and lays out specific goals, outcomes, outputs, activities, target groups, as well as a timeframe for implementation. Responsible actors are also clearly stated in the document. Because of the highly participatory consultative process, both the government and service providers are well aware of their responsibilities. In the NAP-GBV, the MDG-Funded activities are already included in the first year, which demonstrates that the MDG-F programme was crucial to kick-start priority activities in the NAP. Costing of the plan (See Case Study 6) and development of comprehensive Monitoring and Evaluation Framework (M&E) on NAP-GBV were led by SEPI with the support of UN Women. Both Governmental and civil society stakeholders have been trained in the M&E, and as a result, they now understand how to monitor towards specific outcomes/outputs with specific indicators.

Wide socialization for development of the NAP-CHT: In the development of NAP-CHT, a sub-committee was formed under the Inter-agency Human Trafficking Group and its members¹⁹ were trained by IOM on the drafting process. After the drafting, the draft NAP-CHT was shared and consulted with 320 community stakeholders in 13 districts including community leader, service providers, teachers, and students. They had the opportunities to discuss the roles and responsibilities of duty bearers and rights holders, possible actions to stop human trafficking, and

¹⁶ Office of the Secretary of State for the Promotion of Equality, National Action Plan on Gender-Based Violence, May 2012

¹⁷ Secretary of State for the Promotion of Equality; Office of the Provider for Human Rights and Justice; Ministry of Justice; Ministry of Education; Ministry of Health; Secretary of State for Security; Ministry of Social Solidarity; Office of the Prosecutor General; Ministry of Finance; Policia Nacional Timor-Leste, Vulnerable Persons Unit; Judicial Systems Monitoring Programme; Fokupers; Pradet; Casa Vida; Associacao Mane Kontra Violencia; Yayasan HAK; Alola Foundation.

¹⁸ Suai, Manufahi, Oecusse, and Lautem

¹⁹ Coordinated by MOFA. Members: Government: Ministry of Foreign Affairs, Ministry of Finance, Secretary of State for Security – PNTL and Immigration Service, Ministry of Social Solidarity, Secretary of State for the Promotion of Equality, Office of the Prosecutor General, Provider for Human Rights and Justice. NGOs: Alola Foundation, Fokupers, PRADET

gaps in the NAP-CHT. The inputs from the community were taken into consideration and the document was finalized by February 2012, still pending the final approval. Further, through a tailor-made training on human trafficking, nearly 930 governmental and NGO personnel dealing with human trafficking issues gained knowledge and applicable skills. While a tailor-made training curriculum was developed for 4 governmental institutions²⁰ out of the training, further follow-up is necessary to institutionalize the training. 2310 Suco Council members and community leaders were also sensitized on human trafficking and implemented 13 local level anti-trafficking projects for community awareness raising (see Case Study 3 and Box 1).

Lessons Learned and challenges:

Participatory process and institutionalization are keys for success: It should be emphasized that timely arrival of the MDG-F Joint Programme and UN agencies' technical support allowed the participatory development of both National Action Plans, and contributed to institutionalization of the knowledge and skills. As described in the achievement above, wide consultative process in developing the NAPs led by the Technical Drafting Team was the key for national ownership of the document. Further, the programme design which tightly combined the legal /policy aspect and institutionalization of knowledge and skills also helped the national stakeholders to be ready for implementation of the nationally owned NAPs.

Inclusion of costing and clear responsibilities in the NAP-GBV are great steps, but more detailed costing is essential: In case of NAP-GBV, specifying the responsibilities and costing also made responsible parties ready for their planning and implementation. Each responsible party is now aware how much they need to include in their budget request or mobilize from the donors. Nevertheless, more specific budget analysis including costs for human resources for implementation will be crucial (also see 'Achievement' in Case Study 6). Different stakeholders expressed their concerns for implementation capacity at the district level. Currently, Child Protection Officers (CPO) in 13 districts with the support of a social animator in each sub-district level are responsible for both child protection and GBV portfolio besides other responsibilities. Due to human resource limitation, MSS assigns CPOs to play a greater role in GBV issues than they did in the past. MSS approach to this was also shaped by the notion of family protection and expanding the understanding for how women and children's protection could be enhanced through an integrated approach. As the CPOs have very limited capacity to manage the new portfolio assigned to them, alternative solutions may be needed to strengthen the referral system at local levels. This may require the recruitment of GBV focal points within the ministry, to work alongside with CPOs and social animators to strengthen outreach services for identification on GBV survivors; assessing the needs of survivors and referral of victims. It is envisioned that the alternative solution will enhance the quality of service delivery and strengthen the protection mechanism of GBV survivors. To seek alternative solution, however, detailed costing will be essential.

In case of the NAP- CHT, costing is not included in the draft. In order to better prepare responsible actors for their planning of actions, cost analysis will be important before submitting to the Council of Ministers. The process of cost analysis can be shared and learned from the experience of NAP-GBV.

²⁰ PNTL; Ministry of State Administration; Ministry of Justice; and Secretary of State for Security and Migration Service

Enhanced coordination between the Government and NGOs for implementation of NAP-GBV:

Most of the NGO stakeholders involved in the NAP- GBV informed that they had not seen the final version of the NAP yet. As the NAP-GBV was approved only on May 29, 2012, and at the time of writing is still with the Council of Ministers in process for inclusion in the *Journal*, it is assumed that the coordination between the Government and NGO stakeholders will start as soon as it is published and the government structure is reformed after the parliamentary elections. Given that NGOs are identified as major partners for many areas, especially in service provision, coordination between government and NGOs through an established national level networks will be critical.

Case Study 2: Joint effort for capacity building of the Police and institutionalization

Background:

Institutionalization and national ownership being the main strategy of the MDG-F Programme, capacity building was integral part of the programme design. Hence in parallel to the development of the legal frameworks, it was vital to enhance the knowledge and skills on GBV, child protection, and human trafficking of the government and service providers including NGOs, shelters, and police. Amongst different important stakeholders, capacity building of police officers, particularly in the National Vulnerable Persons Unit (NVPU), was crucial in all areas of GBV investigations, including human trafficking and child protection as they are the first official point of contact for victims.

Since its establishment in 2001, NVPU staff have had mentoring by UN Civil Police and undergone training provided by them, as well as different donors and development agencies including the UN agencies. At the institutional level, however, due to lack of vital facilities and systems such as vehicles, communication systems, proper space for investigation, Standardized Operation Procedures for dealing with cases, as well as frequent rotation of the staff, NVPU have faced challenges in responding to GBV/domestic violence cases. At the capacity level, many officers did not have good understanding of GBV/domestic violence, investigation skills, and application of appropriate laws, leading to hesitation of the victims to approach them or to incorrect handling of the cases. The notion of the GBV/domestic violence as a private matter also seems to have influenced their investigation performance.

Achievements:

Through the MDG-F Programme, 750 man-days²¹ of police officers in the center and districts gained knowledge and skills on GBV, child protection, and human trafficking, as well as their investigations. Female officers constituted about 28% of the total trained officers. With the new laws and NAPs as well as the Standard Operations Procedures in place, understanding of those issues was much needed.

²¹ Figure calculated based on the MDG-F Report June 2012

UN Joint Manual and Training for GBV

Investigations: At the beginning of the programme implementation, training on child protection, GBV, and human trafficking was given separately while resource persons from the other areas were invited to the respective training. During the finalization of the GBV Investigations Manual, which was initially developed by the Australian Timor-Leste Federal Police, SEPI/UNFPA, the PNTL (Police Training Centre), additional agencies, UNICEF, IOM, UNPOL, and the Timor-Leste Police Development Programme (TLPDP) had the opportunity to provide

their expertise to turn the course into a more comprehensive training needs package, while also covering the aspects of child protection, human trafficking, investigations and recent approved legislation in the area of gender justice. Around this time, they started to discuss more efficient and effective training and started planning a joint training. In 2011, UNICEF coordinated the first joint training to NVPU in Dili District. Subsequently, joint refresher's courses for NVPU in the district were held in Baucau, Liquica, Suai, and Oecussi Districts. They were the initial steps towards the first joint training covering the LADV, trafficking, and GBV and human trafficking referral network supported by the MDG-F. In June 2012, under UNFPA's coordination, a joint Training of Trainers on GBV Investigation was held targeting 21 selected police officers from different districts. This comprehensive training covered wide range of issues in GBV investigations including theories on GBV, child protections, human trafficking, referral systems, investigation skills, and legal frameworks, involving various international and Timorese resource persons in service providers and governmental agencies²². All the participants including the Head of NVPU participated for two weeks fully, which shows their deep commitment to their work on GBV.



