

**ANALYSIS OF GENDER EQUALITY AND SOCIAL INCLUSION (GESI) IN  
WASH NATIONAL POLICIES AND STRATEGIES IN TIMOR-LESTE**



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## Abbreviations & Acronyms

<b>ADTL</b> -	Asosiasaun Defisiénsia Timor-Leste / Timorese Association of People with Disabilities
<b>AGMF</b> –	Association Grupu Manajamentu Fasilidade
<b>BESIK</b> –	Bee, Saneamentu no Ijiene iha Komunitade (Timor-Leste Rural Water Supply and Sanitation Program)
<b>BRC</b> -	Budget Review Committee
<b>CEDAW</b> –	Convention on the Elimination of all forms of Discrimination Against Women
<b>CLTS</b> -	Community-led Total Sanitation
<b>CITL</b> -	Care International in Timor-Leste
<b>DGAS</b> -	Directorate General of Water and Sanitation (Direcção Geral de Água e Saneamento)
<b>DHS</b> -	Demographic and Health Survey
<b>DNSB</b> -	Directorate for Basic Sanitation (Direcção Nacional de Saneamento Básico)
<b>DNSAS</b> -	Department of Water Supply and Sanitation
<b>DPO</b> -	Disabled Peoples Organisation
<b>FPAs</b> -	Fasilitadór Postu-Administrativu
<b>GESI</b> –	Gender Equality and Social Inclusion
<b>GFPs</b> -	Gender Focal Points
<b>GMF</b> –	Water Facility Management Group (Grupo Manajamentu Fasilidade or Grupo de Gestão de Água)
<b>GoDRTL</b> –	The Government of the Democratic Republic of Timor-Leste
<b>GRB</b> –	Gender Responsive Budgeting
<b>GBV</b> -	Gender based Violence
<b>HIV</b> -	Human immunodeficiency virus
<b>KII</b> -	Key Informant Interviews
<b>MDGs</b> –	Millennium Development Goals
<b>MOH-EHD</b> -	Ministry of Health – Environmental Health Department
<b>MOF</b> –	Ministry of Finance
<b>MPWTC</b> -	Ministry of Public Works, Transport, Communication, and Basic Sanitation
<b>MUS</b> -	Multi-Use Sanitation
<b>NDGAS</b> -	National Directorate General of Water and Sanitation (Direcção Geral de Água e Saneamento)
<b>NGO</b> –	Non Governmental Organisation

<b>ODF</b> -	Open Defecation Free
<b>O&amp;M</b> -	Operations and maintenance
<b>PAKSI</b> –	Community Action Planning, Sanitation and Hygiene (Planu Aksaun Komunitade, Saneamentu no ljiene)
<b>PED</b> -	Plano Estratégico de Desenvolvimento
<b>PNDS</b> -	National Program for Village Development Support
<b>PLWD</b> -	Person/People living with disability
<b>RDTL</b> –	<i>República Democrática de Timor-Leste</i> / Democratic Republic of Timor-Leste
<b>RHTO</b> –	Ra'es Hadomi Timor Oan (RHTO)-Disability Support Association of Timor- Oan
<b>RWASH</b> –	Rural Water Sanitation and Hygiene
<b>SAA</b> -	Social analysis and Action
<b>SDG</b> –	Sustainable Development Goals
<b>SDP</b> –	Strategic Development Plan
<b>SEIGIS</b> -	Secretary of State for Gender Equality and Inclusion
<b>SEII</b> -	Secretary of State for Equality and Inclusion
<b>SEPI</b> -	Secretary of State for the Promotion of Equality.
<b>SMASA</b> -	Serviços Municipais Água, Saneamento, e Ambiente (Municipal Water, Sanitation, and Environment Services)
<b>Suco</b> -	Village
<b>UNDP</b> -	United Nations Development Programme
<b>UPMA</b> -	Unit of Planning, Monitoring and Evaluation
<b>USD</b> -	United States Dollar
<b>VSLA</b> -	Village Savings and Loans Associations
<b>WASH</b> –	Water, Sanitation and Hygiene

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## Terminology

**Disability** - The United Nations Convention on the Rights of Persons with Disabilities (CRPD) does not define disability. However, the CRPD describes persons with disabilities as including ‘those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others’ (Article 1)

**Disaggregated data** refers to data that is broken down into parts. The 2030 Agenda for Sustainable Development and other international frameworks now commit to disaggregating, or dividing, data into groups on the basis of gender (sex), age and disability. This is a minimum requirement and can assist in monitoring social inclusion in policy and practice.

**Do-No-Harm** - The principle of “do-no-harm” is taken from medical ethics. It requires humanitarian organisations to strive to minimize the harm they may inadvertently cause through providing aid, as well as harm that may be caused by not providing aid (such as adding to tensions with host communities). **Do-No-Harm** in water, sanitation and hygiene (WASH) means making efforts to ensure that WASH facilities and related activities do not have a negative impact on the community, especially for marginalised individuals and groups who are often at increased risk of harm.

**Gender** refers to the socially defined roles, behaviours, activities and attributes considered characteristic of, and the relationships between, women and men. Gender inequalities, including opportunities, access to and control over resources and decision-making are influenced by how society views women and men of all ages.

**Gender analysis** is the critical examination of how gender affects women and men differently in society. Gender analysis is particularly concerned with examining the roles and expectations of women and men, including the reasons for differences in participation in society. Gender analysis should be integrated into all program activities to ensure inequalities are addressed and not exacerbated by program approaches and activities.

**Gender Blind** – These are policies, programs and activities that assume that women and men will benefit equally and fail to consider how unequal gender relations lead to differences in how men and women benefit from the implementation and outcomes of the policies, programs and/or activities.

**Gender equality** refers to women and men having equal rights, responsibilities and opportunities. A gender equality approach requires the interests, needs and priorities of both women and men are considered and diversity amongst groups of women and men recognised.

**Gender Social Audit** - is a tool to assess and check the institutionalisation of gender equality into organisations, including in their policies, programmes, projects and/or provision of services, structures, proceedings and budgets. They establish a baseline against which progress can be measured over time, identifying critical gender gaps and challenges, and make recommendations of how they can be addressed through improvements and innovations.

**Gender transformative change** – means changing the gender norms that shape current unequal relations and practices, and replacing these with more equitable relationships between men and women.

**Social inclusion**<sup>1</sup> is the process of improving the ability, opportunity, and dignity of people, disadvantaged on the basis of their gender, race, ethnicity, religion, sexual orientation and gender identity, or disability status, to take part in society. It is concerned with ‘participation, equal opportunity, and empowerment’. The ability to participate in society, free from discrimination and disadvantage is enshrined as a basic human right in the Universal Declaration. This requires changes in policies, rules, and social practices and shifts in people’s perspectives and behaviour toward excluded groups

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<sup>1</sup> This definition is taken from World Bank. (2013). Inclusion Matters: The Foundation for Shared Prosperity. Washington, DC: World Bank.

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## Section 1: Executive Summary

### Introduction

This report presents findings of a Gender Equality and Social Inclusion (GESI) Analysis in relation to Water, Sanitation and Hygiene (WASH) in Timor-Leste, from a national and municipal level perspective. The GESI Analysis aims to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other. The analysis generates practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “do-no-harm” and non-discrimination principles.

Gender equality is an enabler for achieving sustainable development in Timor-Leste. Recognized in the National Strategic Development Plan (2011-2030) and overseen by the national machinery – the Secretary of State for Equality and Inclusion (SEII) – achieving gender equality is the responsibility of all government agencies and development partners.

The study was carried out by a CARE International WASH and Gender Advisor with support from CARE International Timor-Leste and WaterAid Timor-Leste project staff and partner organizations in November 2019.

### Methodology

The GESI analyst developed an analytical framework tool assessing WASH policies and guidelines specific to GESI integration identifying current status and critical gaps needing to be addressed. The assessment combined a desk review to collect qualitative and quantitative relevant data in relation to the WASH policies and guidelines to identify need for GESI integration, including identification of strategies for improved inclusive programming; and a Key Informant Interview where a total of 12 men and 9 female, were interviewed. The analyst held discussions with Key Informants from the National Government representatives from the Ministry of Public Works, Transport, Communication, and Basic Sanitation, including with the National Directors of WASH within the Ministry (NDGAS and NDBS); Secretary of State for Equality and Inclusion as well as with representatives from the Civil Societies and local and International NGOs including RHTO; ADRA; World Vision, CARE and WaterAid among others. At the end of the data collection exercise, a debriefing workshop was held which brought together participants drawn from the KII respondents and representatives of the key stakeholders and attended by 9 male and 6 female participants.

### Findings

#### Positive drivers of GESI and WASH in Timor-Leste

The National Government has put policies and measures in place to address Gender Equality and Inclusion in place, from which national sectors including WASH are expected to draw upon when drafting their policies, strategies and road maps. Examples include the following:

1. The Timor-Leste Constitution (2002) Art. 16 & Art. 17 –enshrines the principle of gender equality in a number of areas for example Section 17 states that women and men will .... “have the same rights and duties in all areas of family, political, economic, social and cultural life”.
2. Strategic Development Plan (SDP) 2011-2030 - contains clear commitments to achieving gender equality and stresses the importance of gender equality for the country’s future and has set a goal that by 2030 Timor-Leste will be “a gender-fair society where human dignity and women’s rights are valued, protected, and promoted by our laws and culture”. With regards to Social Inclusion, it commits to support children, women at risk of abuse, poor families, the elderly and other vulnerable groups.
3. The National Government, through the Secretary of State for Equality and Inclusion (SEII) has put in place national policies; strategies and guidelines on how to mainstream gender equality and is now in discussion on how to include “social inclusion” in the national sectoral policies and strategies. Examples include gender

responsive budgeting guidelines from which the sectors including WASH are expected to draw upon and have been piloted since 2018, GESI friendly indicators and monitoring frameworks including gender checklists and gender marker tools which sectors should adapt; put in place National and Municipal level Gender Focal points in every Ministry who are supposed to be the link between the national government, sectors and stakeholders, among others.

4. The 2015 Timor-Leste Population and Housing Census provides an overview of the progress made nationally and within the WASH sector. It provides data showing there has been a significant increase in the availability of safe water in Timorese homes over recent years whereby more than three quarters (76%) of households have improved sources of drinking water, compared to 66% in 2010. It further provides data on the number of persons living with disabilities broken down in sex disaggregated data, which provides a platform from which the sectors can draw their strategic plans from with respect to GESI and WASH. There exists a robust association of people living with disabilities Ra'es Hadomi Timor Oan (RHOT), with representation in almost all municipalities, which offers a great potential that could be harnessed within the WASH sector.

#### Barriers to Gender equality and social inclusion in WASH – Timor-Leste

There is no nationally agreed upon definition of the concept of “Gender and Social Inclusion or Exclusion”. This makes it difficult for WASH stakeholders and implementers to draw strategies and action plans that ensures that “no one is left behind” as per the national vision of Timor-Leste. Stakeholders and implementers therefore interpret this concept as per their own understanding, and many do not go beyond focusing on women and people living with disabilities. Focusing on these two categories leaves out many other persons/groups that are socially excluded.

There is no clear policy and guidelines on GESI and WASH issued to date for more effective approaches towards integrating GESI in WASH. As at the time of this analysis, the WASH policy was awaiting approval by the Council of Ministers. While the National Strategic Development Plan (2011 – 2030) contains clear commitments to achieving gender equality for the country’s future; the WASH sector has not linked or aligned its strategy and road map with the SDP commitments on GESI. In addition, the Rural Water, Sanitation and Hygiene (RWASH) strategy of 2008 – 2011, has terminologies that are either gender neutral or blind, for example “all” “whole communities”. Targets are missing in terms of measurable GESI and WASH outcomes and indicators and has no reference to the gender checklists/indicators provided for by SEII. Furthermore, there is no direct linkage with the broader Sustainable Development Goals (SDGs) goal number 5 for Gender Equality and 6 for WASH.

The WASH sector data is still presented only in sex disaggregation and has not gone beyond just women and men. It is therefore not useful for measuring ‘access’ of WASH intended outcomes and it cannot give information about who is still socially excluded from WASH services and where they are.

Inclusion of people living with disabilities (PLWD) is still considered for compassion rather than a right-based initiative. The interventions delivered have yet to include those challenging the social construction on the position of PLWD in public arena, particularly for WASH including how to reach them and engage with them in a constructive manner including positions of responsibility.

Further, the WASH strategy does not also challenge the social gender constructs which are heavily gender stereotyped based on the patriarchal system of the Timorese culture. This therefore means that the national WASH strategies and plans of actions are mainly focusing only on practical gender needs of women, men, girls, boys, the elderly and those living with disabilities, such as access to WASH facilities. There are limited initiatives to bring about attitudinal and behavioral changes that focus on strategic gender needs (transformative changes) like decision-making roles at home and in the community; technical skills including for operation and maintenance (O&M) and gainful employment/income earning opportunities for the socially excluded persons or groups.

Culturally, men are seen as the heads of household, the household's representative in public and as the leaders of the community and both women and men feel that women have less ability and opportunity to actively participate in public meetings or engage actively in community activities because of the competing demand on their time for domestic as well income earning duties. The role of men and boys including village chiefs/leaders is not clearly defined in GESI terms. Mobilization of traditional leaders in promoting GESI is still limited and not catered for clearly in the existing WASH strategies.

The government has initiated and established Water User Groups/ Grupo Manajementu Facilidade or Grupo de Gestão de Água (GMF) which is a very noble way of facilitating community management of WASH facilities as the process pushes the responsibilities back on to communities and ensures that communities themselves get involved at all stages of the project cycle. However, it was clear that the role of women and other socially excluded groups was limited and minimal. For example in Manufahi Municipality, out of 159 GMFs, only 7 had women as group leaders while in Liquica Municipality, it was not clear if there were any women leaders in the 270 GMFs. In Manufahi, only 6 women out of 159 GMFs were holding positions of technicians. In both municipalities, it was clear that no persons living with disabilities were holding any position within the GMFs. It was also clear that there were no mechanisms or strategies from the WASH sector that guides or focuses on how to engage with socially excluded persons/groups. This is also reflected at the national level where only about 30% of the entire WASH staff are women and there were no strategies to ensure that recruitment encouraged and attracted people who were socially excluded.

WASH action plans were heavily infrastructural based, which is understandable considering the targeting gap that still needs to be reached with access to facilities. However, operation and maintenance of these facilities was weak as there were not enough technical expertise with the WASH sector, coupled with low funding for O&M. In addition, GMFs were supposed to contribute 10% of their collections towards O&M of the facilities, which was not always possible. This situation was complicated by the fact that Community management, awareness and mobilisation relied heavily on the GMFs whose technical capacity and representation of socially excluded persons was weak.

There is still a lack of participation of women and other socially excluded groups/individuals including people with disabilities, at all levels of decision-making and management of the technical aspects of RWASH infrastructure development.

