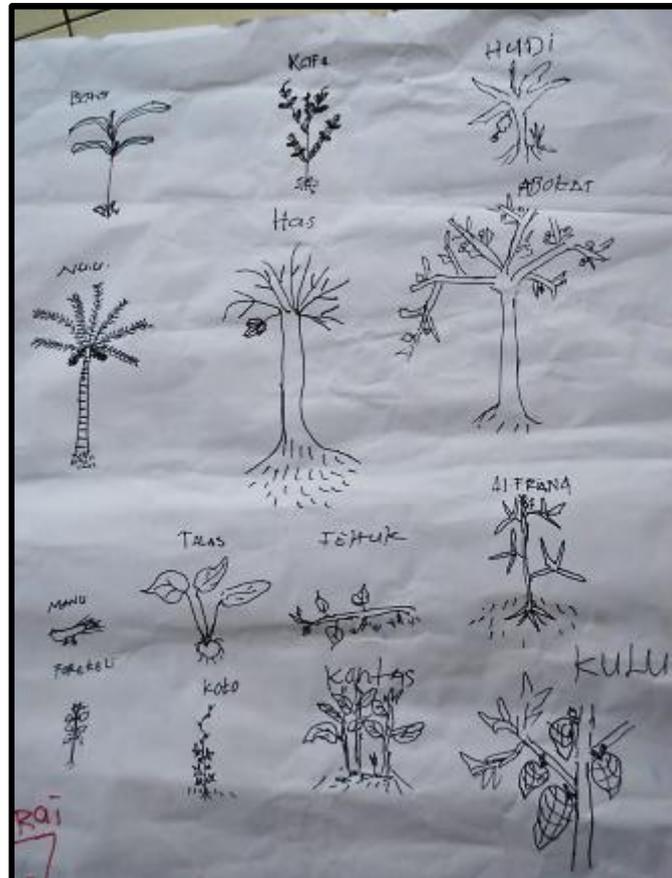


Gender and Power Analysis for the Mudansa Klimatika iha Ambiente Seguru (MAKA'AS) Project



Homegarden crops for the market, drawn by Focus Group participant Kailulema

Danny Harvey

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1. LIST OF ACRONYMS AND LOCAL TERMS

<i>Adat</i>	Indonesian term. The local justice systems. The laws or rules created by the ancestors. Traditional or cultural ceremony.
<i>Aldeia</i>	Hamlet
<i>Barlake</i>	Bride price/dowry, given by groom and his family to the bride
BESIK	Be'e Saneamentu no Ijiene iha Komunidade
CDEP	Centro do Desenvolvimento da Economia Popular
CEDAW	Convention on the Elimination of Discrimination Against Women
<i>Chefe de aldeia</i>	Head of hamlet; an elected position
<i>Chefe de Suko</i>	Head of village; an elected position
<i>Conselho de Suko</i>	Village council members; elected representatives
CVCA	Community Vulnerability and Capacity Assessment
DNSAS	Direccao Nacional doe Servicos de Agua e Saneamento under the Ministry of Public Works
FGD	Focus Group Discussion
FHH	Female Headed Household
FOKUPERS	Forum Komunikasi untuk Perempuan Timor-Leste Lorosa'e – Women's Rights NGO
GMF	Water Management Committee
HAN	Hadia Agrikultura no Nutrisaun
HH	Household
HTL	Hafoun Timor Lorosae
KII	Key Informant Interview
<i>Lia Nain</i>	Literally: owner of the words. The traditional leader: a keeper of events and owner of the words and solver of problems; also refers to the senior member of a clan and a member of the <i>conselho suko</i> .
LIFT	Local Initiatives for Food Security Transformation
MAF	Ministry of Agriculture and Fisheries
MAKA'AS	Mudansa Kilimatica iha Ambiente Seguru
NAPA	National Adaptation Plan of Action
NTF	Naroman Timor Foun
OMPT	Organizacao Popular da Mulher Timor – FRETILIN women's movement
<i>Piku</i>	Board produced from palmyra palm for house construction
Rede Feto	Network of women's organizations
RDPL 2	Rural Development Project in Liquica 2 supported by Spanish Cooperation
SALT	Sloping Agricultural Land Technology
SDF	Sub-District Facilitators – DNSAS extension staff
SEPI	Secretary of State for the Promotion of Equality
<i>Suko</i>	Village – smallest administrative; composed of a number of Aldeias
<i>Tais</i>	traditional hand woven cloth;
<i>Tua</i>	palm wine
WASH	Water, Sanitation and Hygiene

2. EXECUTIVE SUMMARY

CARE's Mudansa Kilimatica iha Ambiente Seguru (MAKA'AS) project aims to build the adaptive capacity of women and men in vulnerable households living in seven *sukos* in Liquiça District on two highly degraded watersheds. The project goal is to increasing resilience to the impacts of climate change through improved water management and water resource protection, improved land management and agricultural practices and micro-to-meso level processes that support natural resource management at the watershed level. The project will be implemented by a consortium led by CARE with WaterAid and four local partners; Centro do Desenvolvimento da Economia Popular (CDEP), Naroman Timor Foun (NTF), Malaidoi, and Hafoun Timor Lorosae (HTL).

In the early stages of the project, CARE wished to conduct a Gender and Power Analysis and produce a gender mainstreaming strategy that would address practical gender rights and strategic gender issues. Ensuring participation of women and groups with particularly vulnerabilities to the impacts of climate change while building on the capacities of different groups within the community. The gender and power analysis built on the quantitative data that came from the baseline survey for the project, using qualitative Focus Group Discussions (FGD) and Key Informant Interviews (KII) as well as pulling in findings from other gender analyses that have been conducted in the District in recent years.