PNTL GBV Investigation Training Class with instructors, June 2012. Photo by Karen Reidy/UNFPA

Continuous strategic discussions towards Institutionalization: Another significant indirect achievement which came out of the MDG-F implementation is continuous discussions on the challenges and responding actions. UNFPA, NVPU, and relevant stakeholders continued to address the issue of frequent rotations of the NVPU police officers, and insufficient capacity and resources to efficiently respond to GBV and DV cases according to the established standards (see Lessons Learned below). As a result, 'measures to ensure a minimum of 3 years continuation of PNTL NVPU Officers in their posts', and 'institutionalization of the GBV /DV training in the basic training at the Police Training Center' have been addressed in the NAP-GBV²³ Stating the specific action in the official action plan is a great way to gain government's commitment towards institutionalization. Most recently, the GBV Investigations Training has been institutionalized in the Police Training Center and SEPI with the support of UNFPA, have been offered 6 hours of instruction in GBV investigations to all classes of new PNTL recruits at the Police Training Centre for 2012.

Lessons Learned and challenges:

Jointness of donors/development agencies: As mentioned above, training for police was not initially coordinated among UN agencies and hence given separately with limited collaboration. During the

²² SEPI and Ministry of Social Solidarity

²³ Office of the Secretary of State for the Promotion of Equality, National Action Plan on Gender-Based Violence, May 2012

implementation stage, however, agencies realized the importance of joint training for increased efficiency and effectiveness. In security sector which involves various stakeholders and donors, close collaboration to minimize the duplication and maximize the results is crucial. Close partnerships with Timor-Leste Police Development Programme (TLPDP) on the GBV Investigations Manual and provision of training provided also useful. In fact, the police as well as other stakeholders appreciated this consorted effort of partners to have consistency of the technical support from donors. Agency jointness also contributed to comprehensive understanding of the investigation, rather than individually.

Budget constraint continues to be challenging: Another big challenge for the PNTL and the Police Training Center is the budget constraints. Due to insufficient budget, NVPU does not have enabling environment to efficiently and effectively perform their duties. For instance, it is only recently that NVPU in the districts were allocated with the dedicated vehicles to transport victims to a safe place and there is a further donor support for driving lessons for some NVPU officers later this year. The NVPU Head also expressed her challenges for not having a separate room for interviews of victims, both at the central and district level, although use of the UNICEF-supported child-friendly interview rooms could be maximized for GBV victims. Likewise, without a dedicated government budget allocation, it is difficult for the Police Training Center to carry out GBV training as a basic training regularly. It is essential that advocacy for increased budget allocation should be emphasized through different channels including the Governmental Gender Working Group and non-governmental GRB Working Group.

Case Study 3: Outreach to the Community-level Stakeholders

Background:

In Timor-Leste, due to geographical access difficulties, outreach to the villages and communities in the districts has been a challenge for dissemination of information. Especially given the development of numerous legal frameworks, implementation plans, and referral guidelines, it was vital for the MDG-F Programme to make 'Information, Education, and Communication (IEC) as an integral part of the programme. It was initially envisaged that IEC strategy would be developed and the baseline assessment before and after the public awareness campaign would be carried out to measure the level of increased knowledge and awareness.

Achievements:

Outreach of the Law against Domestic Violence with 'easy to understand' materials: With UNFPA's technical support, SEPI developed a simple Training of Trainers Manual on Law Against Domestic Violence (LADV) especially targeting the suco-level audience such as suco-chiefs, council members, and local referral networks. The manual involves case studies, role plays, and inter-active discussions, rather than the lecture on the concept to stimulate the inter-activeness. In total, 442 suco council members and 256 local referral networks were trained to date. Besides the booklet of the LADV and other promotion materials, a simple brochure on the LADV which extracts and explains the key elements of the law and 'a step-by-step' case reporting process with photos has been used for socialization.



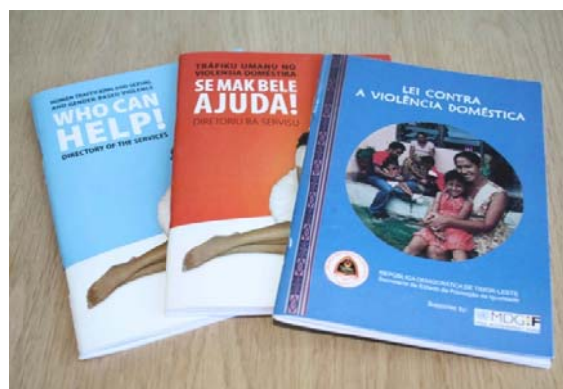
'Easy to understand' brochure on LADV

16 Days Activism Campaign as an opportunity for outreach:

With the support of MDG-F, outreach was strengthened during the 16 Days Activism Campaign. SEPI-led National Steering Committee comprised of different stakeholders collaborated to reach nationwide with the specific theme each year. In 2010, socialization of the LADV was one of the important elements after its approval in June 2010. The theme 'The Law Against Domestic Violence: Protecting Me, Protecting My Family' was chosen with a key message that 'the law is not to separate the family but to keep the family together'. In 2011, a

local NGO, Association of Men Against Violence (AMKV) played a key role to enhance socialization with male stakeholders on the LADV as the resistance from men towards the law had been quite challenging. While this initiative was successful, the targeted audience was very limited and hence upscaling this initiative needs to be considered.

Joint Directory of the Service Providers for GBV and Trafficking: Amongst the different public awareness materials, Directory of the Services called 'Who can Help' was jointly supported by UNFPA, IOM, and the local NGO Alola Foundation for GBV and Human Trafficking. The booklet which includes the contacts of the service providers in Dili and each district according to the categories have been distributed nationwide. This is a very comprehensive book and useful for specific audience such as service providers, including law enforcement, district and suco-district officers, schools and hospitals. To complement other types of audience, such as children and those who are not literate, simple advocacy posters with the emergency number were also published.



Directory of Services and a booklet on Law against Domestic Violence.

Community-based innovative awareness campaign: IOM reached 2540 people through different community-based awareness campaigns on human trafficking. It carried out socialization in 5 targeted districts²⁴, trained journalists, and advocated through newspapers, TV and radio talk shows.



Socialization on Human Trafficking through music. Photo by IOM.

Following the socialization at the district level, small grants were provided to three proposals per district on community-based awareness campaign. Each district came up with different innovative ideas to maximize the outreach according to their needs. In one of the sub-district in Suai District which is located in the border with Indonesia, the community prepared a banner and strategically placed it at the free market near the border where trafficking takes place. In Maliana, 3 suco communities brainstormed and held a joint socialization targeting the larger audience. In Baucau and Dili Districts, drama performance and music were used as a method for community-friendly sensitization (See Box 1 for details).

²⁴ Oecussi, Suai, Dili, Baucau, and Maliana

‘Two layers of ToT’: UNICEF carried out extensive outreach for child protection reaching all the sucos in 13 districts through two layers of Training of Trainers (ToT). Firstly 13 Child Protection (CPOs) in 13 districts were trained as a trainer and gained in-depth knowledge on child protection and training skills. As a second step, they applied their skills as trainers and trained the members of CPN²⁵ in each district as trainers. Thereafter, trained CPN members in each district used their skills and trained other targeted audience such as students, dropped out children, other community members (Two layers of ToT). Different types of materials such as a child protection flip chart, referral guidelines posters (See Case Study 5), booklets, and brochures, were produced to reach out different

types of audience over 5000 people. Adolescent girls who were trained by Suco-chief in Debos Sub-District, Suai District, expressed their satisfactions with the increased knowledge and how to report on child abuse and violence. The Suco-Chief in Debos was also grateful that he was trained as a trainer and showed his further interests in training wider audience.