### Practical Recommendations

- i. **Build on the positive drivers of GESI already existing in the country to design a GESI friendly WASH policy and corresponding strategies;** define the concept of GESI from a national perspective and ensure a consistent application of the defined targeting approach by the WASH sector stakeholders
- ii. **Incorporate a 'Do-No-Harm' approach to GESI Policies and strategies in WASH interventions,** especially where high rates of socially excluded persons live in the communities.
- iii. In order to "Do-No-Harm" and **ensure that all social groupings within a community have access to decision-making and benefits of the RWASH intervention,** whether that be infrastructure, community mobilization or hygiene promotion, adopt an analytical framework as a strategy for community implementation in order to shift the understanding of leadership and social relationships in communities from implicit to explicit knowledge that brings together RWASH implementers and community users. The Social Analysis and Action<sup>2</sup> (SAA) is a useful

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<sup>2</sup> Social Analysis and Action (SAA) is one of CARE's models for gender transformation. It is a community-led social change process through which individuals and communities explore and challenge social norms, beliefs and practices around gender and sexuality that shape their lives. SAA uses participatory tools – some developed by CARE and some borrowed from others – to achieve the long-term goal of empowering vulnerable communities through the advancement of equitable gender, social and power norms. The CARE SAA Manual can be found here:

tool for this venture which can be adopted nationally. CARE and WaterAid in Timor-Leste are already doing this and should serve as role models for others to emulate. To do this effectively, CARE and WaterAid will need to develop/adapt context and sector specific learning products and/or training materials so SAA can be scaled-up nationally

- iv. **Adopt a culture of always disaggregating any form of WASH data through the GESI dimensions lens** that go beyond just women and men, to ensure that no one is left behind and link up with the SDPs and SDGs (5&6) for benchmarking. Results and indicators to assess the increase in influence of women and other socially excluded persons in decision making at various levels of society should be developed and applied and disaggregated by women, men, girls, boys, the elderly and those living with disabilities including other marginalized and socially excluded groups for example non-binary persons i.e. those gender identities that are not exclusively masculine or feminine. For effective social inclusion of PLWD, it is crucial to involve a DPO (like RHTO) or self-help PLWD community group for advice and technical support, and acknowledging that this advice and technical support doesn't come for free, DPO support will need to be budgeted for. In order to make this even more effective, it is recommended that disability friendly disaggregated data is collected using tools like the "Washington Group on Disability Statistics"<sup>3</sup> which contains a set of questions that help to identify persons who are at greater risk than the general population of experiencing restrictions in performing tasks (such as activities of daily living) or participating in roles (such as working).
- v. Adopt and strengthen close working coordination and collaboration with SEII and the WASH sector to **support and strengthen "whole-of-government approaches" to the gender equality and social inclusion agenda** and utilising the already existing platforms and measures. While doing this, ensure that:
  - a. **The roles and functions of Gender Focal Points are clearly defined** and ensure that these roles are well supported through adequate resources and are linked effectively within the Ministry and the civil society stakeholders. This will help to bring together cross-sectoral national action plans and cross-cutting issues including gender equality and social inclusion to ensure that all sectors are "reading from the same page".
  - b. **A gender equality and social inclusion approach is adopted as a core mainstreaming strategy in the WASH sector** both to develop understanding of gender roles and relations within the sector, and to educate and build commitment of policy makers and service providers to see it as their role and not a role for the Gender focal points. Ensure that WASH programming commits to fulfilling a combination of both practical gender needs as well as the strategic gender needs that focus on transformative change of socially excluded persons
- vi. **Adopt a government policy of "affirmative action where necessary" from the Human Resource Management of the sector** (employment processes and training/capacity building) perspective with an **organizational policy that promotes inclusion and diversity in the workforce**. This ensures that suitably qualified and experienced women and other socially excluded groups/individuals including people living with disabilities are proactively available to fill paid employment opportunities at all levels. While doing this, ensure that the WASH programme is also challenging the gender constructs by engaging local leaders, men and boys and ensuring that they are fully engaged on the transformative change agenda within WASH.
- vii. Identify and **develop a pool of national technical WASH sector specialists** both from the National government and the civil societies to act as mentors, guide and coach upcoming technicians and who could be called upon

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[https://insights.careinternational.org.uk/images/in-practice/Gender-in-the-workplace/SAA.GlobalImplementationManual\\_FINAL.English.rights-reserved\\_2018.pdf](https://insights.careinternational.org.uk/images/in-practice/Gender-in-the-workplace/SAA.GlobalImplementationManual_FINAL.English.rights-reserved_2018.pdf)

<sup>3</sup> Washington Group on Disability Statistics: <http://www.washingtongroup-disability.com/washington-group-question-sets/extended-set-of-disability-questions/>

to fill in any gaps that may be existing or identified during the course of WASH Programming regardless of the agency/employer. In addition, develop a pool of national and municipal level community mobilisers and hygiene promoters and programme a robust community engagement and management campaigns to support a GESI approach that starts from the bottom tier of communities. It is important to have less experienced female WASH specialists mentored/coached by other more experienced female WASH specialists and a commitment made where at least 1/3 of the pool are women, then increasing to ½ after about 5years. For the community mobilisers/hygiene promoters, a commitment should be made to ensure 50% of women come from those socially excluded community groups and that 50% of the mentees are women from socially excluded groups, to ensure that this group of technicians grow.

- viii. **Align WASH budgets along the gender responsive budgeting approaches and ensure to allocate adequate “software” funds** to cater for GESI related actions including community social mobilisation, operation and maintenance, hygiene promotion and overall management focusing on ownership and sustainability of WASH facilities and services. This calls also for recruitment of social/community mobilisers and hygiene promoters at all levels to beef up and support the work of GMFs and municipal SAS efforts.

**Table 1.1: Summary of suggested actions that can be taken when planning GESI in the WASH sector**

Activities/process	Tools and Measures	When
Situation analysis from a GESI perspective	<ul style="list-style-type: none"> <li>Identify the excluded and the vulnerable and the causes using GESI analysis tools</li> <li>Define the primary target groups</li> <li>Ensure a consistent application of the defined targeting approach by the project</li> </ul>	Immediate
Include GESI analysis, including capacity and stakeholder analysis in Project Concept notes and Project Design Documents	<ul style="list-style-type: none"> <li>Develop GESI Analysis guideline and methods</li> <li>Checklist for stakeholders analysis, capacity analysis checklists and GESI mainstreaming in organization</li> <li>Ensure that the project design team includes a GESI resource person               <ul style="list-style-type: none"> <li>Ensure that the project design team engages with a local Disabled Peoples Organization like RHTO/Self-Help Groups for disability-specific analysis support</li> </ul> </li> </ul>	Immediate
Develop Theory of Change & results matrix based on disaggregated data and GESI analysis	<ul style="list-style-type: none"> <li>Use a methodology that encourages women, the poor, the vulnerable and the excluded, for example Social Analysis and Action (SAA) to contribute to the Theory of Change</li> <li>A pool of WASH sector technical experts (both technicians and community mobilisers/hygiene promoters and as mentors/coaches)</li> <li>Whole- of- Government workforce through affirmative action where necessary</li> </ul>	Immediate to medium term
Develop outcome indicators tracking shifts in discriminatory practices and empowerment	<ul style="list-style-type: none"> <li>Appropriately disaggregated baseline data on the key outcome indicators should be collected during the preparatory stage and used at later stages for comparison.</li> <li>Outcome indicators need to focus on transformation in socioeconomic and political status of women, the discriminated and excluded groups.</li> </ul>	Immediate
Monitoring & Database	<ul style="list-style-type: none"> <li>Database: project target groups, project results, outputs and activities (quantitative and qualitative)</li> <li>Disaggregated data on target groups: sex, age, well-being, location, household ownership, age, disability &amp; migrant status</li> <li>GESI checklists to include in monitoring visits and adequate training for staff to orientate them on how to fill out checklists</li> <li>Monitoring report: evidence about changes affecting women, poor, vulnerable and the excluded; changes in their representation, voice and influence, and change in behaviour &amp; capacity of implementing stakeholders and community members</li> </ul>	Cross-cutting
Dedicated budget for GESI activities that are both targeted & mainstreamed	<ul style="list-style-type: none"> <li>Gender Responsive Budgeting</li> <li>GESI social audits</li> </ul>	Medium to long term

## Section 2: Main Report

### 2.1 Introduction and brief background

Gender Equality and Social Inclusion (GESI) processes focus on ensuring equal opportunities and that everyone can achieve their full potential in life. Addressing gender inequality and disability rights is critical to a rights-based approach to water, sanitation and hygiene (WASH) programming. Rights-based WASH should reflect all human rights principles, including ‘equality and non-discrimination’, and ‘participation and inclusion’<sup>4</sup>. Approaching WASH with an inclusive lens is essential for achieving universal access. Sustainable Development Goal 6 sets targets to achieve ‘universal’ and ‘equitable’ access to water, sanitation and hygiene by 2030<sup>5</sup>.

The Water for Women project, implemented in partnership with CARE International in Timor-Leste and WaterAid in Timor-Leste, aims to improve water, sanitation and hygiene services in Likisá and Manufahi municipalities of Timor-Leste and influence social norms for greater gender equality. The project focuses on (1) driving sector strengthening efforts in partnership with municipal and national government and (2) deepening gender equality outcomes and social inclusion efforts in WASH through partnership with national and municipal rights groups.

The four outcomes of the project include:

- GESI integrated into effective national WASH systems.
- Women and men share roles and responsibilities in decision making in the household and at the community level, with a particular emphasis on WASH.
- Municipalities use gender transformative approaches to deliver nutrition sensitive, inclusive, sustainable WASH services.
- Strengthened National WASH sector knowledge management and learning systems, including effective exchange between relevant sectors.

As part of its mandate CARE is assessing how policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector, and how these subsequently effect broader social transformation for greater equality. Equity in access to rights and opportunities is both an important consideration in, and a potential outcome from, enhancing access to safe water and improved sanitation and hygiene.

The objectives of this Analysis of Gender Equality and Social Inclusion in WASH National Policies and Strategies in Timor-Leste report were to:

- Review available data of WASH policies and practice in Timor-Leste through primary and secondary data sources
- Analyse existing coverage of gender and disabled access services and resources addressed in the current Timor-Leste national WASH strategy.
- Collect information on WASH sector stakeholder involvement, capacity and available services related to integration of GESI in WASH policies and guidelines.
- Evaluate municipal level capacity of GESI and inclusive governance to implement WASH policies and guidelines.
- Provide recommendations and strategy for improving integration of GESI into WASH policies and standards

The study was carried out by a CARE International WASH and Gender Advisor with support from CARE International Timor-Leste and WaterAid Timor-Leste project staff and partner organizations, in November 2019.

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<sup>4</sup> <http://www.unfpa.org/resources/human-rights-principles>

<sup>5</sup> <http://www.un.org/sustainabledevelopment/water-and-sanitation/>

## 2.2 Contextual analysis

The National Strategic Development Plan (SDP) 2011-2030 is clear about the need for universal access to clean water and sanitation for reasons of public health, employment, economic development, and management of water resources. The end goal of the Strategic Development Plan is that by 2030 “**all**” citizens in Timor-Leste have access to clean water and improved sanitation. Intermediate targets to 2020 are not all articulated in the Strategic Development Plan. Hence to estimate sector financial requirements by 2020, targets have been agreed in consultation with stakeholders, which are aligned with the Ministry of Public Works’ Five-Year Water and Sanitation Action Plans (2013-2017) and the targets articulated in the draft Strategic Sanitation Plan (2020).

In Timor-Leste, the question of social inclusion in communities is more complex than a rich/poor and male/female divide. There are a number of different identities and groupings within communities that are important to understand in order to ensure that all groups’ interests are taken into account and understood for the implementation of WASH infrastructure and service that will build trust and unity rather than exacerbate differences and tensions and in the process leave some people behind. Communities are not homogenous groupings of people but consist of various groups with different interests. *“The reality is that a community is not a collection of equal people living in a particular geographic region. It is usually made up of individuals and groups who command different levels of power, wealth, influence and ability to express the needs, concerns and rights. Communities contain competing interest groups (UNDP, 2003).”*

## 2.3 Why Social inclusion is important

Inclusion, awareness and engagement are key elements for achieving the aspirations of the SDP and the SDGs as outlined in the Timor-Leste Road map for implementation of the 2030 agenda and the Sustainable Development Goals (SDGs). ‘Reaching the furthest behind first<sup>6</sup>’ and ‘leaving no one behind’ are also key principles of the SDP and the 2030 Agenda. These important aims can only be achieved if the development process is inclusive and engages all sections of society. In addition to providing a social safety net, empowering people through equal access to resources is essential for inclusive development. Social solidarity in the form of social protection and transfers to veterans and vulnerable groups, such as single mothers, the elderly and the disabled, were prioritized early on to ensure social cohesion and continued peace. Since then, the Government of Timor-Leste has adopted legal instruments to promote inclusion, representation and the participation of women, young people and senior citizens.

These measures help address exclusion, marginalization, inequality and extreme poverty. In the case of Timor-Leste, this translates into an urgent need to focus on remote rural communities in hilly areas, which are lagging the furthest behind in terms of development, urban low-income areas and vulnerable populations, including women and girls, the disabled, youth and the elderly. Pursuing the aspirations of ‘Leaving no one behind’ and ‘reaching the furthest behind first’, will also help to address Timor-Leste’s growing inequality.

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<sup>6</sup> Timor-Leste Roadmap for the implementation of the 2030 Agenda and the SDGs

### Section 3 – The Methodology

This GESI Analysis aims to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other. This analysis was expected to generate practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “Do-No-Harm” and non-discrimination principles.

#### 3.1 Scope, Approach and Methods

The GESI Analyst was expected to assess national policies and guidelines within a GESI framework of the WASH sector, analyzing the different gaps, challenges, and opportunities to improve government policies and strategies. The analyst worked in close coordination with the Water for Women project team from CARE International in Timor-Leste and WaterAid as well as with other relevant WASH sector actors in Timor-Leste.

The analyst conducted a desk review to collect qualitative and quantitative relevant data in relation to the WASH policies and guidelines to identify need for GESI integration, including identification of strategies for improved inclusive programming. This included the development of an analytic tool for assessing WASH policies and guidelines specific to GESI integration identifying current status and critical gaps needing to be addressed. National policies and strategies including Rural Water and sanitation Strategy; Government of Democratic Republic of Timor-Leste Constitution (GoDRTL); Strategic Development Plans (2011 -2030) and Road Map; Basic Sanitation Policy, National Census of 2015, CARE International in Timor-Leste and WaterAid Water for Women project documents and other GESI related WASH reports; among others were reviewed.

A GESI Analysis framework was developed to aid in guiding the data collection exercise (See figure 3.1 below). The mode of inquiry in the field was qualitative in nature and information was gathered using key Informant Interviews (KII). The analyst held discussions with Key Informants from the National Government representatives from the Ministry of Public Works, Transport, Communication, and Basic Sanitation, including with the National Directors of WASH within the Ministry (NDGAS and NDBS); Secretary of State for Equality and Inclusion as well as with representatives from the Civil Societies and local and International NGOs including RHTO; ADRA; World Vision, CARE and WaterAid among others with a total of 12 men and 9 female. The KII was carried out in the capital Dili, as well as in Manufahi and Liquica municipalities, in close collaboration with other WASH partners in Timor-Leste, in November 2019.

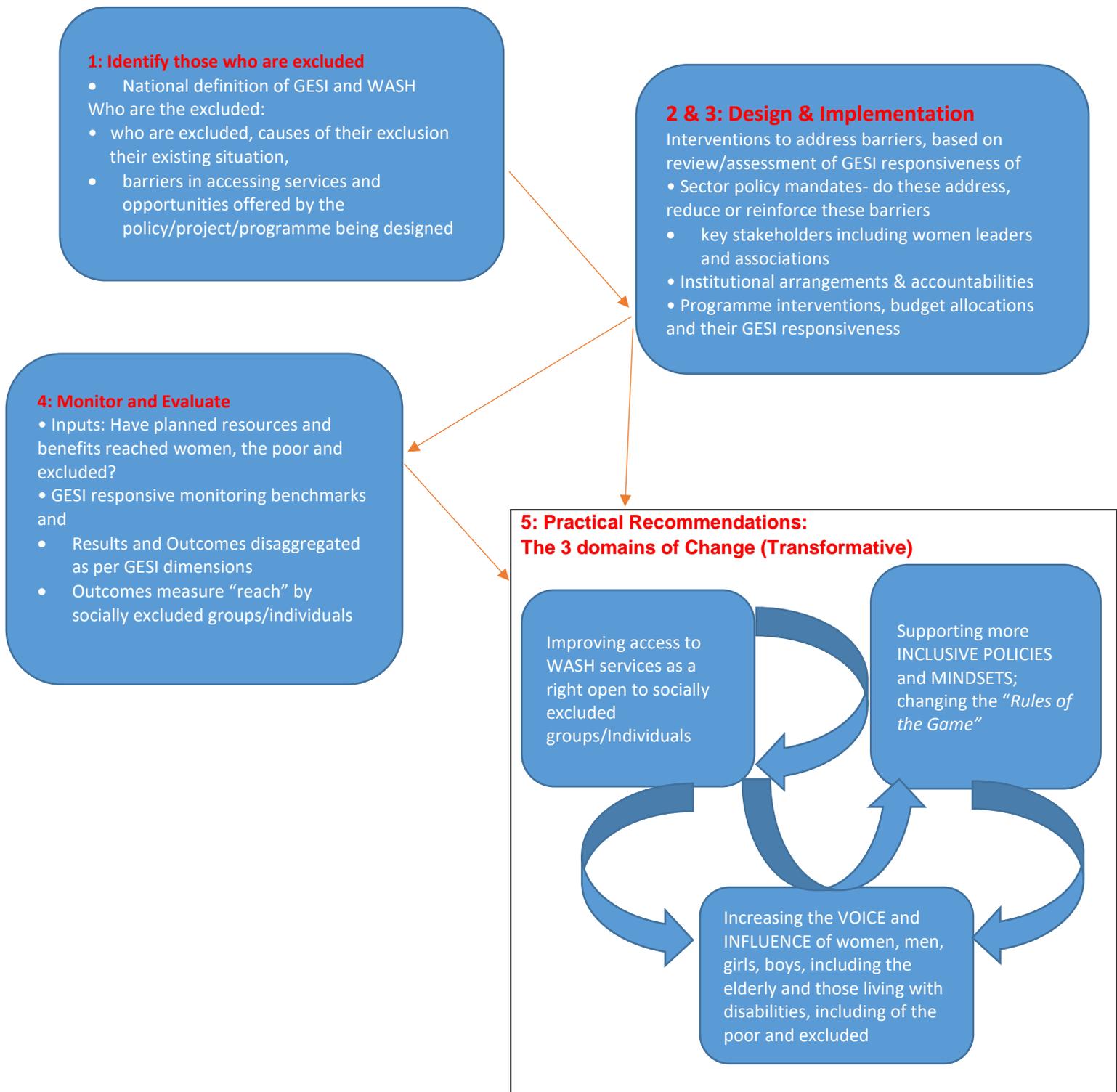
At the end of the data collection exercise, a debriefing workshop was held which brought together 6 female and 9 male participants drawn from the KII respondents and representatives of the key stakeholders. The aim of the workshop was to debrief the participants on the raw findings from the GESI Analysis and seek consensus on the findings, clarify grey areas and then come up with practical recommendations based on the raw findings.



*Photo: Debriefing workshop - Dili*

The short time available to complete the Gender Equality and Social Inclusion Analysis (20 days in total) limited the number of respondents to only those within the National and Municipal levels of Manufahi and Liquica. It did not include focus group discussions with community water and sanitation users, but these were represented by 2 male representatives of Water User Groups (GMFs) in both municipalities.