Suco-Chief in Debos, Suai District enthusiastically talking about ToT on child protection training.
Photo by Kaoru Yamagiwa

Box 1

Innovative Socialization on human trafficking through art performances

In Dili and Baucau Districts, socialization on human trafficking through drama performance and music were proposed from some sucos. To respond to their initiative, IOM supported further sensitization of performers, selection of a good case study, and provision of the storyline to the actors who were selected by the community at the suco-level. The drama performance was open to anyone in the community. In Baucau, socialization on human trafficking through jamming of music was also performed. Some local youth composed the music with the lyrics on human trafficking and sang songs in front of the audience. IOM also cooperated with MTV Exit and developed a programme on combating Human Trafficking in Tetun which was broad casted and also viewed in two districts.

These art performances attracted the interests of the community on human trafficking and the events turned successful. Considering that there is higher illiteracy especially in the districts, this type of community-based socialization through art performances is an excellent and effective approach that other communities and stakeholders can replicate.

²⁵ CPN members include service providers, teachers, nuns, police, and Suco Council members.

Lessons Learned and challenges:

Continuous socialization at the community-level is a key for changing the mind-set: Timorese society is increasingly aware of the issues of GBV, child protection, and human trafficking today, after the extensive information dissemination, sensitization, and capacity building. Respondents of the documentation interview, however, stated that information dissemination and socialization once or twice is not enough to sensitize different stakeholders, especially at the district level. In Timorese society which is mostly patriarchal and domestic violence is often considered as a private matter and sometimes norms²⁶, changing the perception of the domestic violence as a public crime²⁷ at the community level continues to be challenging. A Lia Nain (traditional mediator) in one of the sub-districts of Suai District expressed the difficulty of shifting the mind-set of old people. Further, appeal to the formal justice system can be controversial for some people. For instance, some powerful people at the community such as Lia Nain and community leaders used to gain reward for mediating the cases, whereas their role would change and therefore they would not benefit anymore if citizens start appealing to formal justice mechanisms. Furthermore, because of the family reputation and shame in public, survivors of domestic/gender violence and her/his family may feel shy to go through an official channel of reporting. An animator in Suai District suggested that the socialization of both laws to be carried out at the sub-district level continuously so that more people have a chance to better understand domestic violence and human trafficking. IOM's approach for community-led awareness raising is a good way to give more ownership to the community, although close monitoring maybe required.



Lia nain joining the focus groups discussion on GRB and GBV.
Photo by Kaoru Yamagiwa

IEC Strategy for harmonized and joint public awareness: Although, some joint IEC initiatives such as the joint production of the Directory of the Services were undertaken, more coordinated public awareness could have been organized as a UN Joint programme. According to the programme document, IEC strategy was supposed to be developed, however this was not realized and hence each agency took their own initiative. If a joint IEC Strategy was developed at the initial stage, more coordinated actions with the consistent message could have been delivered and the visibility of the programme would have been higher. Nonetheless, different initiatives for IEC on GBV, child protection, and human trafficking demonstrated good visibilities and outreach at the individual subject level.

Although a baseline assessment was conducted in 2010, post-campaign assessment was not undertaken. It is therefore difficult to measure the changes in knowledge and awareness on GBV, child protection, and human trafficking other than the feedback from the referral stakeholders and beneficiaries. The other 'Case Study M&E', however, has a component focusing on 'changes in

²⁶ Asia Pacific Support Collective Timor-Leste (APSCTL), 'Baseline Study on Sexual and Gender-Based Violence in Covalima and Bobonaro'. August 2011

²⁷ Article 36 of Law Against Domestic Violence

behavior, attitudes and practices' at Suco level. When 'Case Study M&E' is completed, the result will definitely complement the shortage of the IEC aspect in this documentation.

BOX 2

Anger Management Training for Prisoners

As part of IEC initiative for improved protection of women and girls, UNFPA supported the Anger Management Training to GBV/Domestic Violence offenders to prevent recidivism. This initiative was built on the Anger Management Training manual developed by UNFPA in close collaboration with Ministry of Justice in 2006 prior to the MDG-F Programme. Due to the 2006 Crisis and its recovery process, the initiative had not moved forward; however, this initiative began again with the timely funding of MDG-F.

In cooperation with SEPI and National Department of Prison Service (NDPS), Ministry of Justice, the "ToT" Training Manual and corresponding students' workbook were revised and printed, and one week training was given in Gleno Prison and Becora Prison respectively twice in 2010 and 2011. In total, 92 people (mostly prisoners with some prison guards) received the training. The content of the training includes identification of emotions and anger, expressing emotions including anger and their effect, how to manage anger and stopping violence in close relationships, communicating better and developing strategies for non-abusive relationships. The sessions also included meditation as a method for anger control. The participants also received information on the LADV.

Following the training, the NDPS requested UNFPA to replicate the training targeting the correction officers in Gleno and Becora Prisons who deal with the offenders, and 40 officers participated in total. Currently, the DPTS has requested that all corrections officers in Timor-Leste (over 200 staff) undergo this training and that this training be included permanently in the programs of the prison service. Furthermore, based on the recommendation from prisoners, Anger Management Training will be piloted in one of the districts with higher risk of violence targeting the youth who belong to martial arts groups in the near future. It is also envisaged that yoga/meditation classes be further introduced to prisoners to help them deal with stress and manage their anger.

B. Support for Outreach Mechanisms and Services Provision

Case Study 4: Reduced vulnerability of women and girls through Bolsa de Mãe (Conditional Cash Transfer)

Background:

To respond to the internal crisis in 2006 to 2008, the poverty, Social Action Policy was developed and adopted by Council of Ministers in January 2008. One of the schemes introduced in the policy was the conditional cash transfer scheme called "Bolsa da Mãe" (BdM). BdM provides a set amount of cash to selected vulnerable populations, particularly vulnerable women-headed households, while making their children's immunization and educational attainment as conditions for benefit of this scheme. In 2008, 7,051 widowed female heads of households and orphans benefited in 65 sub-districts. While many beneficiaries felt that the BdM contributed to their poverty alleviation, the

evaluation of the pilot presented numerous challenges such as selection criteria, jealousy within the families and in the society, and insufficient amount.

In order to support more efficient and effective social reintegration of vulnerable groups with special emphasis on women-headed households, better systematization of the BdM scheme through policy and technical support by UNDP was proposed within the MDG-F programme. It was also envisaged that the enhanced system would not only economically empower vulnerable women but also contribute to attainment of MDG Goal 2- Universal Primary Education and MDG Goal 4- Reduce Child Mortality. It should be also noted that economic vulnerability can be a push factor for occurrence of Gender-based Violence (GBV). According to the 'Baseline Study on Sexual and Gender-Based Violence Study in Covalima and Bobonaro',²⁸ financial difficulties can affect the relationship between husband and wife leading to domestic violence and also encourage women to opt for or to send their daughters for prostitutions. In this regard, the BdM can also contribute to prevention of GBV through economic empowerment of vulnerable women.

BdM has been funded through the government budget to the Ministry of Social Solidarity since 2008. While the budget amount was US\$663,750 in 2008, the allocation has been increasing and the amount in 2012 is US\$2,520,000 (5% for operational costs).²⁹

Achievements:

MDG-F support for 'Bolsa da Mãe' scheme vitally contributed to strengthen institutional capacity of Ministry of Social Solidarity and systematize the scheme while creating enabling environment to protect vulnerable populations.