**Figure 3.1: Gender Equality & Social Inclusion (GESI) and WASH Analysis Framework**



## Section 4: Key Findings

### 4.1 Definition of the Concept “Gender Equality and Social inclusion/exclusion”

*The analysis found out that even though the definition of “Gender equality” is well defined in the Constitution (art.16 & 17), social inclusion, has not been covered, and national discussions are still on-going on this. From a WASH sector perspective, the GESI definition is not provided for nor articulated adequately.*

The government of Timor-Leste is committed to promoting gender equality under its constitution, which guarantees equality between men and women and protection against discrimination based on sex (art. 16) and equality of rights and obligations in familial, political, economic, social, and cultural life (art.17). Timor-Leste’s efforts in addressing gender inequalities can also be seen through its international commitments such as the Sustainable Development Goals (SDG) and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)<sup>7</sup>. As articulated in the Strategic Development Plan (SDP), Government will adopt gender mainstreaming as a strategy for achieving gender equality by 2030<sup>8</sup>: (i)Gender sensitive dimensions will be promoted and mainstreamed in policies, laws, programs, processes and budgets in all government institutions and, (ii)There will be gender responsive policies and laws at national and local levels.

With an absence of a national definition, it appeared that gender equality and social inclusion from a WASH perspective was synonymous with addressing issues of women, men and those with disabilities. Without a clear definition which is nationally agreed upon, the interpretation of what the concept means, is left to each individual implementing agency to carry out interventions according to their own understanding. This will effectively leave out other most vulnerable groups/individuals from access to WASH services as a right.

It is necessary that, a definition is reached upon and anchored in the WASH Policy (that is awaiting ratification) and strategy as a guide for the actors to draw upon when they are planning for their interventions. This will ensure that no one is left behind in terms of access to WASH services as the country strives to reach the universal access to water and sanitation services as per the Sustainable Development Goals (SDGs) and as per the Timor-Leste Social Development Plans (2011 -2030).

### 4.2 Who are the socially excluded persons/groups and where are they

*With the absence of a nationally agreed upon definition on GESI, this analysis found out that it was not clear about who were regarded as socially “excluded” nor where they were. Data available, even though disaggregated by sex in some cases, did not give a breakdown of the most vulnerable persons/groups who are socially excluded or that require inclusion in the WASH Plans/policies/strategies, or their localities.*

The 2030 Agenda for Sustainable Development elevates as a core principle the objective to “leave no one behind.” The WASH sector should direct its attention to data disaggregation now in order to establish proper baselines, develop and implement targeted policies to address the well-being of the most vulnerable, and monitor progress on “leaving no one behind.” Disaggregating data along the Gender Equality and Social Inclusion dimension requires a harmonized system of classification or a common conceptual understanding of what GESI means for WASH in the Timorese context. The lack of a consistent definition hinders the effective measurement and comparability of trends to measure progress towards access to WASH services without “leaving anyone behind”. There is a need to better understand and account for a broader range of factors that can lead to exclusion and marginalisation, such as age, disability, ethnicity, chronically ill e.g. HIV and sexuality, if we are to ensure that no one is left behind.

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<sup>7</sup> CEDAW was ratified by Timor-Leste on 16 April 2003. It condemns discrimination against women and solicits all State Parties to take special measures to accelerate gender equality. Timor-Leste submit reports to CEDAW Committee periodically (every four years). The next report to be submitted in 2019. Following consideration of each State Party report, the CEDAW Committee formulates Concluding Observations (CEDAW-CO), which include suggestions and recommendations to enhance implementation of the Convention.

<sup>8</sup> Page 48. SDP

### 4.3 Barriers constraining the socially excluded groups/individuals

*This analysis found out that exclusion is not only a result of gender relations and is experienced by a range of people including: cultural minorities due to power dynamics between women and men, youth, people with disabilities, older people, transgender and intersex people, the poorest of the poor, female-headed households, widowhood, people with chronic illnesses e.g. HIV and are therefore stigmatized, young single mothers etc. It was also recognized that women are not a homogeneous group and may face different and additional challenges based on their age, socio-economic status other characteristics including illiteracy.*

#### Gender-based exclusion

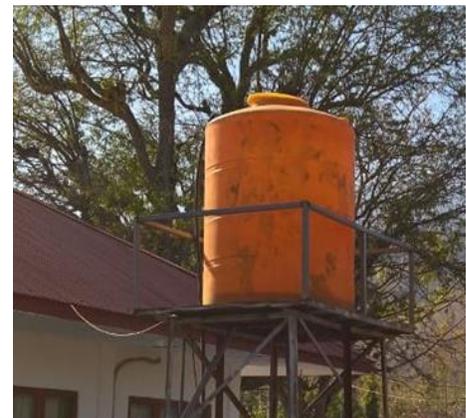
*Gendered norms and roles of women.* In Timor-Leste, the existing patriarchal system accords women low position and power, thus limiting their agency to engage in and benefit from project resources and opportunities. Culturally men are the head of household and have more decision-making power than women. According to the CARE International in Timor-Leste Water for Women Project Gender and power analysis report of 2018, men, in their role as heads of families, freely engage in all kinds of public events such as community meetings, training and skill building, and in contrast, women need authorization from their husbands and family members to participate in community meetings. The report also states that women can attend meetings and training only when they have formal invitations from stakeholders. It is no wonder then that “women’s role at cultural events, community meetings and other events (such as workshops organized by the government and non-government organizations) is usually cooking and serving food and drinks”, a statement that was echoed by many respondents during the GESI analysis. One of the respondents cited an example of where her agency was conducting a community score card exercise hosted in one of the local women’s household, where it was difficult to keep her engaged in the exercise as she kept dashing to the kitchen to cook and serve the “guests” even though she needed to be an active member in the group discussions.

#### Gender stereotypes

In addition to constructing WASH facilities, projects provide training and work opportunities during the entire project cycle. The provision of technical jobs for women and other socially excluded persons can promote their economic empowerment and contribute to transforming traditional gender roles in addition to ensuring access to WASH services. However, it is difficult to involve women and other socially excluded persons in this work due to gender stereotypes that they cannot perform maintenance and repair tasks, with the exception of female Sanitarian and Sanitation Officers<sup>9</sup> in Bobonaro Municipality. These female technicians demonstrate the capacity of women to work effectively in a difficult and challenging environment thus contradicting the consistently expressed view of District (male) staff that women were not suited to positions where they had to travel distances into isolated rural areas.

#### Mothers with young children

The GESI Analysis found that in most communities, safe water for drinking was rationed and only accessible at certain times during the day and only for a short time usually for a maximum of 3hrs. In addition, most households do not have storage containers to store water for use when the system is down or is closed. It was found that most homes used small water fetching containers of not more than 5lts and it was common practice for young girls and women to go back and forth to fetch water for the immediate use, thus also making these girls arrive late in school. This had the impact of discriminating against mothers with young babies who needed more water thus limiting their right to access adequate water for their domestic purposes. A tank like in this photo shared among groups of 5 families (or less) can go a long way towards providing access to water during the system downtimes.



<sup>9</sup> Timor-Leste Rural Water Supply and Sanitation Program - Bee, Saneamentu no Ijjiene iha Komunidade (BESIK 2) MONITORING AND REVIEW GROUP NO. 2

Photo: a 1000lt tank used communally in a building in Liquica

### **Vulnerable Families living in the urban low-income areas**

The GESI analysis, found out that many of the families living in the peripheries of the urban areas did not have adequate access to water supply for drinking and for their domestic use. To address this challenge, a case was given in Liquica, where the government was distributing drinking water in a truck to one specific distribution point at specific time during the day. Even though this is a kind gesture from the government, the action did not take into consideration different vulnerable persons in the village who may not be in a position to enjoy these services, for example people living with disabilities; those with chronic illnesses, or the elderly men and women who may not be able to access the distribution points due to distances involved. In addition, since these families do not also have storage containers, only families that are close by the distribution points would have access.

It was also explained that widows and other disadvantaged persons do not access adequate water supply in Liquica municipality, where water is sold for every 1000 litres at \$3 and supplied 3 times in a week. These widows do not have storage facilities and therefore cannot store any water when the supply is down. They depend on neighbours to meet their water supply needs, which puts a burden on the neighbours to meet their own needs plus those of others.

### **Menstruating women at home and adolescent girls in primary and secondary schools**

It was found out that there was a general lack of water availability; sanitary pads or sanitary disposal facilities at school during menstruation which were a common cause for girls' irregular school attendance. The lack of suitable sanitary disposal facilities may lead to girls disposing them in the toilets, thus clogging the systems or, may be forced to remain with them the entire time thus affecting their health. Schools give permission to the girls to go home during menstruation times, allowing girls three days off school; however, there is no extra session provided for this deficit.



*Photo: Disabled toilet Escuela Secundario Tecnico-vocacional de Liquica*

Menstrual hygiene is considered an issue for women and girls, and there are a range of cultural taboos associated with menstruation which impact on women's lives. For example, women who are menstruating are discouraged from making certain foods (there is a belief that if women bake bread/cake during menstruation the bread will not take its proper shape), and they must not touch certain vegetables like cucumber and herbs.

Girls who do attend class may experience reduced self-confidence and concentration, and be less engaged in lessons. This may be due to menstruation-related discomfort, being too embarrassed to stand up for fear of a stained uniform, or of being teased. A lack of facilities may also impact the willingness of female teachers to work in schools, leading to an absence of female teachers to mentor girls and discuss menstruation. Poor facilities more broadly result in women missing work, lost economic opportunities, and women's voices being absent from community meetings. In addition, the role of men and boys in supporting MHM activities at home and in school is also not clearly defined or understood as MHM issues are not taught in school neither discussed at home.

In addition, the GESI analysis found out that many school sanitation facilities, even though they were disability friendly, were not separated by sex and practiced mixed use system. This may have an opportunity to create safety and protection risks to girls and female teachers and deny them privacy and dignity especially during their menses



*Photo: A school toilet in Liquica without signage*

### **People living with disabilities (PLWD)**

Disability can have a significant impact on the health and wellbeing of Timorese people. In 2015<sup>10</sup>, there were just over 38,000 people in Timor-Leste with a disability (53% male and 47% female). This represents 3.4% of the male population and 3.1% of the female population. Timor-Leste’s constitution guarantees non-discrimination and equal treatment for all people, regardless of gender or mental or physical disabilities. In reality, however, people with disabilities are not yet able to fully and equally enjoy their rights as they are often ‘invisible’ in their communities, and discrimination and stigma is widespread including shackling and restraining of children and adults with disabilities.

The GESI Analysis team held discussions with Ra'es Hadomi Timor Oan (RHTO), a disabled people’s organization that coordinates, share information, and advocates together for the rights of people with disabilities. The GESI analysis found out that, some of the key challenges that the members and/or people with disabilities face in accessing WASH services include:

- a) Access to water points are usually a challenge as they are not built from a disability friendly lens, including that the taps are sometimes placed too high; or toilets with steps, for some specific types of disability to access. In most cases, PLWD depend on their neighbours for water supply which is an added burden on them as they have their own needs to satisfy.
- b) Active involvement of people with disability is usually not there at all stages. Examples were cited where persons with disabilities were involved at the planning stages including citing of the suitable locations and technical designs, but technical experts did not include their ideas in the final designs, thus leading to designs that do not reflect the needs of the users. They felt that their voices were not heard even though they expressed their needs. They have a slogan “*Leave no one behind. Nothing about us without us*”, which they advocate to the government and civil societies to take into consideration.
- c) State budgets that do not adequately cater for their needs as they are always given excuses that disabled friendly toilets are costs and there is not enough budget to cater for their needs. They also do not have enough funds to carry out their social mobilization campaigns at Suco levels. Due to this hindrance, it is difficult for them to collect and monitor data on disabled persons’ access to WASH services as often as they would wish.
- d) Public facilities including health facilities, markets, schools etc do not have provision for toilets that are user friendly for people living with disabilities, and where they exist, they are not well designed to cater for their specific needs, for example no water, existence of stairs/steps; no ramps/platforms and hand rails; doors too

<sup>10</sup> Timor-Leste Population and Housing Census 2015

narrow; small space inside the toilet for turning etc. For example in Liquica, only 5 public schools have provision of disabled friendly toilets and these were built with the support of NGOs like WaterAid.

- e) Even though PLWD are represented at the national level, this is not the case at the municipal levels and more so at the GMFs. There is limited representation at these lower levels even though they have representatives in all the municipalities, their presence is not well utilized.

#### **Young single mothers**

Cases of young girls below the legal marriageable age, who accidentally became pregnant and thereafter neglected by their suitors or family, was reported to be on the increase and left them with no adequate shelter or access to facilities including adequate water and sanitation for themselves and for their young babies. This situation left them open and vulnerable to associated risks including rape, gender-based violence or their health. In addition, young pregnant girls are stigmatized and find it difficult to mingle with others in schools or community, thus drop out of school before completing their education with no or little means to fend for themselves.

#### **Remote villages/family hamlets in remote hills**

Small hamlets with family groupings, often located in the remote hills, face significant challenges accessing an improved water source, and the cost per head can be out of the reach of GoDRTL and donors. While the focus is on attaining the SDGs at a national level, these groups may be geographically vulnerable and maybe at risk of being left behind.

#### **The Elderly**

The cultural respect and preference accorded old people with advanced ages and who are physically weak by society is waning as competition for the scarce resource (water) intensifies. In addition, the elderly people lack energy and physical endurance to attend WASH meetings that are not held within the immediate vicinity and to contribute towards labour intensive interventions and thus have limited input into decision making processes. Due to their inability to travel long distances to access WASH services such as toilets. The WASH facilities especially the traditional pit latrines make it difficult for them to squat while many also suffer from incontinence and have no materials to protect themselves and therefore suffer indignity.

#### **The chronically ill (HIV; Cancer; TB etc)**

These people are socially excluded on the basis of stigmatisation and also because they lack physical endurance to attend meetings and utilise WASH infrastructures that are communally used and located far away from their residences and to mingle freely with others at water points due to stigma accorded to them.

#### **4.4 Existing National policies/strategies/action plans on WASH and GESI?**

*This analysis found out that even though the National constitution of 2002, provides for gender equality, there is no clear WASH policy and guidelines or effective approaches on how to integrate GESI and WASH to date. The WASH policy is awaiting ratification and the most current policy is the Water Service Decree (04/2004). While the National Strategic Development Plan (2011 – 2030) contains clear commitments to achieving gender equality for the country's future; the WASH sector has not linked or aligned its strategy and road map with the SDP commitments on GESI adequately enough. Further, policy development is weaker in ensuring that women, the poor and the excluded have voice and agency in local-level decision-making processes and has not effectively addressed the role that culture and the role of men and boys including local leaders often has in influencing access to and utilization of resources and benefits in the WASH sector, and thus challenging gender constructs beyond meeting practical needs. Supportive national GESI policy mandates and linking with institutional structures can improve GESI interventions at the community level. This is because GESI initiatives are more sustainable and effective where there are supportive policies for GESI within the enabling policy environment and where programme interventions link well with institutional structures that operationalise such policy mandates. In addition, Standardising and institutionalising operational guidelines can be an effective way of promoting GESI. The development of tools such as operational guidelines and formulating them as national guidelines can be critical to support more effective implementation.*

The 2015 Timor-Leste Population and Housing Census data shows there has been a significant increase in the availability of safe water in Timorese homes over recent years whereby more than three quarters (76%) of households have improved sources of drinking water, compared to 66% in 2010. The remainder – around 24 per cent of males and females – rely on ‘unimproved sources’ for drinking water, the majority of them being in rural areas. This gives a foundation on which to lay policies/strategies on WASH and GESI. The following are the key National Policies and Strategic Development Action Plans under which the current WASH sector is anchored.