Improved identification of vulnerable women: UNDP's support for development of technical note on policies and implementation guidelines of 'Bolsa da Mãe (BdM)' clarified the definition and identification of vulnerability and criteria, as well as the operational procedures. This intervention was much needed to provide fair access to the most vulnerable while mitigating the potential tensions within the family. To ensure the link with increased attainment of education and vaccination, a monitoring system for compliance with the



Beneficiary of Bolsa de Mae receiving the cash at Oecussi? Photo by Katherine Lester/UNDP.



Beneficiary of Bolsa de Mae queuing at Metinaro, Dili District. Photo by Kaoru Yamagiwa.

conditionality was also strengthened. The technical note led to the development of the 'Bolsa da Mãe Decree Law' which was promulgated by the President on April 23, 2012.

Systematization of the beneficiary data: Establishment of the central database system for BdM along with the registration of the ongoing beneficiaries contributed to the systematization of the information allowing the MSS to access beneficiary profile both at the central

²⁸ Asia Pacific Support Collective Timor-Leste (APSCTL), 'Baseline Study on Sexual and Gender-Based Violence Study in Covalima and Bobonaro'. August 2011.

²⁹ UNDP, UNDP Overview on Bolsa de Mãe

and district levels. Further, it enabled MSS to select the beneficiaries accurately and monitor the implementation. By February 2012, over 15,000 beneficiaries in 13 districts have been registered. During the second round of registrations to be held in September 2012, self-identified households as potential beneficiaries will be registered.

Building capacity of the district staff for data system and linking the data with the central system was a remarkable success, enabling the operations of the BdM efficient. 21 MSS staff, 13 child protection officers in the districts, and 65 social animators in sub-districts have been trained and are now capable of monitoring and evaluation, data collection, and beneficiary identification.

Better access to social protection for vulnerable population: As a result of the above, vulnerable women have better access to social protection, namely access to cash, as well as education and health for their children. According to the interviews with the beneficiaries which were carried out in Oecussi, Suai, and Dili Districts³⁰, almost all the beneficiaries responded that they would spend the cash for schooling of their children. Given that the economic vulnerability is a push factor for domestic violence, this scheme will be a prevention mechanism to a certain extent. A divorcee who was interviewed during the BdM disbursement in Metinaro, Dili said that she had experienced domestic violence due to financial difficulties. She feels protected and empowered as she can send her children to school now, even if she is divorced and have financial difficulties.

Lessons Learned and challenges:

Missing linkage with Vulnerability for GBV: The re-defined criteria and registration questionnaires for BdM scheme does not contain information on vulnerability for GBV thus far. What has been envisioned by MSS and UNDP for the future intervention is the linkage between referral system and BdM scheme so that potential victims and survivors are increasingly aware of the scheme and have access to the benefit. Further, incorporating such information in the data system can also enhance the use of the database not only for BdM but also implementation of LADV and in the area of child protection. It is also envisaged that the database will be shared among three Ministries of Education, Health, and Social Solidarity which are related to BdM and its conditionalities.

Missed opportunity of a strategic linkage with Gender Responsive Budget (GRB): During the MDG-F Programme implementation, a strategic linkage between BdM scheme and Gender Responsive Budget (GRB) was not made, which is a missed opportunity for potential joint actions. MSS has a huge budget deficit to responding to their social protection scheme including pensions and BdM, despite the budget increase for BdM in 2012. If capacity building and advocacy on GRB for the MSS was strategically aligned with the implementation of BdM, the programme could have supported presenting a concrete case of budget increase for BdM linking with access to health and education.

UNDP will continue to provide technical support and monitor the roll-out of the new BdM, while UN Women will continue to support the GRB beyond the MDG-F programme life-span. If two agencies are still willing, it is not late to plan and take a coordinated approach for the next budget cycle.

³⁰ Interview questions were carried out partly by the BdM team, 'Case Study Evaluation under the MDG-F Monitoring and Evaluation' team, and the author of this publication.

Case Study 5: Support to strengthening the Referral Mechanism and service provisions for child protection, human trafficking, and Gender-Based Violence

Background:

Besides the no existence of legal frameworks, lack of guidelines and standardized operational procedures (SOP) in all areas of Gender-based Violence (GBV), human trafficking, and child protection had been posing challenges for their prevention and protection of potential victims and survivors. The lack of reliable data and management system has also been an obstacle for capturing a clear idea of the extent of GBV in the country. The Government has been mandated to establish the uniform data collection system to comply with the CEDAW General Recommendation as a state responsibility³¹. The urgent intervention on the referral protocol is clearly stipulated in the Articles 8, 16, and 23 of the Law Against Domestic Violence (LADV) which is further detailed in the National Action Plan on GBV (NAP-GBV). Similarly, development of SOP for human trafficking and referral guidelines on Child Protection are stipulated in the draft National Action Plan to Combat Human Trafficking (NAP-CHT) and Child Protection Policy respectively.

Several service providers supporting victims of gender-based violence, human trafficking, and child protection exist mainly in Dili but also across the country with limited availability. They include NVPU and Child Protection Officers (both in all 13 districts); Uma Mahon (shelters) run by NGOs and churches; Fatin Hakmatek (safe rooms) run by NGOs in the grounds of regional; and legal aid NGOs. A Referral Network among the service providers had been in place but rather informal and no formal Memorandum of Understanding or referral protocol had been established to formalize the process. As pointed out in some reports including the CEDAW Initial Report in 2008, 'Roles and responsibilities of individual organizations and government institutions had not been clearly defined, sometimes prohibiting the victims of violence from benefiting from the range of assistance available from all the sectors'.³²



Photo: Referral Network Training- Socialization of SOPs on referring victims between service providers in Oecussi District. Photo by Mario Ximenes/UNFPA.

Achievements:

To accelerate referral and provision of necessary services to the survivors, the MDG-F supported developing guidelines (Child Protection) and SOPs (GBV, GBV Data Collection, and Human Trafficking), strengthening the capacity of the service providers and enhancing their support activities through provision of technical support and procurement of necessities.

Development of SOPs on GBV and their capacity building: With UNFPA's technical support, two comprehensive Standard Operating Procedures on

³¹ CEDAW General Recommendation No. 12 (4)

³² United Nations, 'Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women'. Initial periodic report of States parties-Timor Leste (CEDAW/C/TLS/1). 24 November 2008.

GBV were developed by the Ministry of Social Solidarity (MSS): *'Standard Operating Procedures: Referral of Victims of Domestic Violence, Sexual Assault, and other forms of GBV to the Referral Network of Service Providers in Timor-Leste' (SOP on GBV)* and *'Standard Operating Procedures: Gender-Based Violence Data Collection and Management' (SOP on GBV Data Collection)*. The 'SOP on GBV' aims at guiding service providers to respond to all forms of GBV in a coordinated and multi-sectoral manner. It explains the fundamental principles, roles and responsibilities of each service provider, interview guidelines, reporting, legal assistance, case management, as well as the step-by-step referral pathways. It also contains specific reference to child abuse and trafficking which one can also make a cross-reference to the specific SOP of the respective issue. Since the SOP on GBV was launched in 2011, it has been rolled out in all the 13 districts and a total of 256 stakeholders from various service providers gained knowledge. Beneficiaries informed that they feel that they have better understanding of their specific roles and complementarities, as well as the minimum steps to follow today. Having the SOP will also contribute to quality control of the services.

'SOP on GBV Data Collection' provides minimum guidance to the focal points of all service providers to strengthen the accuracy and more harmonized data collection. This document explains not only the method of data collection and interviews with the survivors and suspects, but also elements of recording, analysis, and information management including data sharing and confidentiality. The roll-out of this SOP at the district level will be completed by mid July 2012.

Targeted Referral Guidelines for Child Protection and capacity building:

With UNICEF's support, Referral Guidelines for child protection were developed through two different types of posters, targeting two different audiences. A comprehensive 'step-by-step' guideline is targeted for Child Protection Network members; and the other one with 'easy to understand message' and a drawing is targeted for communities and children. The

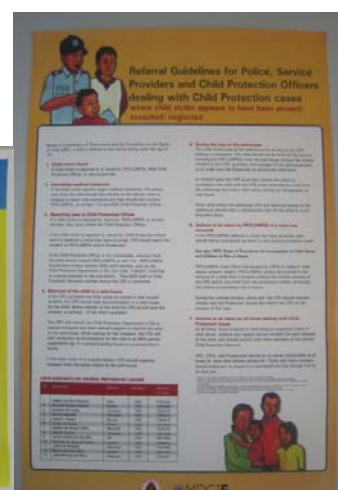


Photo: Referral Guidelines targeting children (left) and targeting referral networks (right).

first one provides clear information on the responsible actors and actions, while the second one focuses on 'whom to inform' when children experience or witness violence/exploitations. As explained more in details in Case Study 3, socialization reached all the sucos in 13 districts by strengthening the capacity of 13 Child Protection Officers who were trained as trainers.

Medical Forensic Examination institutionalized and available at the regional level: Building on the assistance by the AusAID Justice Facility and UNFPA, the MDG-F supported the local NGO PRADET to refine and finalize the original Medical Forensic Examination Protocol to conduct pilot training on its use. The Protocol was endorsed by the National Institute of Health (Ministry of Health) in late 2010 and 20 midwives and doctors have been trained and graduated from the certified training in April 2012 (see Box 3 for more details). Further, the MDG-F partly supported the establishment of the new Fatin Hakmatek at Oecussi Regional Hospital alongside AusAID Justice Facility and forthcoming

in Suai and Maliana Regional Hospitals. Now that nurses, midwives, and doctors from these districts have been trained, medical forensic examination at the regional level will be possible. This is a remarkable step towards protection of survivors as the timely performance of a medical forensic examination can ensure that vital physical evidence is recorded and sent to the Office of the Prosecutor for inclusion in a case file.

Enhanced Coordination Mechanism: Establishing and strengthening of the coordination mechanism in Dili as well as the district level helped service providers better communicate and provide timely support to the victims. In case of GBV, two government-led Working Groups were formalized in Dili while several local referral networks were established in the districts. While the Directorate of the National Social Reinsertion (DNRS) in MSS coordinates the ‘Service Providers Meeting’ to ensure coordinated responses to GBV cases as well as child protection issues, the Secretariat of State for the Promotion of Equality (SEPI) coordinates the ‘Strategy and Advocacy Meeting’. ‘MDG-F support made advocacy more coordinated and focused, and allowed for major issues of concern to be raised at the higher levels of the Government’, several service providers expressed the crucial role of MDG-F. Among the local referral networks established/activated in four districts, two in Suai and Maliana were technically and operationally supported by the MDG-F programme. Regular discussions and information exchange created solidarity of the stakeholders and enhanced the coordinated work.

While Child Protection Network (CPN) at the national and district level existed prior to the MDG-F Programme, numerous training and operational support by the programme strengthened the network and regularized the meeting. The monthly national level meeting which is attended by all the Child Protection Officers (CPOs) is now also used as a forum to discuss and coordinate the domestic violence issues with the Women’s Unit of MSS. The MDG-F also contributed to strengthening the capacity of the Inter-agency Human Trafficking Group dealing and Human Trafficking Stakeholders Meeting³³ in the technical capacity such as drafting the NAP and developing and implementing the SOP on HT, as well as the coordination within and between the groups.

Lessons Learned and challenges:

Absorption capacity towards actual implementation is still a challenge: While the beneficiaries expressed their satisfaction at the increased knowledge and better understanding of the procedures, absorption capacity of the training towards actual implementation is still challenging. As the plan for annual training and continuous operationalization of the SOP is already in the NAP-GBV, it will be crucial for the Government to allocate sufficient funding to continue this. Furthermore, some officers and service providers such as Child Protection Officers, NVPU staff, and some NGOs are responsible for all three areas. Given that all the training was given around the same time, it may take time for them to clarify and absorb each procedure.

Cross-reference and complementarities of SOPs: Whereas the SOP on GBV makes a cross reference to the Child Protection Referral Guidelines and SOP on Human Trafficking, the latter two documents do not link with each other to a large extent. It could be partly because of the different timing for developing the documents. One of the service providers expressed some confusion among different procedures and suggested the comparisons and clarification of the three procedures in the future.

³³ Lead by the Alola Foundation

More coordination among implementing UN agencies as well as the governmental and non-governmental stakeholders at the earlier stage would have made three documents more harmonized. For efficient implementation, revisiting the cross-reference and complementarities of all the referral and operating procedures would be useful in the future.

To date, collected GBV data has not been shared among different stakeholders systematically. Building on the new SOP on GBV data Collection which was just introduced to the referral network members, MSS and relevant authorities are already looking into upscaling the Coding System³⁴ for GBV cases for more efficient data use and management in the future.

Sustainability of the Referral Networks at the district level: Despite the enhanced referral networks and procedures in place, some challenges remain. For instance, a local GBV referral network in one of the districts used to be coordinated by a local NGO, but the coordination role has now been handed over to MSS in accordance with the LADV. NGO Stakeholders at the Focus Group Meeting have noted that the network has been inactive since the coordination role has been passed over to MSS. This inactiveness may be attributed to the heavy workload of the Child Protection Officer (CPO) who is responsible for implementing three areas (GBV, Child Protection, and Human Trafficking), lack of skills, or insufficient budget. It appears that the capacity and feasibility to operate the networks may need to be discussed among the stakeholders and consider either increasing the human resources or delegating the coordination role to another actor service provider as a temporary measure, so that the momentum and solidarity of the networks are not lost.

Mapping of residential care facilities conducted by UNICEF in early July 2012 has shown that many orphanages and boarding houses run by church organizations also take care of children, most of which girls, who are victims of domestic violence and GBV. It will be crucial that those institutions are also integrated in the local referral and Child Protection Networks for information sharing and capacity building to provide quality support.

Enhanced conditions for achieving formal justice necessary: Despite the existence of the LADV and Penal Code, survivors of the GBV continue to face challenges to bring their cases to the court. The main reasons include lack of their knowledge of the formal justice mechanisms; lack of confidence; their economic dependence on perpetrators; lack of community support and cultural constraints; geographical constraints to access courts; and yet to be enhanced capacity of judicial and police actors³⁵. The MDG-F support for legal aid demonstrated the increased number of supported cases; however, continuation of sensitization on victims' rights, how to access services and legal support is essential.

While the MDG-F contributed towards the gap filling of service providers' operations, regular government budget allocation through respective line ministries' Annual Action Plans will be essential for their sustainability. Currently, service providers are mostly dependent on the donor funding. It is hoped that development of a plan to establish and resource 'Fatin Simu Vitima (Victim Reception Center)' under the direction of MSS as stated in the NAP is seriously implemented and its funding secured. As demonstrated through some activities, continued and strategic coordination with other donors to minimize duplication and maximize impacts will be increasingly important.

³⁴ It refers to numbering of crimes which is under implementation.

³⁵ JSMP (Judicial System Monitoring Programme), *Legal Protection for Victims of Gender Based Violence: Laws do not yet deliver justice*. Dili: JSMP. March 2011

BOX 3**Increased Capacity for Medical Forensic Examination**

One area that became crucial with the adoption of LADV is the Medical Forensic Examination, which can provide the necessary physical evidence in case of domestic violence, sexual assault and child abuse, and documented and included in an individual case file for review by the Office of the Prosecutor.

Building on the assistance by the AusAID Justice Facility and UNFPA, the MDG-F supported the local NGO PRADET to refine the original Medical Forensic Examination Protocol (hereafter "MFP"). This Protocol endorsed by the National Institute of Health (Ministry of Health) in late 2010. With the MDG-F support, 20 midwives and doctors from 5 hospitals in 5 districts (Oecussi, Suai, Baucau, Maliana, and Maubisse) have been trained in the use of the MFP and graduated from the corresponding training course in April 2012. In the MFP, a carbon copy is used to record the information from the examination without using a photocopy machine. Given the lack of constant electricity supply, lack of computers, printers, and photocopy machines in many locations where this kind of examination is performed, this simple idea can make a difference to ensure a duplicate of the evidence recorded is available.