1. Republica Democratica de Timor-Leste (RDTL) Constitution (2002) Art. 16 & Art. 17 – In Timor-Leste there is a strong policy framework to which supports and enshrines the principle of gender equality in a number of areas. Section 17 states that women and men will .... “have the same rights and duties in all areas of family, political, economic, social and cultural life”. It also states that a fundamental objective of the State is “... to create, promote and guarantee the effective equality of opportunities between women and men.”
2. In the WASH sector specifically, the Water Service Decree (04/2004) recognises as a key principle that women have an important role in the management and use of water in the family and the community, though it doesn’t specify how they should be involved in the management structures. There is also no mention about social inclusion or how it intends to reach out to those socially excluded from reaching WASH services. The public water supply sector requires a national policy to clarify roles and responsibilities, and to provide guidance on financing, investment, construction, and management if it is to achieve national and international commitments by 2030. The current National draft Policy for Public Water Supply is pending approval by the Council of Ministers and has been required by the sector for some time. This would be the opportune moment to include also gender equality and social inclusion dimension as its vehicle for “*reaching the farthest first*” and ensuring that “*no one is left behind*” in access to WASH services.
3. **Timor-Leste Rural Water, Sanitation and Hygiene Sector Strategy 2008-2011:** The Vision Statement of the National strategy represents a higher order goal for the sector which states that: “Healthy rural communities have sustainable access to improved water supply, sanitation and environmental health for poverty reduction and rural economic development”. The Vision confirms and alludes to the policy that rural communities will have the primary right and responsibility to ensure they obtain and manage the resources needed to achieve improved RWASH. The Vision makes clear that the **whole community, inclusive of all and with gender equality**, will be mobilised to take on this responsibility. In terms of GESI, use of terminologies such as “whole communities” is gender blind as it is common fact that communities are not homogenous and there are different categories of people who may not have the same rights or access to WASH services. Quantifiable targets are missing in terms of measurable outcomes from a GESI point of view. In section 4A, for example, the following are highlighted: “*Communities plan and monitor their own RWASH activities. A community-owned, socially inclusive process that communities use to plan and monitor their own RWASH activities, leading to improved health and economic development. Progress towards this will be measured by:*
  - *The percentage of women/men participating in meetings;*
  - *The percentage of community members approving plans or attending meetings;*
  - *Existence of a community generated plan; and*
  - *Existence of designs that consider water for domestic and economic activities as well as wastewater reuse”*

From a GESI perspective, focusing purely on percentages of women/men participating in meetings may not give the correct measure of gender equality and social inclusiveness as it could be that women participate but their voices are not heard due to cultural barriers. It does not measure other socially excluded persons like the elderly or those with disabilities’ representation, agency and voice in terms of their engagement in the WASH projects. Similarly technical designs should be arrived at after adequate consultations with different individuals/groups of users so that the final design is a reflection and answer to the specific needs of each groups of users, which is not explicitly

described in the outcomes. Short-term outcomes (practical gender needs) should be complemented by longer term transformative changes (strategic gender needs) targeting different groups/individuals that maybe left out or behind.

4. **Timor-Leste National Basic Sanitation Policy Final - 11/1/2012.** The Policy objective states that “To reduce death and disease and bring about social, economic, educational, and environmental gains for all through the safe elimination of harmful waste, from the environment and the practice of healthy behaviours.” It also states that 55% rural sanitation coverage by 2015 (100% by 2030 PED) and 80% urban sanitation coverage by 2015 (100% by 2030 PED). It also states that there is no subsidised sanitation except in specific situations where the households are disadvantaged and local government or community leaders identify: a) Extreme poverty; b) Severe disability due to age, disease, injury or other causes; c) Disaster or conflict-affected households; d) Significantly adverse ground conditions (necessitating expensive construction); or e) Lack of space for private toilets. *From a GESI lens, this can be considered as socially inclusive as it takes care of the different needs of the vulnerable groups/individuals. A good example is that Manufahi municipality has already declared the whole municipality ODF. The approach was supported through the social protection programme which caters for the most vulnerable elderly and the disabled persons. There is an agreement between the community and the municipal government to deduct some amount from the individual beneficiary social protection fund accounts in the banks until someone has built a toilet. The condition for one to withdraw money from the account is only dependent on whether the individual has built a toilet. However, this system even though it is working well in the short term, there are questions of sustainability and achieving transformative change in the long run after the toilet’s life span.*
  
5. **Strategic Development Plan (SDP) 2011-2030** - The SDP contains clear commitments to achieving gender equality and stresses the importance of gender equality for the country’s future. It identifies a few key goals towards gender equality including gender mainstreaming, raising awareness of gender disparities, and empowering women through livelihood programs, reproductive health programs and zero tolerance to violence in schools and homes. It has set a goal that by 2030 Timor-Leste will be a gender-fair society where human dignity and women’s rights are valued, protected, and promoted by our laws and culture. With regards to **Social Inclusion**, it generally states “In the short-term, it is vital that Timor-Leste continues to support our children, women at risk of abuse, poor families, the elderly and other vulnerable groups. It is also appropriate that the nation provides for those who fought so long and hard for our independence: our veterans and their families require appropriate recognition and financial assistance. In the longer term, access to education and employment will be the stepping stones that lead to economic independence”

With regards to the WASH sector, there is no direct linkage or reference between the statement above and the commitment by the WASH sector in the SDP which states that “we will continue to take action to overcome the many challenges involved in improving access to clean water and sanitation across Timor-Leste, including building a major sewerage collection system in Dili, providing a safe piped 24-hour water supply to **households** in 12 district centres and installing water systems and community latrines in rural areas as part of the Rural Water Supply and Sanitation Program. Our aim is that by 2030, **all** citizens in Timor-Leste will have access to clean water and improved sanitation”. *From a GESI lens, this statement does not reference to gender equality and social inclusion as quoted in the general SDP and no sex, age and other vulnerabilities disaggregated data. For instance, it does not breakdown on what the “households” refer to, nor who “all citizens” is addressing. In addition, the goal statement does not state the milestones/targets including targeted numbers and their disaggregation as per GESI needs, nor is there a linkage with the SDG targets and strategies. Based on this, the WASH sector goal would therefore be termed as “Gender/GESI blind/Neutral”.*

## **6. Timor-Leste Water Sector Assessment and Roadmap – World Bank – 2018**

This roadmap outlines through an assessment of the water sector commitments by mapping the institutional and legal frameworks that need to be put in place to achieve the commitment set up by 2030. It points that addressing water management is crucial for Timor-Leste to meet its national and international development commitments and to stimulate economic growth. Water management is multifaceted and requires coordinated multisector approaches to be addressed. The government needs to establish sector priorities that align to national and international development targets, to enhance economic growth, and to improve the health and well-being outcomes of its citizens.

*In terms of GESI, it was noted that there was not a single mention within the roadmap on the role of Gender Equality and Social Inclusion in contributing towards the achievement of the national WASH commitments that aims at “leaving no one behind”.*

## **7. Water, Sanitation and Hygiene (WASH) in Schools - Guidelines for Timor-Leste - V1 2016**

*In terms of GESI, the guidelines have addressed the key factors that determine access to WASH services in the school. However, it is good to avoid gender neutral terms like “all”; “children”; “pupils”. When focusing on MHM issues, it is always good to go beyond infrastructure buildings to also include transformational change for example, how to observe and manage hygiene during menses and long term coping mechanisms for example what materials to use and how to keep these hygienic including awareness of and understanding of adolescence changes targeting both boys and girls; and how to sustainably access and dispose of used materials. The role of boys and men towards supporting MHM activities at home and in schools is also critical and needs to be clearly defined and streamlined in the strategy for example in relation to MHM etc. The vision for WASH in schools in Timor-Leste is guided by the international WASH in schools vision, which states: “Every child goes to a school where there is safe water, good sanitation and hygiene education and where children can learn, play and grow with pride and dignity.” The guidelines mentions short-term standards like “separate toilet facilities for boys and girls”, “Toilets must be easily accessible to all, including staff and children with disabilities”; “Toilets that offer privacy and security e.g. lockable doors from within” and also pays a focus on MHM for girls and female teachers.*

## **8. WaterAid Country WASH strategy - 2016 – 2021:**

WaterAid’s mission is to “transform the lives of the poorest and most marginalised people by improving access to safe water, sanitation and hygiene”. The strategy describes what WaterAid need to do to make change happen: a) Fostering leadership (political; municipal administration; other leaders)to prioritise access to WASH to achieve universal access by 2030; b) building capacity of service providers at the local level to ensure they have the skills, resources and systems necessary to deliver and maintain WASH services; c) championing equality by developing and demonstrating approaches for providing services for the poorest and most marginalised communities and people (working with gender and disability focused organisations to address gender and disability specific inequalities as well as address macro-level inequalities; d) promoting integration across sectors; e) fostering internal collaboration and sharing capacity. *From a GESI point of view, working towards a rights-based approach is a very positive way of addressing GESI inequalities in WASH. Gender and disabilities in WASH is coming out quite strongly as a focal point. However, disaggregated data along the GESI dimensions is missing on targets and locations of priority focus. Transformative agenda is also not coming out clearly for example how to challenge the gender inequalities like power dynamics; achieving sustainability of WASH facilities through community management and ownership structures, for example how to make A/GMFs more sustainable etc.*

### **4.5 Key Stakeholders in WASH and GESI at the National and Local level**

The study tried to establish which support structures and mechanisms exist for the socially excluded groups and individuals from national level down to community and household level. The below table outlines key GESI and WASH stakeholders and their roles. These stakeholders should be involved in systems strengthening around gender and social inclusive WASH.

**Table 4.5 Key stakeholders in WASH sector at National and Municipal levels**

<b>Name of Stakeholder</b>	<b>Current services and programs</b>
<i>Ministry of Public Works, Transport &amp; Communications</i>	Water resource management, water supply, sanitation and hygiene improvement, annual planning
<i>Ministry of Public Works, Transport &amp; Communications - National Directorate of Basic Sanitation</i>	Improve drainage system, liquid waste management and sanitation
<i>National Department of Environmental health</i>	Health promotion, Sanitation improvement (ALFA declaration), improve water quality, waste management to prevent diseases.
<i>Secretary of State for Gender Equality and Social Inclusion</i>	Gender Equality and Social Inclusion mainstreaming, policy works, socialization of legal roles and responsibilities of ministries and departments
<i>Ministry of Social Solidarity</i>	Social protection, disaster victims, people with disabilities, elderly people
<i>Municipal Service of Water, Sanitation, and Environmental</i>	Technical assistance for water system maintenance, build drinking water supply system, develop annual WASH plan, technical design of water supply system, linkage with national government, capacity building of AGMF and GMF, develop and mobilize technicians
<i>Women's Association</i>	Capacity building of women's groups, take lead to address GBV cases, increase the political participation of women, capacity building for elected women members of local and municipal government, represent gender working group, networking meeting with social solidarity department, vulnerable peoples' unit of police, local NGO
<i>Administrator Office - SEI Gender Focal Point</i>	Socialization of legal roles and responsibilities of municipal departments, capacity building of women leaders, increase political engagement of women
<i>La'o Hamutuk</i>	monitors, analyzes, and reports on development processes in Timor-Leste, including the policies of Timorese government and international institutions; facilitates communication between the public and decision makers in Timor-Leste
<i>NGOs – CARE, WaterAid, ADRA; Plan International; Red Cross;</i>	Water resource management, water supply, sanitation and hygiene improvement, annual planning; advocacy; community sensitization and management; gender equality, mainstreaming and social inclusion
<i>Municipal Health Delegation</i>	Health promotion, immunization
<i>Municipal Education Department</i>	Inclusive education, implement the special provisions for girls and differently abled students
<i>Suco level woman representative</i>	Support survivors of domestic violence, encouraging women in the community to attend family planning discussions, or trainings on agriculture, support on WASH related issues, providing mediation of minor cases, assisting with information on health's programme on immunization and identifying community women's needs.
<i>Traditional Leaders</i>	Represent Suco Council, deal with violence cases, promote and protect social norms and values

GMF, AGMF	Collect water revenue, water system maintenance, collect community demands, conduct meetings and general assembly, water quality assessment, conduct training for the members, management of local water systems
ALOLA Foundation/FMFL	Advocacy on WASH
Rede Feto (an umbrella of 18 women's organisations)	Promote gender equality and women's empowerment; work against gender discrimination, to promote women's political and economic rights, and to encourage women's active participation in the post-conflict building, reconstruction, and development in Timor-Leste.
Ministry of social solidarity	Subsidy, disaster victims, people with disabilities, elderly people
RHTO, DPO	Promotion of the rights of people with disabilities including advocacy and engagement with government and civil society
ADTL	Rights of people with disabilities
FOKUPERS	GBV referral services, rehabilitation center in Dili and in some municipalities

#### 4.6 Gender – Responsive Budgeting (GRB) in the WASH sector

The analysis found out that Gender Responsive budgeting is still very much a “**work in progress**” since the process started only in 2018 and the government has put instruments and methods to address the issue of gender-responsive budgets including a gender budget review committee; a gender checklist and a gender marker to aid in measuring “reach”. The analysis found that the challenge was how to transition these instruments and methods between policy and implementation especially at the WASH sectoral level mainly due to the fact that implementers have inadequate awareness on the policy and action plans and their role in the implementation and as a consequence WASH budgets are still infrastructural heavy and weak in GESI specific focus, operational, maintenance and management strategies and action plans.

According to the Secretary of State for Equality and Inclusion (SEII), a **Parliamentary Resolution No. 12/2010 on Gender-Responsive Budgeting** exists which calls upon all parliamentary committees to use and promote gender budgeting instruments and methods, and established a parliamentary process, assigning roles to government, non-government organizations, and donors to take actions and develop strategies to promote gender equality and to ensure that gender analyses and impact are thoroughly taken into consideration in all phases of the budgetary process.

**Gender-Responsive Budgeting Policy Note: Mainstreaming Gender into the Public Financial Management Reform (2017-2021).** According to this policy note and as clarified by SEII, Gender-Responsive Budgeting is a tool to help one understand the impact of government programs in reducing gender gaps, and advocates for a cross-sectorial gender analysis & mainstreaming gender equality in all government spending agencies. It ensures that fiscal policies and resources are generated and allocated in a way that affects women, men, boys and girls equitably. This is a process that is still under piloting and it is ongoing.

The Gender unit and the stakeholders working groups put together a gender checklist – 2008 up to 2016 including UN Women; Ministry of Finance (MoF) & SEI. SEII provides technical support to the Unit of Planning, Monitoring and Evaluation (UPMA) and support capacity building to Line Ministries and autonomous agencies to facilitate

mainstreaming of gender into the planning and budgetary processes and, monitoring and evaluation<sup>11</sup>. **The Budget Review Committee (BRC)**, provides oversight in ensuring that gender is mainstreamed into plans and budgets.

Budgets and plans at Municipal level incorporate gender perspectives under the Decree Law 3/2016 on municipal administration states that the responsibility of the Municipal administrator is to uphold and respect the principle of equality and submit the gender municipal action plan to SEII. To further ensure that the municipal plans and budgets are gender sensitive, training activities are conducted including modules on gender responsive planning and budgeting to be able to:

- Define a gender sensitive Municipality planning framework and reporting system for policy analysis;
- Prepare Program Budgeting Guidelines to the Municipalities that include the gender marker;
- Long-term capacity building on gender sensitive planning, monitoring and evaluation for municipalities.

Given the assumed 2020 national targets, about US\$39.4 million needs to be invested each year until 2020 on water supply infrastructure and about US\$16.4 million on sanitation infrastructure. The Government's goal for rural water is access to a potable, secure and constant supply of water. The Ministry of Public Works' strategy to achieve this includes construction of new water supply systems, rehabilitation of non-functioning systems, and improving the capacity of O&M staff. Public standpipes will remain the dominant technology, and are preferred by government as being suitable and affordable for Timor-Leste.

The challenge now is on how to transition between policy and implementation especially at the sectoral level mainly due to the fact that implementers have inadequate awareness on the policy and action plans and their role in the implementation. Most of the activities highlighted in the budgets over the last 2yrs are all infrastructure based and little to none has been earmarked for GESI related programs including community based mobilization and management programmes which involves operation and maintenance of the WASH infrastructures as well as behavior change including changing people's mindsets. Critical public funding is necessary for sanitation "software", such as human and operational resources for behavior change communication campaigns, monitoring and regulation, and private sector development to elicit households to invest in their facilities. The current budgetary allocations of the WASH sector have risen from 1% to 2% of the total national budget i.e US\$ 1,950,000. For rural sanitation alone, it is estimated that US\$976,000 per year is needed for such software spending. Failure to meet financing gaps and address institutional and sustainability bottlenecks will result in Timor-Leste falling short of meeting its water and sanitation targets. Increased spending for water and sanitation will help reduce the number of illnesses due to water-related diseases, which can have positive impacts for women's empowerment, since women are most frequently responsible for taking care of family members when they are sick.

From the Besik women's time-use survey (2016), Investments in accessing safe water can reduce women's time to fetch water from 3 hours daily on average, to only 30 minutes on average. Ensuring that women are taking part in decision-making in the management of the water systems has proven increased sustainability of the systems. As a signatory of the Maubisse Declaration, MPWTC committed to developing affirmative policies to guarantee women's participation and contribution to the ministry's plans.

The draft Sanitation Strategic Plan proposed a goal to make Timor-Leste "open defecation free" (ODF). Following this, rural areas expected increased access to hygienic toilets by moving households up the sanitation ladder i.e move from shared to private latrines, improved pit latrines to pour flush toilets. The proportion of pit latrines was expected to fall as people get used to using a toilet and invest resources in improving their existing basic household toilets, combined with greater access to low cost materials. In urban areas the expected trend was to be the increased use of toilets connected to septic tanks, and in Dili to commence connecting households to decentralized wastewater treatment systems. The government's vision is consistent with household aspirations for improved sanitation in urban areas.

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<sup>11</sup> SEII's organic law

The Gender Responsive Budget Working Group has also introduced the Gender Marker and indicators. A **Gender Marker** is a tool that assists in tracking the proportion of funds earmarked for the promotion of gender equality. The gender marker will enable the generation of reports to show how much of the budget has been allocated and spent in promoting gender equality. By having the gender marker allocated against each Program, it is possible to capture the “cross-cutting” nature of promoting gender equality. It is a mandatory tool for all line ministries and government agencies. It is applied in the planning stage of a program and is reflected in the approved budget and actual expenditure. Programs (Outcome), Sub-programs (Outputs) and activities should be coded by focal points of government agencies with the information provided by SEII and UPMA based on the following codes: (P) (S) (N-T). Applying the gender marker will become a mandatory exercise for all line Ministries, autonomous agencies, municipalities, and Secretaries of State. SEII and UPMA can provide oversight and technical support if needed, however request for such support should come from line ministries.