Prior to the recent graduation of health care workers on the use of the MFP, Dili-based PRADET was the only organization which could provide a medical forensic examination, and victims who didn't have access to the service in the districts had to be brought to Dili. Now that 20 nurses, midwives and doctors are certified in the training and that new Fatin Hakmateks (safe rooms) have been (and will be) established in Oecussi, Suai, and Maliana, it is expected that greater numbers of the vulnerable population will be able to avail of a medical forensic examination if necessary. This, in turn, will support the efforts of the Office of the Prosecutor to proceed to trial, relying now on solid physical evidence and not only on witness testimony in these cases.

C. Support for fair allocation of resources**Case Study 6: Support to Strengthening Institutional Capacity on Gender Responsive Budget****Background:**

While the concept of Gender Responsive Budget (GRB) is still new to Timor-Leste, the Government of Timor-Leste has taken some steps towards gender mainstreaming and gender-sensitive budget allocation before the commencement of the MDG-F Joint Programme. In 2008, the Government presented its commitment to promote gender equality through a Gender Integrated Approach (GIA), and introduced the mechanism to achieve it in a short 'Gender Statement' in the Budget Paper of

the General Budget of State³⁶. Further, on the occasion of the International Women's Day, the government jointly with Parliamentarians, civil society, and religious leaders committed to promote gender equality including their enhanced actions on GRB, elimination of GBV, as well as adoption and implementation of Law against Domestic Violence and its action plan by signing the Dili Kompromiso (Dili Declaration)³⁷. In the 2009 Budget Paper, the Government reiterated its commitment for GIA, especially in the area of Annual Action Plans and 2009 budget. Building on these, on July 14, 2009, the Resolution on Formulating Gender-Responsive Public Budgets (28/II) which calls on the government and parliamentary committees to use and apply GRB instruments was approved at the National Parliament. The establishment of Gender Focal Points and the subsequent Gender Working Group mechanism (see 'Main Mechanism and Actors on Page 8) was the first step to operationalize these government commitments. To support the Government translate their commitments into actions, technical assistance on GRB was integrated into the MDG-F programme.

Achievements:

Increased knowledge and interest on GRB by the Government stakeholders: One of the key achievements in GRB is increased interest by Government stakeholders through training and South-South exchange on good GRB models implemented in Mozambique and India.

Based on the GRB Assessment conducted by an international expert with the support of Office of the Secretary of State or the Promotion of Equality (SEPI) and UN Women in 2011, which shows the baseline and capacity of GRB in Timor-Leste, needs for capacity building were identified and several trainings were conducted accordingly for the targeted stakeholders.

Firstly SEPI staff, parliament members, and civil society received training and gained basic knowledge on GRB, as well as the analysis of the budget and the Annual Action Plan (AAP). In line with the ongoing nomination process of the Inter-ministerial Gender Working Group (I-M GWG), I-M GWG members were also sensitized to the subject of GRB and Gender Mainstreaming in their respective work. Subsequently, selected SEPI staff were also trained in the Training of Trainers (ToT) to reach out to other ministries and districts GWGs. These trained SEPI Staff conducted sensitization and training on GRB and Gender Mainstreaming at the district-level GWGs.



SEPI staff receiving training on GRB
Photo by UN Women

During the MDG-F Programme implementation period, SEPI made great strides in absorbing the knowledge of GRB in such a short time. It has been playing a key role in reviewing and providing inputs into sectoral AAPs and budgets of key line Ministries and Secretaries of States, from which

³⁶ Ministry of Finance, Government of Timor-Leste, Budget Paper No.1, General Budget Statement 2008.

³⁷ Office of the Secretary of State for the Promotion of Equality, Strategic Plan 2010-2015. Other commitments included: development of mechanism to promote equal access to property and land rights; equal access to higher education for women and girls; gender sensitive health policy; insertion of the integrated approach to gender in the second National Development Plan; increased government financial and human resources to address gender equality; establishment of a dynamic partnership for sharing resources and knowledge on gender equality; investment in women; and effort to comply with the CEDAW through these actions.

those government institutions are already benefiting. The fact that '20% of the Ministry of Education and Health budget is targeted to women and children', and 'the budget for implementation of LADV in 2011 has increased³⁸' are attributed to SEPI and ministry's effort. Other ministries also started to take proactive actions. For instance, Ministry of Agriculture and Fisheries (MAF) and Ministry of Social Solidarity (MSS) have initiated the GWG meeting for strategic gender mainstreaming discussion within the ministry and identified institutionalization of the knowledge as one of the crucial actions. As a result, MAF and MSS were convinced of the importance of investing in capacity development of staff at the director and chief levels requesting UN Women for technical assistance in conducting the training on the GRB concept and GRB analysis of the Annual Action Plan.

Development of GRB tools for institutionalization of the knowledge: Three comprehensive tools were also developed through the training process with SEPI's leadership. Gender Working Group Resource Kit is targeted for all the GWG members. As the nomination for GWG was still under way at the time of developing the kit, it will be used for further sensitization and introduction on GRB for new members in the future. SEPI with support from UN Women will continue to invest in this process to roll out trainings at district levels using the Resource Kit. The second tool is a GRB Strategies/Guidelines for Civil Society, and the third one is a GRB Training Package which is a comprehensive training package for future training of different stakeholders and new staff. The development of these very useful tools will take forward the Gender Mainstreaming and GRB work at national and district levels led by the pool of trainers that will continue be supported to roll out trainings for key stakeholders

Costing for the NAP-GBV carried: Costing of the NAP-GBV carried out with NAP-GBV stakeholders was a significant element and achievement as it plays a key role as an advocacy tool for the budget request and allocation, as well as identification of the gap. Each activity is costed and therefore each implementing agency and partner knows the budget estimate for their respective activity. As the implementation proceeds, however, the necessity of more detailed costing and additional requirement such as for human resources for implementations have been identified. SEPI and stakeholders could consider elaborating the costing, should it be feasible.

Lessons Learned and challenges:

Implication of late start of implementation: Overall challenge for the GRB component was the late start of the implementation due to organizational changes of UN Women and difficulties in recruiting the staff. As a result, capacity building training and development of the tools were significant delayed. Due to the tight schedule of the training, trainees have not had enough time to digest and apply their new skills, yet and their absorption capacity might have been affected to some extent.

Yet to be strengthened enabling environment for GRB implementation: Director of Planning at SEPI pointed out the challenges for implementation of GRB during the election year which hampered the process and deviated the politicians' and government's interest from their commitment. While the nomination of the I-M GWG members was underway prior to the elections, the changes of political structure to be announced in early August 2012 may also have an impact on the nomination and the operationalization of the GWG system. There is no mechanism for ensuring GRB in the budget

³⁸ MDG-F Joint Programme Monitoring Report as of June 29, 2012.

process in the Ministry of Finance (MoF) and having MoF more involved in the institutionalization of GRB will be crucial. SEPI is also advocating for the membership at the Budget Review Committee to influence the budget review more effectively.

SEPI-led process for capacity building but increased practical application of their skills is important:

Despite the challenges with implementation delays, UN Women and SEPI found a solution to continue capacity building of the stakeholders on GRB. To accelerate implementation as well as build into the MDG-F Programme a capacity development throughout the process of implementation, a coordinator was put in place within SEPI. As a result staff were provided mentoring and hands-on training for management of the project, including management of a team of experts in the field of GRB, procurement processes, and financial procedures. One of the lessons is insufficient involvement of the trained SEPI staff in the actual provision of training and developing tools. While SEPI staff had some opportunities to facilitate and train the District GWG members, further use of their new skills could have been maximized. Co-facilitation of the training or mentoring by the trainer (expert) will be a good approach for the staff' practical training. In developing the GRB Strategies and Guidelines for civil society, involvement of civil society in the process could have been maximized.

Pool of trained trainers at the national level: Tools and guidelines will be all available by the end of the programme and a significant number of government, parliament, and NGO staff have gone through initial training in GRB. What is urgent is not to lose the momentum and continue with the training and application of the new skills, and strengthen coordination between and among government, civil society, and the parliament. To further institutionalize the GRB knowledge across the government and the civil society, it is suggested to make a pool of trainers. A team comprised of the pooled members can train across institutions and civil society to strengthen the outreach and advocacy on GRB.

Case Study 7: Strengthening NGO Gender Responsive Budget Working Group

Background:

Prior to the MDG-F Programme, Women's NGOs in Timor-Leste have advocated for increased government budget allocations for women's needs in a broader context, and have maintained dialogues with the Parliament, while NGOs in the area of transparency had tracked budget with some but limited gender perspectives. In the NGO's CEDAW Alternative Report prepared in March 2009³⁹, they have addressed wide variety of women's concerns including the Gender Responsive Budget (GRB) and increased women's involvement in decision making such as determination of priority problems, planning and budget allocation. Their dialogues and collaboration with the Women's Caucus in the Parliament are also reported. It is, however, at the MDG-funded GRB Workshop held in February 2009 that those NGOs advocating for women's rights, transparency, and GBV were exposed to the subject of GRB collectively and started to take more proactive approach comprehensively and collectively.

³⁹ NGO Working Group on the CEDAW Alternative Report, 'NGO Alternative Report, Implementation of Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)'. March 2009.

To build on and strengthen the previous advocacy effort by the NGOs, capacity building of civil society on GRB was included as an integral part of the MDG-F Programme. It was also a great opportunity that the subject of the GRB would be linked with other focus initiatives such as development and operationalization of Law against Domestic Violence and its action plans.

Achievements:

Increased Knowledge on GRB and its practical application: To introduce the concept and roles of NGOs in the area of GRB, UN Women organized several workshops where NGO advocates enhanced their understanding and knowledge on this topic. The workshops did not only introduce the concept but also involve the actual exercise to analyze the Government budget. 'This practical application of the analysis was an eye opening for us to unpack the government budget and use the result as an advocacy tool' says one of the NGO participants. They also found that mentoring by the consultant on their analysis of the Government Budget was a very helpful approach for their capacity building.

Collective Advocacy as a NGO GRB Working Group: With the support of UN Women, NGO GRB Working Group was gradually established to enhance their joint work and advocacy, and they started to meet monthly after the first GRB training. Another significance of the Working Group is that it played a key role to put women's NGOs and non-traditional partners, i.e. NGOs for transparency, together. Despite the newness of the group, the group actively discussed the joint actions, advocated, and started to write joint letters to approach the government. During 2010, they have written joint request letters to SEPI, President of the National Parliament, and Ministry of Finance to advocate for NGO's increased role for monitoring the gender responsiveness, and actively participated in the budget hearing. In October 2011, the NGO GRB Working Group submitted a formal question to the National Parliament requesting the following:

- To provide enhanced support to the victims of the gender-based violence through:
 - Establishment of shelters (Ministry of Social Solidarity)
 - Establishment of crisis center (Ministry of Health)
 - Inclusion of curriculum on Law against Domestic Violence (Ministry of Education)
 - Provision of vehicles to National Vulnerable Persons Unit (NVPU), PNTL in 13 districts (Secretary of State on Security)
- To increase the budget for CEDAW Committee

The NGO's demands partly responded: Dialogue with the parliament was also strengthened in the past two years. The working group has a regular meeting with the Commission E, which deals with gender issues, to share information and advocate for increased budget. They have continued to lobby regarding the above request, and as a result, they managed to get the positive response to their aforementioned demands and the following actions have been taken to date:

- Two shelters are in the process of construction;
- LADV has been included in the curriculum for secondary schools and above;
- 15 vehicles have been allocated to NVPU;
- Discussions on the establishment of Crisis Center is under way; and
- The budget of US\$67,000 was allocated to the CEDAW Committee.

While the advocacy by the NGO GRB Group may not be the only influence for these actions, it is a significant impact of the GRB training and the collective actions through the working group led.

Joint Study Tour increased communications between the Government and civil society:

Representatives of the NGO GRB Working Group also participated in the GRB Study Tour to Mozambique and India supported by the MDG-F. On top of the exposure to the GRB mechanisms, the government budget analysis, and participatory budgeting in the respective countries, one of the outcomes from the trips was the enhanced information sharing and discussions among the Timorese Government and civil society participants. The multi-sectoral composition of the group created the environment of joint thinking of what they could do together to implement GRB.

Lessons Learned and challenges:

Continuous capacity building for more strategic actions: As also mentioned in Case Study 6, the late start of the programme implementation had impact on the process of capacity building of the civil society. Nevertheless, NGOs have made remarkable progress in gaining knowledge, analyzing, and advocating for GRB. Some of the members, however, expressed their limitations with knowledge for the government budget analysis and strategic actions. They found having a dedicated NGO specifically on GRB and increased involvement of academia would help them act and advocate more strategically. Academia was in fact one of the participants in the study tour and cooperation with SEPI and UN Women has already started during the MDG-F Programme implementation. As a follow-up of the MDG-F Programme, continued technical support not only in the form of training but also mentoring will help the group to deepen their analytical skills, as well as strategic action and dialogue with the government and parliament.

Different approach at the Suco and District-Level may need to be considered:

Under the MDG-F Programme, decentralization of the GRB in two sucos was piloted. A trained local NGO sensitized the community and small infrastructure projects were identified and implemented by the suco-level community based on the gender analysis and prioritization. It appears, however, that stakeholders still had difficulties understanding the GRB concept and committing

themselves in the sustainable use of the constructed facility. Given that the cultural resistance and patriarchy are still strong and stakeholders have different background at the suco-level, simpler and different approach for sensitization and guidance for suco-level community needs to be considered. A similar view was also expressed by SEPI for their intervention at the District-level.



GRB Workshop in Holsa, Maliana District.
Photo by UN Women

Increased regular dialogue between the Government and NGOs necessary: While the study tour gave the momentum of information sharing, there is no regular coordination meeting between the I-M GWG and NGO GRB Working Group, yet. Once the nomination of the I-M GWG is complete, regular dialogue between these two groups and a joint training will be beneficial for both not only to exchange information but also to enhance transparency between rights holders and duty bearers.

5. Analysis of Implementation Process

As mentioned in the methodology section, this case study will not elaborate on the implementation and coordination issues as the other “Case Study M&E” will examine these aspects. Below is a brief analysis of implementation process in 4 areas: strategy, coordination, participation, and challenges.

Strategy (Institutionalization and national ownership)	Coordination
<ul style="list-style-type: none"> • Extensive consultations for policies and procedures development, and capacity building built in each intervention contributed to the strategy; • Existence of capacity development plan for the programme would have helped to have comprehensive approach for institutionalization; • Aiming and achieving institutionalization of the training (i.e. GBV Investigation Training in the Police Training Center) at the end of the Programme is a good model; • Two layers of Training of Trainers in the area of child protection (namely trained trainers apply their new skills to pilot another layer of ToT) further institutionalized the skills. 	<ul style="list-style-type: none"> • NSC and PNC mechanism (wide involvement of the national stakeholders including the NGOs; and a co-chair system by the government and the UN) as a good forum for coordination; • Close partnerships with other donors’ initiative (ex: GBV Investigation Training and Medical Forensic Examination) maximized the results; • Strengthening of existing Referral Networks and establishment of enhanced Coordination Mechanism towards better coordination and institutionalization; • Initiatives of 5 UN agencies (i.e. communication and capacity development) could have been better coordinated to demonstrate more jointness through strategic planning.
Participatory Process	Challenges
<ul style="list-style-type: none"> • Extensive consultations in the process of developing the policies and procedures (LADV, LATP, NAP-GBV, NAP-CHT, SOPs etc); • Extensive involvement of civil society actors in policy discussions, development of systems and guidelines, and capacity building training; 	<ul style="list-style-type: none"> • Delays in the program implementation had severe implication for the whole program process; including the condition of spending 70% of the first tranche as a joint UN team to access the second tranche while shifting Government priorities; • Implementation during 2012 was affected by the presidential and parliamentary elections; • Some training pushed towards the end due to the delay and trainees have not had opportunities to demonstrate their ability, or might have experienced limitations to absorb the knowledge.