#### **4.7 Institutional Structures and Governance in relation to GESI and WASH**

##### **4.7.1 Ministry of Public Works, Transport, Communication (MOPWTC)**

In Timor-Leste, the protection, preservation, and management of water as a natural resource is part of the fundamental rights of the citizens and the duty and priority of the state. The Constitution of Timor-Leste aims to improve the well-being of citizens and develop, conserve, and preserve water in accordance with national interests. Under the 6th Constitutional Government, Decree Law No. 6.2015 further established the division of responsibilities among the ministries of the Government of the Republic of Timor-Leste for the management of water resources, public water supply, sanitation, catchment management, and irrigation water management.

The Ministry of Public Works has lead responsibility for rural water supply through the Directorate General for Water and Sanitation (DGAS). The DGAS has offices and staff operating at municipal level whose task it is to provide technical support and oversight to local government, coordinate investments, carry out data collection and support water service providers. The legal framework for domestic water in Timor-Leste differentiates between urban and rural provision. According to the Decree Law 4/2004, the DGAS is responsible for establishing national policy priorities, financing capital investments, and all capital maintenance cost of public water supply, and community water management groups (Grupu Manajamentu Fasilidades, GMF) support the delivery of water by maintaining public water supply services. The National Policy on Public Water Supply, which is pending approval, provides guidance to achieving access to potable water for all of Timor-Leste’s citizens and outlines how roles and responsibilities are distributed across the water supply sector.

##### **4.7.1.1 Public Water Supply**

A revised policy for public water supply, now with the Council of Ministers, is expected to clarify several important ambiguities, which should build a more solid foundation for rural (and urban) water service delivery. Principal among these is clarification of asset ownership; the state have ownership in all cases, with the ability to delegate management to GMFs who run systems ‘on behalf’ of Government. The Decree on Water Services 2004, places responsibility for management of rural water supply systems with communities, either through formal user groups (GMFs) or informal structures. The new policy draft also cements the primacy of the GMFs as the model for rural water provision. In addition to the government, many development partners actively provide support of capital investment and technical assistance for provision and sustaining water service to rural areas. The water supply systems are then recorded and transferred to state ownership, with their management and support for the GMFs being provided by the SMASA.

##### **Municipal Level - SMASA**

At the municipal level, rural supply provision is managed by the SMASA, which under the decentralization, is part of the municipal government and reports to the municipal administration. Under decentralization, SMASA is required to plan its own program to be reviewed and approved by the municipal administration that will receive a bulk transfer from the central government to implement the approved programs. Part of SMASA staff includes the facilitators at post administrative level (FPAs) to provide support to the GMFs. However, most of the FPAs are not

technical and cannot provide direct support to the GMFs once the system is nonfunctional and requires repair beyond the technical capacity or finances of the GMFs. Some of the key responsibilities of the SMASA staff are to: a) establish water user groups (GMF); b) interface and coordination with other sectors; c) training the GMF members on planning and operation management of the group; d) support the GMF in planning and prioritization of needs; e) working jointly with the Ministry of Solidarity to identify vulnerable persons in the community who will then receive a monthly social security fund. It is this fund that the individual recipients are supposed to use to build a toilet and or use to meet their water needs among other needs.

### **Water User Management Groups /Grupu Manajamentu Fasilidades (GMF)**

The rural communities manage and maintain their own systems through water user groups, or Grupu Manajamentu Fasilidades (GMFs). Under current arrangements the Government can also designate larger or more complex rural schemes as ‘water supply areas’, which are then run directly by Government staff or delegated to an operator, but importantly the GMFs are always retained as part of the management structure.

A GMF comprises of between 5 and 7 members with at least 2 of those being female. According to the GMF members’ respondents, it was explained that normally the post of treasurer is held and reserved for the female members as they were deemed to be more trustworthy in being custodian of the moneys collected. They are normally trained on simple book keeping skills and how to be accountable. In Manufahi, for example, there were currently about 159 projects managed by GMF out of which 10 were directly supported by the government funds. Only 7 out of the 159 formed GMF are led by women while 1 out of the 159 holds the position of Secretary; while only 6 females out of 159 GMFs have female technicians. The reason given for these low numbers were that women were more comfortable doing “soft” jobs while the men tackle the “hard” jobs like technical operations of the water supply schemes. None of the GMFs in Manufahi had any representation from the persons with disabilities. In Liquica, there were around 270 GMFs, but it was not clear from the President of GMF Association, how many women held the post of chief of the GMF, even though it was stated that they normally consult with the persons with disabilities, which was also confirmed by a representative of the Persons with disabilities association. Some of the key roles and responsibilities of the GMFs are to:

- Carry out operation and maintenance of water supply schemes
- Tariff/contributions monthly collection and management including fines for offenders (those who break the water user rules)
- Planning and preparation of workplans
- Facilitate community planning process day by day

The GMFs come together under the umbrella of a GMF Association who elect a President every 2 years. The role of the President, who is usually male is mainly to coordinate the activities of the individual GMFs; Facilitate community planning process day by day; as well as monitor the progress of implementation and report back to the municipal SMAS. The Presidency is hosted mainly by the Municipality or in the case of Liquica by WaterAid. The President does not get a remuneration in form of a salary but a stipend to meet his daily costs like fuel costs etc.

With regards to water supply, most of the supply is piped water schemes through gravity in towns and rural areas coupled with a few other water sources like the boreholes and shallow wells. The NDGAS is in the process of establishing policy to introduce public private partnerships entities. At the moment, there is already the Public entity in charge of water supply and sanitation.

In rural areas, GMFs collect fees from households to cover the cost of minor water supply system maintenance, however the fee level is not based on the tariff framework or a cost recovery model. In addition, the role of GMFs in collecting and managing public finances is unclear legally and needs updated legislation. However, few user groups are able to recover costs for basic operation and maintenance, and many are not functioning sufficiently well to collect any payment for water services. The functioning of user groups is constrained by conflict in communities over the past 30 years, with many communities displaced several times. In Manufahi Municipality, it was reported that those residing within the towns usually receive water for free even though for new installations, the recipient is charged about \$50 to meet the installation costs. It is planned that from next year, the municipality will introduce a

pay-per-use modality through meters for every household. The challenge will be how to ensure that all vulnerable persons/groups are not left behind or denied supply if they can't afford to meet the costs of the water charges. In the rural areas, the water supply is organized communally where 5 families share a tap. Each of the families contribute a flat rate of between 25cents to 50cents of a dollar per month and all families regardless of their vulnerability is expected to pay for water services. There are no established mechanisms that ensure that no one is denied access to water supply in case they can't afford. It is expected that neighbours or other family members will come to their aid. In addition, users are fined if they break the water user rules, money that is also collected and kept by the treasurer.

In Liquica, those living in towns pay a charge per 1000 litres of water at \$3 dollars which is delivered 3 times in a week. Widows and other vulnerable groups are usually unable to pay for the water and thus do not have access to the water nor do they have large containers to store water to cater for the times when the water is not being delivered. In the rural areas, the situation is similar to that of Manufahi. The main challenge is that during breakdown or when the system is down, or rationed, there is limited access to water supply coupled with inadequate storage facilities to cater for these downtimes.

**Key challenges:**

- The pending national policy on public water supply requires a new tariff framework that is transparent, equitable, and affordable, with provisions for subsidies for vulnerable households, cross-subsidies from commercial, industrial, or institutional water uses, and the tariffs and charges covering at a minimum the O&M costs for the delivery of water.
- There is also little data available on the full cost of delivering water services in Timor-Leste to guide the effective setting of tariff levels, however it is widely acknowledged in the government that establishing a new tariff framework is critical to the delivery of financially sustainable public water supply in Timor-Leste. This will provide opportunities to ensure that the gender equality and social inclusion of those who deserve is considered and taken care off, to avoid leaving anyone behind.
- The operation and maintenance costs of running the water supply schemes are under-budgeted, leading to high numbers of non-functional or broken down facilities. This affects both quantity and quality of water supplied and needless to say that the most vulnerable persons suffer more in accessing the WASH services that they need. Many GMFs are not able to raise the 10% of contributions that they are required to make for O&M costs, with the end result being delays in repairs thus limiting access for the most vulnerable. To change users' behaviours and mindsets is long term and will require to be very well provided for in the WASH sector to allow for intensive and extensive community mobilization, sensitization and management to inculcate a sense of ownership of facilities and define legal mechanisms on how to take care of GESI in each community. This will require massive resources (funding and personnel) which must be provided for in the government budgets which is currently being subsidized by the various NGOs/civil societies.
- Recruitment of GMF members is not yet done from a GESI perspective and there are no mechanisms (policy/legal) yet to involve them. This therefore means that even though women are the water managers at home, they have little responsibility and voice in communal water management system; there is little consultation and involvement of the most vulnerable persons including the elderly and those with disabilities in the composition of the GMFs.
- Along with strengthening roles and responsibilities of the GMFs, legislation is required to clearly define entitlements for water use for each user or user group. Currently each member is volunteering their services including the President of the GMF association, however in their case they receive some stipend from WaterAid. While this is pending the current draft legislation, it is worth emphasizing the importance of establishing a legal

framework that outlines the rights and entitlements of water use per user type to prevent unsustainable use, pollution, and water shortages and all consequences associated with that.

#### 4.7.2 Basic Sanitation

For sanitation, the National Basic Sanitation Policy guides this sector on programs. For urban areas, the Direção Nacional Saneamento Básico (National Directorate of Basic Sanitation) DNSB has the mandate to construct, operate, and maintain wastewater treatment facilities and construct public toilets in urban areas. Staff under SMASA in each of the 12 municipalities have the responsibility to perform DNSB-related tasks at the municipal level and submit monthly reports to the DNSB on sanitation development in the respective municipalities. The DNSB is also responsible for execution of sewerage and drainage management in Dili, especially for storm water collection systems, with the overall responsibility at the Ministry of Development and Institutional Reform. However, those connected to roads such as trenches, pits, and pipelines are under the responsibility of the National Directorate for Roads, Bridges, and Flood Control. Rural sanitation is led by the MS through the implementation of the Community Action Plan for Sanitation and Hygiene (Planu Aksaun Komunitade Saneamentu no Ijiene, PAKSI). It embraces the concept of community-led total sanitation (CLTS), which focuses on behavior change as the driver of change toward safe access to sanitation and hygiene services. The goal outlined in the Strategic Development Plan (SDP) 2011–30 is to achieve open-defecation free (ODF) communities nationwide by 2018. PAKSI implementation at the municipal level is led by the municipal administration and involves several institutions such as the MS, SMASA, and the administrative post. They are organized into sanitation working groups. Supported by local nongovernmental organizations (NGOs), these working groups mobilize local stakeholders such as chiefs of administrative posts, chiefs of Suco and Aldeia, and other informal leaders to mobilize the communities attending “PAKSI triggering” and its follow-up activities to achieve ODF status. Currently, 5 Municipalities out of 12 have already declared ODF. These are: Ainaro, Ermera, Aileu, Likisa and Manufahi.

#### Key challenges:

Sustainability of the sanitation facilities realized through CLTS remains a challenge especially on affordability factors for those vulnerable persons who were made to use part of their social security funds to meet the costs of putting up a latrine. What happens when those latrines reach their end of life span? Sustainability measures will need to be put in place to ensure that people continue to practice the behavior sustainably.

#### Good Practice Example of Village Multiple Use water, sanitation, hygiene and nutrition through VSLA

##### Box 1: Village Savings and Loans Associations (VSLAs) and Multi-use WASH and Nutrition project – Plan International Ethiopia

Village savings and loans associations (VSLAs) are self-managed groups that do not receive any external capital and provide people with a safe place to save their money, access small loans, and obtain emergency insurance. The approach is characterized by a focus on savings, asset building, and the provision of credit proportional to the needs and repayment capacities of the borrower. VSLA is based on small groups of 15 to 25 members who mobilize savings, use their revenue as a source of loans to members who wish to borrow and usually operate a small insurance fund to address emergencies.

The objective is to reduce morbidity, mortality and malnutrition of children, caused by waterborne diseases and malnutrition in two districts (Bahir Dar Zuria & Dara) in Ethiopia. To achieve this objective, the major activities of the project are Multiple Use Water Services, Sanitation & Hygiene promotion (through CLTS approach), Economic Empowerment (through VSL groups) and Nutrition. The project is addressing multiple challenges of sanitation and hygiene including the reuse of nutrients from toilet wastes and recycling of water for agricultural production to improve nutritional status of the communities. Income generating activities like growing vegetables, production of slabs and supply of hand washing facilities helped communities to improve more durable and high standard latrines. Plan supports VSL groups in providing skill training for income generating activities. Besides, VSL group members can also take loan from the savings for construction and maintenance of latrines which in turn have the potential to have a real positive effect on rural communities climbing the sanitation ladder. In the project, VSL groups are playing important roles in creating awareness on sanitation and hygiene. The Village Saving and Loan facilitators took standard training on CLTS. These facilitators work closely with School teachers, Health Extension Workers, Kebele Administrators, and Village Sanitation Committees.

Source: CLTS links with MUS, VSLA and Nutrition: An Experience of Plan International Ethiopia

#### 4.7.3 GESI and WASH Representation at National and Municipal level

The national vision is that by “...2030, Timor-Leste will be a gender-fair society where human dignity and women’s rights are valued, protected and promoted by our laws and culture”. Timor-Leste has strong institutional arrangements in place to provide accountability and ensure progress towards achieving gender equality. On 21 November 2017, the Secretary of State for Gender Equality and Inclusion (SEIGIS) was established, recently renamed the Secretary of State for Equality and Inclusion (SEI), to replace the former Office of the Secretary of State for the Promotion of Equality (SEPI). Coordination and gender mainstreaming has been strengthened by upgrading the Gender Focal Point resolution (2008) to a Gender Working Group Mechanism (2011) in ministries and local administrations, and a Social Inclusion Policy within the National Education Strategic Plan 2011–2030. The Government Resolution No. 27/2011 on Gender Working Groups - an inter-sectoral cooperation and coordination mechanism ensures gender issues are given attention in every government Ministry and agency by developing a gender strategy and/or incorporating gender issues in work plans. Coordination and gender mainstreaming has been strengthened by upgrading the Gender Focal Point resolution (2008) to a Gender Working Group Mechanism (2011) in ministries and local administrations, and a Social Inclusion Policy within the National Education Strategic Plan 2011–2030. There is also a Decree Law No. 3/2016 on Municipal Administration - institutionalizing Gender mainstreaming at the municipal level. More recently, the development and implementation of cross-sectoral national action plans is facilitating progress in key areas such as eradicating gender based violence and women, peace and security.

Within the Public Works Ministry, there is Gender Focal Point who is charged with the responsibility of coordinating gender mainstreaming within the Ministry/sectors and acting as the focal point in liaising and linking the Ministry with other Ministries/sectors through participation in the Inter-ministerial Gender Working group. Besides, this role acts as the chief adviser to the Minister on matters of Gender Mainstreaming, Equality and Social Inclusion including for WASH. However, through the GESI Analysis, it was found out that the key functions of this role is not yet clear as the decree has not yet been passed. At the moment, the role is limited to ensuring equal balance between women and men in terms of staffing and the office maintains a data base of male and female and male staff in the Ministry, which currently stands at 30% female and 70% male staff. However, there is no further analysis of what this data means in terms of strategy, where the gaps are in terms of technical capacity or where the focus should be. It was also not clear how this role links and shares its data with other stakeholders in the WASH sector. The Key challenge for the WASH sector now still remains on how to make the policies and strategies gender responsive and link hardware “infrastructure” with “software” gender mainstreaming, equality, and social inclusion. There is also need to go beyond just sex disaggregated data to include other parameters that take care of GESI.

#### Example of a Good Practice on how GESI can be mainstreamed at different levels

##### **Box 2: GESI Champions – an innovative approach linking community volunteers to government structures in Zimbabwe**

The World Vision and Welthungerhilfe projects both utilised and built on an existing network of volunteer homebased carers as well as local people with disabilities identified through social services records to recruit a cohort of volunteers who became known as Gender Equality and Social Inclusion (GESI) Champions. Volunteers were selected on the basis of having a commitment to learn about gender and social inclusion and willingness to attend regular training, meetings and community activities. Additionally, the Welthungerhilfe project supported GESI focal persons in Local Authority offices and officers from the Ministry of Women’s Affairs to mainstream GESI and promote inclusivity. In the World Vision project, GESI Facilitator and Gender Focal Point Persons within local government authorities were closely involved in coordinating the engagement of GESI Champions in project activities. However, as the project continued, GESI Champions began to undertake a range of community-level actions more independently, with World Vision Zimbabwe, Federal Organisation of Disabled Persons in Zimbabwe, and the local authorities’ Gender Focal Point Persons playing more of a coordination and capacity development role through refresher trainings, mentoring and monitoring. Impact studies indicate that Government and NGO service providers (external to the project) are making use of the GESI Champions and are now more willing and able to reach people with disabilities. In Gwanda, the Municipal authority said it now intends to consult GESI Champions as a matter of practice whenever organisations start a new project. Based on these successes, both Bulawayo City Council and the Municipality of Gwanda have decided to expand and replicate the GESI Champions approach independently of World Vision. This has already begun in Bulawayo, where the Council has recruited 550 GESI Champions from every ward in the city.