6. Sustainability

The overall design and the main strategy of this programme, namely institutionalization and national ownership, are closely linked to the sustainability.

1. Support to the legislation on domestic violence and human trafficking, and their action plans contributed to making the government responsible and accountable for their commitment towards prevention of such cases and protection of victims. In case of the NAP-GBV, long and short-term goals along with costing for the next three years and specified responsible actors are key factors for sustainability.

2. Support to operationalization through capacity building and development of protocols and tools was an essential element of the programme towards institutionalization and sustainability. Amongst the different training in the programme, institutionalization of the GBV Investigation at the end of the MDG-F Programme implementation truly demonstrates the success of sustainability. Governmental and non-governmental stakeholders were involved in the development of Protocols and tools in most cases (but not all); final documents were translated and available in local language (Tetun); and the stakeholders received relevant training to utilize them. Further, an initiative such as the two layers of ToT in child protection (see 'Strategy' column in Section 5: Analysis of Implementation Process) to reach grass-root level actors also contributed to sustainability. Support to and strengthening the networks systematized the mechanism towards sustainability.

3. Political will and the sufficient Government budget allocation are the key for sustainability: Despite all the above positive aspects for sustainability, implementation of the plans, performance of each actors, and operationalization of networks and meetings after the MDG-F Programme period hinge on the political will, sufficient government budget allocations, and the will of the responsible actors. The Government's commitment for gender equality, especially in its operationalization and budget allocation, is still weak. To advocate and support them to take more gender sensitive approach for their budget planning and allocation, the programme also attempted to institutionalize GRB. GRB still being a new concept for Timor-Leste, continuous capacity building and mentoring, as well as monitoring for government and civil society actors will be essential.

7. Upscaling and Replication

Upscaling	Replication
<ul style="list-style-type: none">• Further technical and financial support to implementation of the NAP-GBV: sustainable quality service provision, capacity building, and continuous public awareness raising• Further technical support to GBV data	<ul style="list-style-type: none">• Technical support to costing of the NAP-CHT and its operationalization upon approval of the NAP-CHT and the LAHT similar to the support to NAP-GBV• Support to the Government-led, multi-sectoral, and participatory process for

<p>collection and its systematization</p> <ul style="list-style-type: none"> • Support to strengthening/establishment of the local referral networks (GBV, Child Protection, Human Trafficking) • Continued and upscaled capacity building support to the government stakeholders on GRB at the national, district, and sub-district levels including establishment of a systematized pool of experts • Continued technical and financial support to NGO GRB Working Group 	<p>developing policies and action plans (in general)</p> <ul style="list-style-type: none"> • Support which tightly combines policy/legislations development and capacity building of stakeholders as a package • UN joint/coordinated training as a model for aid-effectiveness • Community-led/based public awareness raising
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8. Lessons Learned in Summary

As lessons learned have already been presented in each case study in Section 4, and some issues have been addressed in Section 5, 6, and 7, this section will briefly summarize the Lessons Learned with the way forward.

Delays in the programme implementation had implications for the whole programme process.

Some activities were squeezed towards the end when the Government was already focusing on the presidential and parliamentary elections. As such trainees have not had opportunities to demonstrate their ability, or might have experience limitations to absorb the knowledge. Although the programme implementation period was extended for 6 months, longer extension could have been considered.

Due to a tight deadline, UN agencies had to design the programme with limited consultations with the national partners from the government and NGOs. Despite this, however, institutionalization and national ownership were put in the center of the strategy and the programme design managed to package the legal/policy aspects and institutionalization. In the future, increased effort needs to be made to fully involve the national partners in the designing process.

Besides the consultative process of the NAP-GBV, costing and clear responsibility of the activities made the plan concrete. This comprehensiveness also made it possible for the implementers to be aware of the budget request needs and made them ready to implement. Further, donors can also make use of this plan for their funding planning. If UN agencies support this type of action plans in the future, however, costing, and ‘monitoring and evaluation plans’ and its training should be taken into consideration at the earlier stage.

Plans after the MDG-F Programme implementation needs to be clear: In some areas, training has been institutionalized, further institutionalization has been discussed, and/or plans have been made, while the follow-up actions of post-MDG-F programme are not clear in other areas. In order to continue good initiatives under the MDG-F, follow-up actions, plans, and/or recommendations should be developed with the stakeholders and available, so that UN agencies or other donors can continue technical and financial support without losing the momentum.

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Annex 2: List of people interviewed

Institutions	Name	Position/Section
Government (central)		
Office of the Secretary of State for the Promotion of Equality (SEPI)	Armando da Costa Suzana Camacho Christine Chan Filomena Babo Martins Belo Maria Jose Sanchez Enrique da Silva	Director, Planning GRB Programme Manager Gender Equality Policy Advisor Training Officer SEPI Audit Inspector Chief of Liaison
Ministry of Social Solidarity (MSS)	Antonia Carmen da Cruz Lynda Lim	National Director, Social Reinsertion GBV Referral Network Coordinator
MoFA	Claudia Soares	Office Consular
PNTL	Daria Ximenes	VPU
NGOs/Academia		
Fokupers	Honorio Pedira Lopes Mica	
Alola Foundation	Terresa Verdido	CEO
PRADET	Manuel Dosantos	Director of Pradet
Casa Vida	Simone Assis de Barbosa Domingas Soares Cesarina Soares	Director Shelter Coordinator Finance Assistant
JSMP	Luis Oliveira	Executive Director
Universidade Nacional Timor-Leste	Gil da Conceição	Lecturer/Gender Research Center Coordinator
Focus Group Discussions		
<u>NGO GRB Wkg Group</u> Fokupers	Maria Barreto	Executive Director of FOKUPERS Advocacy Coordinator
APCTL	Honorio Lopes Domingas Amaral Laula Abrantes	Finance Officer Project Officer
<u>GBV Service Providers</u> PRADET	Manuel Dosantos Susan Kendall AM Margarette Gibbons	Director Mentor Forensic Doctor
Fokupers	Honorio Pedira Lopes Domingas A. Amaral	Chief of Finance
JSMP	Lisa Mortimer Marcelina Amaral	International Advisor Acting Coordinator of VSS
District		
(Suai)		
Fokupers	Antonia de Jesus	
Holy Spirit Sisters	Me. Mafalda dos Santos	
Suco chief Debos	Agostinho da Silva	
Social Animator for Fatululik	Saturnina Cardos	

Institutions	Name	Position/Section
Focus Group Discussions		
Participants of Awareness raising on Child Protection		
Suco Council Members & Suco Chief, Debos Sub-District, Suai District		
(Metinaro, Dili)		
MSS	Fatima Soares Raquela dos Santos	MSS Officer Social Animator
UN agencies		
PMU Joint Programme	Md Rafiqul Haider Basilio Pereira	MDG Joint Programme Manager MDG Joint Programme Assistant
UNFPA	Caroline Meenagh Mario Ximenes Josefa Soares	GBV Programme Manager GBV Training Officer GBV Project Assistant
UNDP	Katherine Lester Justino da Costa Isabelle Amorim	Programme Analyst Programme Analyst Social Protection Specialist
UNICEF	Antonia Luedeke Domingos da Costa Sousa	Child Protection Specialist Child Protection Officer
IOM	Christopher Hoffman Maria Mendoca	Acting Mission Chief? Senior Project Assistant
UN Women	Janet Wong Santina Soares	Country Representative National Programme Officer
UNRC Office	Marianne Tychsen	MDG Coordination Officer
	Rita Fernandes	Task Manager, Case Study Evaluation under MDG-F M&E Initiative