*Source: Learning Brief from research into effectiveness of WASH approaches and innovations in the Civil Society WASH Fund – Gender Equality and Social Inclusion (2017)*

#### 4.8 WASH Sector Technical capacity from a GESI Perspective

Poor implementation is compounded by capacity constraints in the Timorese WASH sector. A 2009 review of capacity found a significant gap in human resource capacity in terms of engineers, professionals, technicians and skilled workers, indicating a continued need for support from foreign expertise. This trend seems to be still continuing as discussions with key stakeholders in the WASH sector within the Ministry of Public Works revealed a big gap between the technical interventions and capacity to carry out the interventions. It was indicated that about 30% of the WASH sector force is made up of women while the rest (70%) is made up of male staff. Out of the 30% female staff, more than 80% do “soft” related work like administration; facilitation etc while the “physical” work is almost the sole domain of the male staff. It was further identified that there was a low number of technical experts especially the engineers. Recruitment for jobs does not look exclusively for diversity or vulnerability/social excluded persons but solely on merit. It was therefore not unusual to advertise for a job and you fail to get candidates applying for the job.

It is also recognized that community management and social mobilization is crucial to encourage and build capacity of communities’ sense of ownership, management and sustainability. In addition, the key reasons for social exclusion is factored in the cultures of the communities which have been passed on from one patriarchal generation to another. In order for the WASH sector to start addressing gender equality and social inclusion by challenging the status quo, it has to be recognized that changing people’s mindsets, and behavior change which is transformational, requires massive staff capacity in terms of numbers and skills. Currently, the community management plan within the WASH sector has not factored in very well this factor. It appears that community planning and mobilization is hinged on the GMFs, which in themselves are already limited in their capacity and have also not factored in well social inclusivity of the disadvantaged groups and persons. Engagement of social/community mobilisers right from the village level/sucos is crucial alongside adequate resources allocation. This will also address the issue of diversity and improve alongside O&M issues.

Further, community infrastructure projects also sometimes include hygiene promotion components through the community engagement process overseen by MoH-EHD and DNSAS. Implementing local NGOs are typically responsible for conducting hygiene training for user groups. Even though training is quite intensive, it only occurs in communities with infrastructure programs and evaluation typically assesses comprehension of messages rather than behavior change, thus calling for more uptake of the community management and hygiene promotion by the government. A lack of recurrent budget for basic administrative operations and inadequate human resource capacity and managerial skills severely constrain the ability of the public sector to plan and manage WASH investment. Rural WASH training courses are now available through local educational institutions with where Master Trainers are delivering ongoing training mentoring to a range of individuals and organisations. However significant capacity gaps remain, particularly in the context of decentralisation where local governments don’t have the skills required to support communities in managing facilities.

In the absence of strong local government or private sector actors, NGOs play important role in filling service delivery gaps in the rural sector. NGOs have played a vital role and strengths include their ability to provide both infrastructure and support for sanitation demand creation and hygiene promotion, however there are concerns related to the longer term sustainability of NGO initiatives when local government is not engaged and community user groups lack the financial or technical capacity to operate and maintain systems by themselves. With increased awareness of gender issues in the sector, a number of NGO’s have increased the participation of women in community meetings, selection of sites for tap stands, and as members of GMFs, often as treasurer because women are seen to be more trustworthy and better managers of money than men. These small steps within the RWASH sector are occurring within a broader context and movement for gender equality.

As can be seen above, there are challenges to achieve gender equality when water supply and sanitation service provision is implemented from a perspective of technical infrastructure development. Given that women are the

primary users and managers of water, sanitation and hygiene education in the household, an approach that recognises women’s primary role and interest in the sustainability of the desired improvements, should be explored and strengthened.

#### 4.9 Gender-responsive Monitoring, benchmarking and transformative change

*From a GESI point of view, the monitoring framework provided for in the “Timor-Leste Rural Water, Sanitation and Hygiene Sector Strategy 2008-2011”, was not designed with a Gender Equality and Social Inclusion consideration. It is therefore Gender blind. The monitoring framework needs to be aligned with the Timorese 2030 vision and the SDGs Goals. Monitoring the SDGs is essential for enabling policy and decision makers at all levels of government to identify challenges and opportunities, ensure accountability and generate political, public and private sector support for further investments. The need for sex, age and vulnerability-disaggregation is critical considering the 2016 DHS showed that women and girls are twice as likely to collect drinking water in rural households (25.6% for women versus 11.2% for men and 2.6% for girls versus 1.8% for boys).*

The Monitoring and Evaluation Framework provided in the “Timor-Leste Rural Water, Sanitation and Hygiene Sector Strategy 2008-2011” has been designed to ensure that there will be reporting of performance and impact data at higher levels; assessment of progress towards results and outcome at Sector and program level; and outputs, capacity change and process quality data at operational level. As this Sector Strategy has been developed as a results or outcome oriented approach, the results and outcome statements are a comprehensive descriptions of what success will look like if the Strategy is effectively implemented. Measures have been chosen for their appropriateness to demonstrate movement towards results over time, and also to demonstrate what constitutes achievement of that result.

There are three levels of measurement within the Monitoring and Evaluation Framework provided for in this sector strategy report:

- **Performance.** The highest level indicators show performance and impact data of the sector at higher levels and are meant for sector decision makers. They seek to measure performance of the sector as it progresses towards the vision and towards improvement in the five Priority Functions;
- **Results.** The general and specific results outlined in the Sector Strategy provide a detailed outline of what is expected to be achieved within a three to eight year timeframe. The draft indicators at this level are meant to provide an assessment of progress towards these results and also a means for verifying that the results are sustainable; and
- **Process Management.** While performance and progress indicators are important for sector planners, government and donors, the day-to-day planning and implementation of projects within the sector requires a more detailed and integrated monitoring of outputs and processes at the operational level. These draft measures will emerge from each agency’s work-plans and programs carried out in support of the Sector Strategy

A 2016 time use study finds that collecting water requires an average of three hours a day in rural areas. This affects women’s ability to access, benefit from and contribute to a variety of economic, political and social opportunities and highlights the need to involve women in projects and decision-making related to water and sanitation. For example, the Rural Water Supply and Sanitation Programme (funded by the Government of Australia) is ensuring women participate in local water management groups – Grupu Manajamentu Facilidade, with a critical mass of women (between one third and one half) involved as group members. Improving the water system in these communities has had a significant effect on women, men and children. It created economic opportunities with time saved, and improved health outcomes through better sanitation.

**Table 4.9 Examples of Gender Specific/related Targets and Indicators**

Target	Gender Specific Indicator
Target 6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all	6.1.1 Proportion of women, men, girls, boys, the elderly and those living with disabilities using safely managed drinking water services
Target 6.2 By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations	6.2.1 Proportion of women, men, girls, boys, the elderly and those living with disabilities using safely managed sanitation services, including a hand-washing facility with soap and water

Target 6.1 calls for universal access to safe and affordable drinking water. Census data shows there has been a significant increase in the availability of safe water in Timorese homes between 2010 and 2016. More than three quarters (76%) of households have improved sources of drinking water in 2016, compared to 66% in 2010. Safe water is reaching 71% of the men and women in the population while 6% of men and women in urban areas and 30% of men and women in rural areas have no access to safe drinking water. Within rural areas, lack of safe water is most significant in Baucau, where two in every five households (40%) rely on unimproved sources such as rivers or streams. This is also a major issue in Viqueque (38%), Ainaro (37%), and Ermera (33%). These figures reflect progress in promoting access to improved water sources in Baucau, Aileu, and Ermera, and the need in each municipality, as in all areas outside Dili. Access to water is improving, but one in four households still lacks safe drinking water. Among men aged 15 and above with no access to safe drinking water, 41% were only educated to pre-primary or primary level or non-formally. Among women aged 15 and above with no access to safe drinking water, 39% were only educated to pre-primary or primary level or non-formally. By contrast, 27% of men and 24% of women in households with access to safe drinking water were only educated to pre-primary or primary level or non-formally. This reinforces the link between access to safe drinking water and reducing disparities in educational outcomes (Goal 3), and broader inequality under Goal 10.

Sanitation facilities are the focus of Target 6.2. The Declaration of Maubisse includes government gender commitments to the issues of water and sanitation. It tasks the Ministry for Development and Institutional Reform with supporting women’s participation in water management committees, guaranteeing that 85% of rural aldeias have functioning water-supply systems, and toilet facilities in 35% of rural households by 2017. The 2015 Population Census finds 38% of rural households have access to good toilet facilities compared to 25% in 2010, leaving the majority of the population still without adequate sanitation. Community initiatives suggest that providing improved water and sanitation infrastructure should be accompanied with behaviour change programs specifically tailored to the needs of different groups. For example, the Australian Government funded WASH Projects are raising awareness of people in rural communities about hygiene and its link to good health, including education designed specifically for persons with disabilities. In rural and urban areas, water points can be sites of insecurity for women and girls, where location, inadequate lighting and distance are among factors that make water collection and use dangerous.

## Section 5: Conclusions and Practical Recommendations

### 5.1 Conclusions

The National Government has put in place adequate mechanisms for addressing gender equality and social inclusion measures from which sectors including WASH are expected to draw their policies and strategies from including:

The Timor-Leste Constitution (2002) Art. 16 & Art. 17 –enshrines the principle of gender equality in a number of areas for example Section 17 states that women and men will .... “have the same rights and duties in all areas of family, political, economic, social and cultural life”. Strategic Development Plan (SDP) 2011-2030 which contains clear commitments to achieving gender equality and stresses the importance of gender equality for the country’s future and has set a goal that by 2030 Timor-Leste will be “a gender-fair society where human dignity and women’s rights are valued, protected, and promoted by our laws and culture”. The National Government, through the Secretary of State for Equality and Inclusion (SEI) has put in place national policies; strategies and guidelines on how to mainstream gender equality and is now in discussion on how to include “social inclusion” in the national sectoral policies and strategies. Examples include gender responsive budgeting guidelines from which the sectors including WASH are expected to draw upon and have been piloted since 2018, GESI friendly indicators and monitoring frameworks including gender checklists and gender marker tools which sectors should adapt; put in place National and Municipal level Gender Focal points in every Ministry who are supposed to be the link between the national government, sectors and stakeholders, among others. The 2015 Timor-Leste Population and Housing Census provides an overview of the progress made nationally and within the WASH sector and provides current data showing coverage of water and sanitation as well as data on the number of persons living with disabilities broken down in sex disaggregated data, which provides a platform from which the sectors can draw their strategic plans from with respect to GESI and WASH.

However, this notwithstanding, there are still barriers that hinder gender equality and persons who are socially excluded from accessing WASH services. Currently, the WASH policy is still awaiting ratification and is with the Council of Ministers. There is a disconnect between the National WASH sector and the National Policy/Strategic direction with regards to GESI, as the sector is not making maximum use of the platform and material resources already provided for. The WASH sector has a heavy focus on infrastructural development but unfortunately, this is not accompanied by special focus on gender equality and social inclusion agenda, while general community management, including operation and maintenance of the WASH facilities is still under-resourced and under-funded.

There is still a lack of participation of women and other socially excluded groups/individuals including people with disabilities, at all levels of decision-making and management of the technical aspects of RWASH infrastructure development. In terms of equality of and opportunity for women, and other socially excluded persons, this needs to be addressed through the capacity building and institutional development programmes from the Directorate in-charge of WASH at a national level, through to the facilitators and technicians at community level. This requires a shift in traditional gendered roles including changing the mindsets which is a long-term process. It should not be “business as usual” as it will require operating outside the “box”, and putting measures in place to harness the opportunities that are already existing and available in the country, for instance making use of the Women Leaders in Timor-Leste who are already engaged in non-traditional activities that are related to the sector, for example Rede Feto Association of women leaders; or the association of people living with disabilities, Ra’es Hadomi Timor Oan (RHTO) which has representation in almost all the municipalities. At the sector level, there will need to be a *government policy of “affirmative action where necessary”* to be adopted for Human Resource Management of the sector (employment processes and training/capacity building) so as to ensure that suitably qualified and experienced women and other socially excluded persons like the people with disabilities are available or given chances to fill paid employment opportunities at all levels.

While this is occurring, there also needs to be a sensitization of the men and boys in the sector and at community level, on the importance of engaging women in the decision-making and learning some concrete strategies on how to do so and their role in it. While addressing the issue of women’s and other socially excluded groups/individuals’

role in the management of the sector, there is also a strong argument to taking a gendered approach to the development of RWASH including Hygiene Promotion and general community awareness and mobilization measures to create a culture of infrastructural ownership of WASH facilities in the communities including operation and maintenance of the facilities through technical and social capacity building and strengthening. Supportive national GESI policy mandates and linking with institutional structures can improve GESI interventions at the community level. This is because GESI initiatives are more sustainable and effective where there are supportive policies for GESI within the enabling policy environment and where programme interventions link well with institutional structures that operationalise such policy mandates. In addition, Standardising and institutionalising operational guidelines can be an effective way of promoting GESI. The development of tools such as operational guidelines and formulating them as national guidelines can be critical to support more effective implementation.

## 5.2 Practical Recommendations

GESI mainstreaming requires that whatever plans are developed must consciously recognize and address, at each stage, the issues experienced by women, the poor and the excluded, and must build on existing strengths. The aim here is to focus more on the policy and organizational level, and how GESI issues can be better addressed in program/project responses. To do this effectively,

1. **Build on the positive drivers of GESI already existing in the country to design a GESI friendly WASH policy and corresponding strategies** as a lot of materials and resources that can positively drive the GESI agenda for WASH already exist. In addition, define the concept of GESI from a national perspective and ensure a consistent application of the defined targeting approach by the WASH sector stakeholders.
2. Social Inclusion in Timor-Leste is about more than gender mainstreaming and poverty sensitive programming. A “Do-No-Harm” approach where the facilitator consciously tries to understand the connectors and dividers within the community before intervening would be appropriate. In order to “Do-No-Harm” and ensure that all social groupings within a community have access to decision-making and benefits of the RWASH intervention, whether that be infrastructure, community mobilization or hygiene promotion, it is essential that WASH sector at National and Municipal levels embarks on robust community engagement through hiring/recruiting and or strengthening community/social mobilisers and hygiene promoters and put mechanism in place for engaging community volunteers as facilitators drawn from socially excluded groups and individuals
3. **Incorporate a ‘Do-No-Harm’ approach to GESI Policies and strategies in WASH interventions, especially where high rates of socially excluded persons live in the communities.** Additionally, where the concept of WASH and GESI is that women’s and socially excluded persons’ participation will contribute to a more equitable influence between women and men over WASH related decisions at the household level and broadening women’s influence and decision-making power in the community, then these impacts and changes need to be measured more effectively and linked to the SDPs and SDGs visions. A “Do-No-Harm” analytical framework is used for community implementation in order to shift the understanding of leadership and social relationships in communities from implicit to explicit knowledge that brings together RWASH implementers and community users. The Social analysis and action (SAA)<sup>12</sup> approach, which CARE International and Water Aid Timor-Leste are already utilizing, is a useful tool for this venture which can be adopted nationally. To do this effectively, CARE

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<sup>12</sup> Social Analysis and Action (SAA) is one of CARE’s models for gender transformation. It is a community-led social change process through which individuals and communities explore and challenge social norms, beliefs and practices around gender and sexuality that shape their lives. SAA uses participatory tools – some developed by CARE and some borrowed from others – to achieve the long-term goal of empowering vulnerable communities through the advancement of equitable gender, social and power norms. The CARE SAA Manual can be found here: [https://insights.careinternational.org.uk/images/in-practice/Gender-in-the-workplace/SAA.GlobalImplementationManual\\_FINAL.English.rights-reserved\\_2018.pdf](https://insights.careinternational.org.uk/images/in-practice/Gender-in-the-workplace/SAA.GlobalImplementationManual_FINAL.English.rights-reserved_2018.pdf)

and WaterAid will need to develop/adapt context and sector specific learning products and/or training materials so SAA can be scaled-up nationally

4. **Adopt a culture of always disaggregating any form of WASH data through the GESI dimensions lens** that go beyond just women and men, to ensure that no one is left behind and link up with the SDPs and SDGs (5&6) for benchmarking. Results and indicators to assess the increase in influence of women and other socially excluded persons in decision making at various levels of society should be developed and applied and disaggregated by women, men, girls, boys, the elderly and those living with disabilities including other marginalized and socially excluded groups for example non-binary persons i.e. those gender identities that are not exclusively masculine or feminine. For effective social inclusion of PLWD, it is crucial to involve a DPO (like RHTO) or self-help PLWD community group for advice and technical support, and acknowledging that this advice and technical support doesn't come for free, DPO support will need to be budgeted for. In order to make this even more effective, it is recommended that disability friendly disaggregated data is collected using tools like the "Washington Group on Disability Statistics" which contains a set of questions that help to identify persons who are at greater risk than the general population of experiencing restrictions in performing tasks (such as activities of daily living) or participating in roles (such as working).
5. Adopt and strengthen close working coordination and collaboration with SEII and the WASH sector to **support and strengthen "whole-of-government approaches" to the gender equality and social inclusion agenda** and utilising the already existing platforms and measures. While doing this, ensure that:
  - a. **The roles and functions of Gender Focal Points are clearly defined** and ensure that these roles are well supported through adequate resources and are linked effectively within the Ministry and the civil society stakeholders. This will help to bring together cross-sectoral national action plans and cross-cutting issues including gender equality and social inclusion to ensure that all sectors are "reading from the same page".
  - b. **A gender equality and social inclusion approach is adopted as a core mainstreaming strategy in the WASH sector** both to develop understanding of gender roles and relations within the sector, and to educate and build commitment of policy makers and service providers to see it as their role and not a role for the Gender focal points. Ensure that WASH programming commits to fulfilling a combination of both practical gender needs as well as the strategic gender needs that focus on transformative change of socially excluded persons
6. **Adopt a government policy of "affirmative action where necessary" from the Human Resource Management of the sector** (employment processes and training/capacity building) perspective with an **organizational policy that promotes inclusion and diversity in the workforce**. This ensures that suitably qualified and experienced women and other socially excluded groups/individuals including people living with disabilities are proactively available to fill paid employment opportunities at all levels. While doing this, ensure that the WASH programme is also challenging the gender constructs by engaging local leaders, men and boys and ensuring that they are fully engaged on the transformative change agenda within WASH.
7. Identify and **develop a pool of national technical WASH sector specialists** both from the National government and the civil societies to act as mentors, guide and coach upcoming technicians and who could be called upon to fill in any gaps that may be existing or identified during the course of WASH Programming regardless of the agency/employer. In addition, develop a pool of national and municipal level community mobilisers and hygiene promoters and programme a robust community engagement and management campaigns to support a GESI approach that starts from the bottom tier of communities. It is important to have less experienced female WASH specialists mentored/coached by other more experienced female WASH specialists and a commitment made where at least 1/3 of the pool are women, then increasing to 1/2 after about 5years. For the community mobilisers/hygiene promoters, a commitment should be made to ensure 50% of women come from those

socially excluded community groups and that 50% of the mentees are women from socially excluded groups, to ensure that this group of technicians grow.

8. **Align WASH budgets along the gender-responsive budgeting approaches and ensure to allocate adequate “software” funds** to cater for community social mobilisation, operation and maintenance, hygiene promotion and overall management focusing on ownership and sustainability of WASH facilities and services. This calls also for recruitment of social/community mobilisers and hygiene promoters at all levels to beef up and support the work of GMFs and municipal DSAS efforts. Have dedicated budget line for GESI mainstreaming within the Ministry in charge of WASH.

**Table 5.2 Summary of suggested actions that can be taken when planning GESI in the WASH sector**

Activities/process	Tools and Measures	When
Situation analysis from a GESI perspective	<ul style="list-style-type: none"> <li>• Identify the excluded and the vulnerable and the causes using GESI analysis tools</li> <li>• Define the primary target groups</li> <li>• Ensure a consistent application of the defined targeting approach by the project</li> </ul>	Immediate
Include GESI analysis, including capacity and stakeholder analysis in Project Concept notes and Project Design Documents	<ul style="list-style-type: none"> <li>• Develop GESI Analysis guideline and methods</li> <li>• Checklist for stakeholders analysis, capacity analysis checklists and GESI mainstreaming in organization</li> <li>• Ensure that the project design team includes a GESI resource person               <ul style="list-style-type: none"> <li>- Ensure that the project design team engages with a local Disabled Peoples Organization like RHTO/Self-Help Groups for disability-specific analysis support</li> </ul> </li> </ul>	Immediate
Develop Theory of Change & results matrix based on disaggregated data and GESI analysis	<ul style="list-style-type: none"> <li>• Use a methodology that encourages women, the poor, the vulnerable and the excluded, for example Social Analysis and Action (SAA) to contribute to the Theory of Change</li> <li>• A pool of WASH sector technical experts (both technicians and community mobilisers/hygiene promoters and as mentors/coaches)</li> <li>• Whole- of- Government workforce through affirmative action where necessary</li> </ul>	Immediate to medium term
Develop outcome indicators tracking shifts in discriminatory practices and empowerment	<ul style="list-style-type: none"> <li>• Appropriately disaggregated baseline data on the key outcome indicators should be collected during the preparatory stage and used at later stages for comparison.</li> <li>• Outcome indicators need to focus on transformation in socioeconomic and political status of women, the discriminated and excluded groups.</li> </ul>	Immediate
Monitoring & Database	<ul style="list-style-type: none"> <li>• Database: project target groups, project results, outputs and activities (quantitative and qualitative)</li> <li>• Disaggregated data on target groups: sex, age, well-being, location, household ownership, age, disability &amp; migrant status</li> <li>• GESI checklists to include in monitoring visits and adequate training for staff to orientate them on how to fill out checklists</li> <li>• Monitoring report: evidence about changes affecting women, poor, vulnerable and the excluded; changes in their representation, voice and influence, and change in behaviour &amp; capacity of implementing stakeholders and community members</li> </ul>	Cross-cutting
Dedicated budget for GESI activities that are both targeted & mainstreamed	<ul style="list-style-type: none"> <li>• Gender Responsive Budgeting</li> <li>• GESI social audits</li> </ul>	Medium to long term

## Annexes

### Annex 1: Terms of Reference for the Analysis of GESI in WASH national policies and strategies in Timor-Leste

<b>Project Title</b>	: Water for Women
<b>Organization</b>	: Care International in Timor-Leste (CITL)
<b>Duty Station</b>	: Home based and Timor-Leste
<b>Duration</b>	: 20 working days
<b>Language Required</b>	: English

#### 1. Background

CARE is an international development and humanitarian aid organization fighting global poverty, with a special focus on working with women and girls to bring lasting change to their communities. As a non-religious and non-political organization, CARE works with communities to help overcome poverty by supporting development efforts and providing emergency assistance. We believe supporting women and girls is one of the most effective ways to create sustainable outcomes in poor communities.

CARE's long term program in Timor-Leste focuses on women and girls in rural disadvantage areas with four priority areas: SRM Health and Rights, Women's Economic Empowerment, Women's Voice and Education. CITL's current portfolio includes the Water for Women Project, promoting gender equitable WASH in partnership with WaterAid. Through this initiative CITL implements the community score card (CSC) and social analysis and action (SAA) approaches in WASH in Timor-Leste to improve Gender Equality and Social Inclusion (GESI) across the sector.

The Water for Women project aims to improve water, sanitation and hygiene services in Likisá and Manufahi municipalities of Timor-Leste and influence social norms for greater gender equality. The project focuses on (1) driving sector strengthening efforts in partnership with municipal and national government and (2) deepening gender equality outcomes and social inclusion efforts in WASH through partnership with national and municipal rights groups.

The four outcomes of the project include:

- GESI integrated into effective national WASH systems.
- Women and men share roles and responsibilities in decision making in the household and at the community level, with a particular emphasis on WASH.
- Municipalities use gender transformative approaches to deliver nutrition sensitive, inclusive, sustainable WASH services.
- Strengthened National WASH sector knowledge management and learning systems, including effective exchange between relevant sectors.

#### 2. Rationale and purpose

Within the Water for Women project, CARE serves as gender technical lead providing high quality GESI technical support. As part of its mandate CARE will be assessing how policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector. Equity in access to rights and opportunities is both an important consideration in, and a potential outcome from, enhancing access to safe water and improved sanitation and hygiene. CARE will undertake an analysis of current national WASH

policies, guidelines and standards in order to recommend relevant changes and updates that would improve gender and inclusive outcomes and improve alignment with best practice, as well as provide feedback to national government on experience of municipalities implementing those policies, guidelines, and standards.

The GESI Analysis will aim to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other. It is expected that the GESI Analysis will generate practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “do no harm” and non-discrimination principles.

### **3. Assignment objectives**

- Review available data of WASH policies and practice in Timor-Leste through primary and secondary data sources
- Analyse existing coverage of gender and disabled access services and resources addressed in the current Timor-Leste national WASH strategy.
- Collect information on WASH sector stakeholder involvement, capacity and available services related to integration of GESI in WASH policies and guidelines.
- Evaluate municipal level capacity of GESI and inclusive governance to implement WASH policies and guidelines.
- Provide recommendations and strategy for improving integration of GESI into WASH policies and standards

### **4. Scope, Approach and Methods**

The Consultant is expected to assess national policies and guidelines within a GESI framework of the WASH sector, analyzing the different gaps, challenges, and opportunities to improve government policies and strategies. This consultancy will work in close coordination with the Water for Women project team, CITL’s Gender Program Quality Unit, and other relevant WASH sector actors in Timor-Leste.

The consultant will conduct a desk review to collect qualitative and quantitative relevant data in relation to the WASH policies and guidelines to identify need for GESI integration, including identification of strategies for improved inclusive programming. This will include the development of an analytic tool for assessing WASH policies and guidelines specific to GESI integration identifying current status and critical gaps needing to be addressed.

Critical areas for consideration during the analysis include,:

- To what extent GESI considerations are factored into WASH planning, policies and programming
- Is the design and implementation of WASH policies and strategies culturally appropriate and GESI sensitive, and how do they address the needs of women and the excluded, promote dignity, safety requirements and empowerment of women and the most excluded and redress gender and social specific injustices?
- What consideration was given to ensure that women’s, girls’ and excluded groups’ rights are being addressed in the WASH sector and to ensure men’s and boys’ support in the process?
- Are MEAL frameworks developed to incorporate consideration of GESI effectively to capture gender and socially disaggregated data and the different experiences of men and women and the excluded groups?
- What are the barriers to implementing a GESI sensitive approach?

- How do the national policies link with gender related sustainable development objectives?
- What WASH policy and advocacy issues address GESI and how effective are these?
- Have adequate financial and human resources for GESI been allocated in relevant Ministry and sector budgets?
- What attributes do women and men leaders have in the WASH or non-WASH sectors? What are leadership qualities that are valued for women and men?
- What are opportunities and barriers to women's and people with disability's involvement in managing WASH services? What are barriers for women to be leaders? How can we build the confidence and skills of women but also increase the acceptance and encouragement of men towards women and people with disability?
- How can women and people with disability participate meaningfully in decision-making in WASH institutions and WASH governance structures?
- What is needed to increase the representation of women's and people with disability's views in WASH organizations and governance at local, municipal and higher levels?

#### **Expected Deliverables**

- I. A report of key findings (maximum 30 double sided pages) with an Executive Summary and recommendations for Water for Women stakeholders and the WASH sector in Timor-Leste.
- II. Power Point presentation of up to 15 slides and accompanied presentation notes that reflect the final report.
- III. Documented examples of good practices in WASH on GESI to be shared with CARE, Water Aid, and others in the WASH sector in Timor-Leste.
- IV. Communication plan and action plan from the recommendations on embedding a GESI lens in WASH programming.

#### **Methodology:**

The consultant shall develop a detailed proposal for the assignment based on the methodology below. The consultant is encouraged to submit improvements to the steps listed below if necessary.

##### **A. Desk review**

Tailor a GESI checklist and GESI Framework: Analysis of Policy, Institutional, Program, and Monitoring and Evaluation Barriers leading to proposed possible improvements based on available documents. Map the WASH sector stakeholders and conduct a desk review on their strategies, plans and reports with the gender checklist. Budgets Reviewed for GESI Budgeting Covering Programs and Annual Plans of relevant Ministries

##### **B. Interview with sector stakeholders**

In-depth interviews with WASH implementing partners program staff and relevant Ministry authorities on their current practice and policies to further delve into GESI Focus in Relevant Water Supply and Sanitation Policies and Legislation and to further understand their perceptions and attitudes to the involvement of women and people with

disability in decision-making processes. Validate the findings from the desk review and probe for explanations for the results of the diagnosis.

### **C. Report writing**

Based on the desk review and interviews an initial report can be drafted with the sector findings. Analysis to what extend GESI has been incorporated into the WASH programs, strategies and policies should be specifically highlighted.

### **D. Presentation and sharing of findings.**

A presentation should be organized and findings shared receiving feedback from the sector stakeholders, which will feed into the final report. A way forward for the sector should be discussed based on the findings. The finalization of the report including a high level Executive Summary will conclude the assessment.

### **DESIRED QUALIFICATIONS AND KEY COMPETENCIES:**

- Masters degree in a relevant field,
- Extensive experience in participatory qualitative research in GESI, or a related area, experience in Timor-Leste or the region preferred;
- Experience and knowledge in water, sanitation and hygiene (WASH) programming in Timor-Leste or the region
- Excellent written and verbal English language skills and demonstrated ability to represent an international organisation to local and national government level;
- Ability to work independently, and demonstrated skills in leading a similar initiative;
- Demonstrated Capacity to deliver high quality outputs in a timely manner

### **Proposed Timeframe**

<b>Activity</b>	<b>Description</b>	<b>Tentative dates</b>
		<b>In-country/Remotely</b>
Inception activities	Initial meetings with CITL and Water Aid teams, finalize methodology	Remotely/ 28 October
Develop GESI analysis protocol and tools	Develop protocol, GESI checklist and framework and share protocol and tools with CARE and Water Aid for feedback	Remotely/29-30 October
Literature review / secondary data analysis	Secondary data on GESI and WASH (Baseline report, national WASH strategy, WASH working group meeting minutes, Government policies and framework, etc)	Remotely & In-country/31 October – 4 <sup>th</sup> November
Travel to Timor-Leste	Travel from Hanoi, Vietnam	2 <sup>nd</sup> November
Key informant interviews	Interviews for further information with relevant stakeholders in WASH sector including	In-country/5 <sup>th</sup> -8 <sup>th</sup> November

	government authorities, UN agencies, INGOs, municipalities	
Prepare/present preliminary findings	Overview of initial findings to CARE and Water Aid program staff for feedback and discussion	In-country/11 <sup>th</sup> November
Travel back to Vietnam	Travel from Timor-Leste	12/13 <sup>th</sup> November
Draft first report and recommendations	Analysis and draft report with recommendations	Remotely/14-19 November
Feedback from CARE and Water Aid	Review of first draft and feedback from CARE and WA project teams	Remotely/20 – 22 November
Finalize report	Edit based on feedback round and finalise to publication standards and with accompanying presentation	Remotely/25 – 28 <sup>th</sup> November
<b>Total</b>		<b>20 working days</b>

## **Annex 2: List of documents analyzed**

1. 2015 Timor-Leste Population and Housing Census
2. Timor-Leste Demographic and Health Survey - 2016
3. Timor-Leste Rural Water, Sanitation and Hygiene Sector Strategy 2008-2011
4. Ministry of Public Works' Five-Year Water and Sanitation Action Plans (2013-2017)
5. Draft Strategic Sanitation Plan (2020)
6. Water Service Decree (04/2004)
7. Republica Democratica de Timor-Leste (RDTL) Constitution (2002)
8. Timor-Leste National Basic Sanitation Policy Final - 11/1/2012.
9. Timor-Leste Strategic Development Plan (SDP) – 2011 – 2030
10. Timor-Leste Water Sector Assessment and Roadmap – World Bank – 2018
11. Water, Sanitation and Hygiene (WASH) in Schools - Guidelines for Timor-Leste - V1 2016
12. WaterAid Country WASH strategy - 2016 – 2021:
13. Gender-Responsive Budgeting Policy Note: Mainstreaming Gender into the Public Financial Management Reform (2017-2021)
14. 6th Constitutional Government, Decree Law No. 6.2015
15. National Education Strategic Plan 2011–2030
16. Government Resolution No. 27/2011 on Gender Working Groups
17. Timor-Leste WASH Sector Brief - Oct 2011
18. State Budget 2019 – Book 5 – Development Partners
19. State Budget 2020 – Book 1 – Budget Overview
20. State Budget 2020 – Book 5 – Development Partners
21. State Budget 2020 – Book 3A – Infrastructure Fund
22. Government of the Democratic Republic of Timor-Leste – National Action Plan on United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security (2016 – 2020).
23. Demographic and 2016 Health Survey - Key Indicators
24. Deklarasaun Maubisse faze Daruak (2018-2023)
25. Jornal d Republica - PUBLICAÇÃO OFICIAL DA REPÚBLICA DEMOCRÁTICA DE TIMOR – LESTE - Quinta-Feira, 11 de Julho de 2019 Série I, N.º 27 A
26. Beyond Inclusion: Realizing Gender Transformational Change and Sustainable Wash Systems – 2018
27. Gender and Power Analysis Report – Water for Women Project – Timor-Leste – May 2018
28. Water for Women baseline report WaterAid Timor-Leste - June 2018
29. WaterAid Timor-Leste Country Strategy - 2016-2021
30. Mapping of CITL Water for Women Gender activities – 2019
31. Water for Women - Improving the health, equality and wellbeing of communities in Timor-Leste through Beyond Inclusion: realising gender transformational change and sustainable WASH systems
32. National Action Plan for People with Disabilities 2014-2018 (2014)
33. National Action Plan on Gender Based Violence – 2017 – 2021
34. UNDP Sustainable Development Goals – 2030
35. Sanitation and Water for All: Statement of Commitment: Government of the Democratic Republic of Timor-Leste (RDTL) - April 2012

**Annex 3: List of Key Informants/respondents**
**Lista Partisipante / Participant list**

Fatin / Venue	Dili, Manufahi & Likisá Municipalities
Titlu Atividade/Activity Title	Conduct an analysis on how national policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector in Timor-Leste
Deliveres Outcome	National WASH sector systems are strengthened to effectively integrate gender equality and social inclusion
Data/Date	4 <sup>th</sup> to 11 <sup>th</sup> November 2019

No.	Naran / Name	Organizasaun/ Instituisaun Organization/ Institution	Pozisaun / Position	Sex/Sexu (Tick one column only / tau Ö ba koluna ida deit)		Type of Disability/ Tipu Defisiensia (Not a compulsory/Lao s obrigatoriu)	Mobile No./No. Telemovei	Munisípiu	Signature/ Asinatura
				Mane	Feto				
1	Gustavo da Cruz	DGAS	Director Geral	√				Dili	Signed
2	Martinus Nahak	DNSA	Director	√			7732 6866	Dili	Signed
3	Santina Coutinho	Public Works/WASH Ministry	Gender Focal Point		√		7718 2778	Dili	Signed
4	Edmund Weking	WaterAid	Program Director	√				Dili	Signed
5	Livia da Cruz	WaterAid	PEA		√		7711 0032	Dili	Signed
6	Marta da Silva	Lao Hamutuk	Researcher		√			Dili	Signed
7	Joana dos Santos Camões	World Vision	Child Protection and Gender technical Adviser		√		7808 9252	Dili	Signed
8	Marsaulina Pasaribu	ADRA	Program Director		√			Dili	Signed
9	Alvaro Ribeiro	PNDS	WASH Specialist	√			7834 1448	Dili	Signed
10	Satornino Amaral	PNDS	Gender Specialist	√				Dili	Signed
11	Michelle Whalen	PNDS	Gender and Inclusive Specialist		√			Dili	Signed
12	Joao Afonso	AGMF	Coordinator AGMF	√			7718 5706	Liquica	Signed

13	Nelson de Araujo	AGMF	Coordenator AGMF	√			7752 9607		Signed
14	Herminia Sarmento	Women Leader	President of Liquica Women Association		√		7847 4853	Liquica	Signed
15	Maria Dolorosa Boki Fernandes	NGO Leader	Diretor of Luta ba Futuru Base in Manufahi		√		7758 6830	Manufahi	Signed
16	Abilio Ozorio Camoes	RHTO	Staff of RHTO	√		√	7870 8962	Manufahi	Signed
17	Leonardo Correia Soares	RHTO	Staff of RHTO	√		√	7762 2767	Liquica	Signed
18	Joao Zito dos Santos	RHTO	Director of RHTO	√		√	7732 9907	Dili	Signed
19	Berta Antoneta Tilman Pereira	ONG Lao Hamutuk	Researcher		√			Dili	Signed
20	Domingos Soares	SMASA	Director of SMASA Municipal	√			7732 6895	Manufahi	Signed
21	Armando da Costa	SEII	Director General of SEII	√			7795 2725	Dili	Signed
22									
23									
24									
25									

## Annex 4: Key Informant interview tools

### A: KII Guide to Government Ministries and UN Agencies

<b>HOW TO USE THE TOOL?</b>
Follow the steps outlined below and take notes from the discussion in the Recording Format.
<b>MATERIALS REQUIRED</b>
<ul style="list-style-type: none"> <li>Recording notebook</li> </ul>
<b>WHO SHOULD BE INVOLVED?</b>
<p>The KII should involve the representatives of WASH related service providers and networks</p> <p>KII should be held individually to ensure that they feel comfortable to speak freely. It takes around 1hour per individual.</p>
<b>ROLES OF INTERVIEWER</b>
<ul style="list-style-type: none"> <li>The interviewer makes sure interviewee has a chance to speak and that the interview stays focused</li> <li>The note-taker writes notes and takes photographs of the individual (with the individual's permission)</li> <li>If there is a 3rd person, this person observes what is happening and observe the facilities by using observation guide; takes photographs as needed etc.</li> </ul>
<b>STEP 1: INTRODUCTION</b>
<p>Give opportunity to give her/his introduction and <b>clearly explain the purpose of the visit:</b></p> <ul style="list-style-type: none"> <li>We are conducting an assessment on how policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector. The aim will be to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other and then generate practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “do no harm” and non-discrimination principles.</li> <li>We would like to ask you some questions to help us make sure that our project meets your needs. Please don’t hesitate – there are no right or wrong answers and your opinions are very important!</li> <li>This interview will take about 1hour. Is this ok with you?</li> <li>There may be need of some office related documents to review, that will be great help if you provide electronic or hardcopy documents</li> <li><b>Ask the individual if she/he has any questions.</b></li> </ul>
<b>STEP 2: INFORMED CONSENT</b>

Before starting the discussion **explain the following** to participants:

- All of the information that you share will be **confidential**. Our notes will be kept secure and we will not share personal details or personal views with anyone else. Is that okay?
- Because you will be sharing the information based on your knowledge and experiences.
- Some of the information you give me will be included in a **report** that will be used to improve gender equality and social inclusion programming in the WASH sector in Timor-Leste. It will not be possible from this report to identify you as individuals. Is that okay?
- Providing information in the interview is **voluntary**. If you want to pass the question, at any time you can say no. After the discussion, you can tell us if you do not want us to use what you have said. You do not have to give a reason why. If there is anything you tell us that you do not want us to mention in the report, tell us and we will keep this confidential. Do you understand? Is this OK?
- If you have any **complaints** about the discussion you can tell us. If you don't feel comfortable sharing your concerns with us, feel free to say so.
- Do you understand what we have told you? Can we start the interview now?

### STEP 3: CONDUCT KII

1. Is there an agreed definition of “Socially Excluded groups/Individuals” in Timor Leste? What does it say?
2. Who are the excluded groups/persons in the WASH sector in this country? Where are they situated/located?
3. What are the reasons for their exclusion in the WASH sector in terms of their access to services and opportunities in the sector?
4. Who are the key actors in GESI and WASH sector in the country?
5. In order to address this exclusion, what steps has your agency/country taken:
  - Is there a national WASH sector policy? Which is the most current policy? What does it say on GESI and WASH?
  - In your opinion, do these policies/strategies address the social exclusion issues?
  - What are the gaps?
6. What about budgets? In your opinion, are the existing budgets gender-responsive? Is there a national process for addressing gender –responsive budgeting? Do these budgets adequately address and allow for implementation of gender equality and social inclusive planned activities in WASH? What are the gaps?
7. What is the sector capacity in terms of staffing and technical gender-sensitive representation to carry out interventions? (institutional mechanisms that encourage GESI – technical competence; diversity; age, disability and gender representation etc)?
8. How well are women and other vulnerable groups/persons represented in the national/agency institutional structures responsible for WASH? What does the policy say on equal representation?

9. What about the specific needs of women and girls especially those that relate to their menstrual hygiene and management needs? How do you capture and address their specific needs?
10. What changes (in terms of voice and influence) need to happen in the sector (policy as well as moving from policy to implementation) to ensure that access to WASH services is open to excluded groups/persons and that this change can be tracked, is sustainable and moving from policy to implementation?

#### **STEP 4: ENDING THE SESSION**

##### **At the end of the session ...**

- Give a brief summary of what has been said in case the respondent has something to add
- Remind the respondent of the purpose of the KII and explain how we are going to use the information – what the next steps are.
- Check if the respondent has any questions
- Thank the respondent for their time
- Check that the written record has captured the main points and reflected the level of the respondent's response in the interview.
- Collect up materials

**B: KII Guide – NGOs (Local and International) & Municipalities**

<b>HOW TO USE THE TOOL?</b>
Follow the steps outlined below and take notes from the discussion in the Recording Format.
<b>MATERIALS REQUIRED</b>
<ul style="list-style-type: none"> <li>Recording notebook</li> </ul>
<b>WHO SHOULD BE INVOLVED?</b>
The KII should involve the representatives of WASH related service providers and networks
KII should be held individually to ensure that they feel comfortable to speak freely. It takes around 1 hour per individual.
<b>ROLES OF INTERVIEWER</b>
<ul style="list-style-type: none"> <li>The interviewer makes sure interviewee has a chance to speak and that the interview stays focused</li> <li>The note-taker writes notes and takes photographs of the individual (with the individual's permission)</li> <li>If there is a 3rd person, this person observes what is happening and observe the facilities by using observation guide; takes photographs as needed etc.</li> </ul>
<b>STEP 1: INTRODUCTION</b>
Give opportunity to give her/his introduction and <b>clearly explain the purpose of the visit:</b>
<ul style="list-style-type: none"> <li>We are conducting an assessment on how policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector. The aim will be to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other and then generate practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “do no harm” and non-discrimination principles.</li> <li>We would like to ask you some questions to help us make sure that our project meets your needs. Please don’t hesitate – there are no right or wrong answers and your opinions are very important!</li> <li>This interview will take about 1hour. Is this ok with you?</li> <li>There may be need of some office related documents to review, that will be great help if you provide electronic or hardcopy documents</li> <li><b>Ask the individual if she/he has any questions.</b></li> </ul>
<b>STEP 2: INFORMED CONSENT</b>
Before starting the discussion <b>explain the following</b> to participants:
<ul style="list-style-type: none"> <li>All of the information that you share will be <b>confidential</b>. Our notes will be kept secure and we will not share personal details or personal views with anyone else. Is that okay?</li> <li>Because you will be sharing the information based on your knowledge and experiences.</li> <li>Some of the information you give me will be included in a <b>report</b> that will be used to improve gender equality and social inclusion programming in the WASH sector in Timor-Leste. It will not be possible from this report to identify you as individuals. Is that okay?</li> <li>Providing information in the interview is <b>voluntary</b>. If you want to pass the question, at any time you can say no. After</li> </ul>

the discussion, you can tell us if you do not want us to use what you have said. You do not have to give a reason why. If there is anything you tell us that you do not want us to mention in the report, tell us and we will keep this confidential.

Do you understand? Is this OK?

- If you have any **complaints** about the discussion you can tell us. If you don't feel comfortable sharing your concerns with us, feel free to say so.
- Do you understand what we have told you? Can we start the interview now?

### STEP 3: CONDUCT KII

1. Is there an agreed definition of "Exclusion – Economically and socially"? Where is it found?
2. Who are the excluded groups/persons in the WASH sector in this country? Where are they situated/located?
3. What are the reasons for their exclusion in the WASH sector in terms of their access to services and opportunities in the sector?
4. Who are the key actors in GESI and WASH in the country/Municipality/district/community?
5. In order to address this exclusion, what steps has your agency/country taken:
  - Is there a national WASH sector policy? Which is the most current policy? What does it say on GESI?
  - In your opinion, do these policies/strategies address the social exclusion issues?
  - What are the gaps?
  - How do you determine where to base your interventions? (locations/selection criteria)?
6. What about budgets? In your opinion, are the existing budgets gender-responsive? Do they adequately address and allow for implementation of gender equality and social inclusive planned activities? What are the gaps?
7. How do you organize and arrange social mobilization processes and efforts to bring in people from excluded groups to give them genuine voices and thus exercise their agency, and promote accountability (transformative change)?
8. How do you monitor GESI in your implementation plans?
9. How well are women and other vulnerable groups/persons represented in the national/agency institutional structures responsible for WASH? What does the policy say on equal representation?
10. What are the roles of women/men in the Water User Committees? How do their positions as women influence their status as decision-makers at home and in the community perspectives or empower them as individuals or ensure that the interests of women in the community are considered?
11. What is your opinion/thoughts about involvement of women in WASH related technical jobs like repair of water supply systems, designing and construction of facilities, in relation to their empowerment as women? How does this work in your society? Does this transform the status of women or does it increase their exclusion or increase their risks to gender-based violence?
12. What is the role of men and boys engagement towards alleviating the social exclusion of vulnerable persons
13. How does your agency capture and address the specific needs of people living with disabilities in your WASH strategy/action plans?
14. What about the specific needs of women and girls especially those that relate to their menstrual hygiene and management needs? How do you capture and address their specific needs?
15. What changes (in terms of voice and influence) need to happen in the sector (nationally and in your WASH programme) to ensure that access to WASH services is open to excluded groups/persons and that this change can be tracked, is implemented and is transformative?

### STEP 4: ENDING THE SESSION

**At the end of the session ...**

- Give a brief summary of what has been said in case the respondent has something to add
- Remind the respondent of the purpose of the KII and explain how we are going to use the information – what the next steps are.
- Check if the respondent has any questions
- Thank the respondent for their time
- Check that the written record has captured the main points and reflected the level of the respondent’s response in the interview.
- Collect up materials

**C: KII Guide – CBOs and Women Leaders**

<b>HOW TO USE THE TOOL?</b>
Follow the steps outlined below and take notes from the discussion in the Recording Format.
<b>MATERIALS REQUIRED</b>
<ul style="list-style-type: none"> <li>Recording notebook</li> </ul>
<b>WHO SHOULD BE INVOLVED?</b>
The KII should involve the representatives of WASH related service providers and networks
KII should be held individually to ensure that they feel comfortable to speak freely. It takes around 1hour per individual.
<b>ROLES OF INTERVIEWER</b>
<ul style="list-style-type: none"> <li>The interviewer makes sure interviewee has a chance to speak and that the interview stays focused</li> <li>The note-taker writes notes and takes photographs of the individual (with the individual's permission)</li> <li>If there is a 3rd person, this person observes what is happening and observe the facilities by using observation guide; takes photographs as needed etc.</li> </ul>
<b>STEP 1: INTRODUCTION</b>
<p>Give opportunity to give her/his introduction and <b>clearly explain the purpose of the visit:</b></p> <ul style="list-style-type: none"> <li>We are conducting an assessment on how policies, strategies and programs are contributing to reproducing or even reinforcing inequalities in terms of gender and social exclusion in the WASH sector. The aim will be to improve understanding of marginalization in the WASH sector, be it on the basis of gender, age, disability, ethnicity, religion, poverty or other and then generate practical inputs to improve national policies and strategies and thereby ensure that the project improves conditions for equality in terms of access to and use of WASH services while striving to apply “do no harm” and non-discrimination principles.</li> <li>We would like to ask you some questions to help us make sure that our project meets your needs. Please don’t hesitate – there are no right or wrong answers and your opinions are very important!</li> <li>This interview will take about 1hour. Is this ok with you?</li> <li>There may be need of some office related documents to review, that will be great help if you provide electronic or hardcopy documents</li> <li><b>Ask the individual if she/he has any questions.</b></li> </ul>
<b>STEP 2: INFORMED CONSENT</b>
<p>Before starting the discussion <b>explain the following</b> to participants:</p> <ul style="list-style-type: none"> <li>All of the information that you share will be <b>confidential</b>. Our notes will be kept secure and we will not share personal details or personal views with anyone else. Is that okay?</li> <li>Because you will be sharing the information based on your knowledge and experiences.</li> <li>Some of the information you give me will be included in a <b>report</b> that will be used to improve gender equality and social inclusion programming in the WASH sector in Timor-Leste. It will not be possible from this report to identify you as individuals. Is that okay?</li> <li>Providing information in the interview is <b>voluntary</b>. If you want to pass the question, at any time you can say no. After</li> </ul>

the discussion, you can tell us if you do not want us to use what you have said. You do not have to give a reason why. If there is anything you tell us that you do not want us to mention in the report, tell us and we will keep this confidential. Do you understand? Is this OK?

- If you have any **complaints** about the discussion you can tell us. If you don't feel comfortable sharing your concerns with us, feel free to say so.
- Do you understand what we have told you? Can we start the interview now?

### STEP 3: CONDUCT KII

1. Is there an agreed definition of "Socially Excluded groups/Individuals" in Timor-Leste? What does it say?
2. Who are the excluded groups/persons in the WASH sector in this country? Where are they situated/located?
3. What are the reasons for their exclusion in the WASH sector in terms of their access to services and opportunities in the sector?
4. What are the key attributes and qualities do women and men leaders need to have in the WASH sector to be appointed in various leadership positions?
5. What is your opinion about gender composition/representation between women and men leaders in key positions in the current WASH sector structures? What are the gaps? What measures can be taken to address these?
6. What do you think would be the role of men and boys engagement towards alleviating the social exclusion of vulnerable persons/groups and challenge existing social norms?
7. How do you organize and arrange social mobilization processes and efforts to bring in people from excluded groups and persons to give them genuine voices and thus exercise their agency, and promote accountability (transformative change)? What are the gaps?
8. What are the roles of women/men in the Water User Committees? How do their positions as women influence their status as decision-makers at home and in the community perspectives or empower them as individuals or ensure that the interests of women in the community are considered?
9. What is your opinion/thoughts about involvement of women in WASH related technical jobs like repair of water supply systems, designing and construction of facilities, in relation to their empowerment as women? How does this work in your society? Does this transform the status of women or does it increase their exclusion or increase their risks to gender-based violence?
10. How do WASH agencies/actors reach out to the poorest households/vulnerable groups or individuals including people living with disabilities, as these may have limited project information and resources?
11. What changes (in terms of voice and influence) need to happen in the sector (nationally and in your WASH programme) to ensure that access to WASH services is open to excluded groups/persons and that this change can be tracked, is implemented and is transformative?

#### STEP 4: ENDING THE SESSION

##### **At the end of the session ...**

- Give a brief summary of what has been said in case the respondent has something to add
- Remind the respondent of the purpose of the KII and explain how we are going to use the information – what the next steps are.
- Check if the respondent has any questions
- Thank the respondent for their time
- Check that the written record has captured the main points and reflected the level of the respondent’s response in the interview.
- Collect up materials