The Gender Analysis found that men and women often shared productive workload, although there were some gender specific activities such as fishing for men and seed storage for women. Men and women share the burden of agricultural work, coffee harvesting and caring for home gardens. However, in terms of the domestic or reproductive sphere there is generally little change from traditional gender roles where women care for children, cook and clean and pay attention to household food security. Men are starting to undertake some household tasks such minding children and collecting water but addressing the burden of work shouldered by women within the household is essential in order to enable them to participate in other community activities. Women's and men's roles mean they will be affected differently by climate change with women likely to be more concerned with the health and household food security impacts.

There is a considerable degree of joint decision making over resources within a household but there are indications that men retain control over the most valuable resources including land as well as decisions related to larger investments and productive activities. Assets and investments have been identified by MAKA'AS as critical to building resilience to climate change and it is possible to identify certain households, including Female Headed Households (FHH) who lack assets and labour and may have a high care burden and therefore could be particularly vulnerable to the impacts of climate change. Participation in any community activity has a high opportunity cost for these households and the project will need to adapt to their specific needs.

At a community level the participation of women is limited by social norms, their own expectations and tradition. Women hold very few leadership positions within the District and certainly no *chefe suko* and *chefe aldeia* positions and hence are unlikely to have much voice or influence within local level planning. Where women do participate in local level planning (and the numbers are very low compared to men) most do not feel confident to put forward an opinion and less feel that they are really listened to. Where women do participate in community level activities, for the most part, they

either need to complete domestic tasks beforehand or a daughter in the household must take on their tasks. Men have considerably more contact with extension services and this is also related to the delivery of the service and the government institutions themselves. The Water Management Committees (GMF) that will be established by the project and the planning processes at *aldeia* and watershed level represent important opportunities to involve women and promote their leadership.

WaterAid has a good framework for addressing gender issues within Water, Sanitation and Hygiene (WASH) activities. They have invested in developing tools, capacity and understanding within their team and their partners to better promote gender equality through their work. This is an approach that CARE might like to learn from and adapt for the livelihoods and watershed management component of the project. The local partners and CARE will need to internalise a clearer understanding of gender equality and women's empowerment in order to have a common understanding of the changes they are working towards. This, and a better gender balance within the staff teams will support the implementation of MAKAS in a way that ensures women not only participate but benefit from the project in terms of having greater influence and control over the climate change adaptation process.

The gender mainstreaming strategy for MAKAS recommends the inclusion of specific gender awareness sessions with project participants, local leaders and government staff. While coordination with other actors will ensure some training needs are met, Consortium staff themselves will need to be trained and capable of delivering gender equality messages and facilitating sessions. While the project will need to motivate men to take on some domestic responsibilities, men will also need to encourage women put their opinions forward in community discussions. At the same time, women need to be given a space and opportunity to build the voice, confidence and the capacities of their representatives to meaningfully participate in the planning and management processes envisaged as part of climate change adaptation. The mainstreaming strategy therefore includes the formation of women's groups around project activities and urges the Consortium to consider a fifth local partner to focus primarily on gender issues and women's empowerment.

Effective gender mainstreaming requires that actual strategies are put in place to transform gender relations, address inequalities and empower women. The first important step for MAKAS has been taken in commissioning this analysis and the next step is to consider some of the options and integrate them into the programme.

3. BACKGROUND AND TERMS OF REFERENCE

Liquica District is located to the West of Dili and is bordered to the South by Bobonaro, Emera and Alieu Districts. It covers 549 km² and has a population of approximately 63,000 people living in three Sub-Districts; Bazartete, Liquica and Maubara. The District ranges in elevation from sea-level to 1,400m and is predominately rural with Dato classified as the only urban *suko* and Liquica town is less than an hours drive from Dili on a reasonable road. Livelihoods range from fishing in the coastal areas with agricultural activities from the coast to the highlands centred on the production of maize, cassava, vegetables and fruits with the addition of coffee in the highlands. Livestock tends to be limited to goats, cows, chickens and pigs. People also collect and sell firewood and *piku* board (Myrntinen, 2010)

CARE has been working in Liquica District for some time and is currently implementing health, education and food security projects (Hadia Agrikultura no Nutrisaun/HAN). The planned Mudansa Kilimatica iha Ambiente Seguru (MAKA'AS) project aims to build the adaptive capacity of women and men in vulnerable households living in seven *sukos* in Liquica District on two highly degraded watersheds, with the goal of increasing their resilience to the unavoidable impacts of climate change. The project plans to effect change in three dimensions; are improved water management and water resource protection, improved land and agricultural practices management and micro-to-meso level processes that support natural resource management at the watershed level. The project includes support for the development of *aldeia* level Resilience Action Plans and Watershed Management Governance Plans. The project will be implemented by a consortium led by CARE with WaterAid taking responsibility for all Water, Sanitation and Hygiene (WASH) activities and implementation largely through four local partners; Centro do Desenvolvimento da Economia Popular (CDEP), Naroman Timor Foun (NTF), Malaidoi, and Hafoun Timor Lorosae (HTL). The project also seeks to build capacity in the local government departments responsible for provision of water (DNSAS) and agricultural extension support (MAF) and coordinate with a range of stakeholders at the District and National level.

CARE wished to conduct a Gender and Power Analysis in the early stages of the project with the following specific outputs (TOR attached as Annex 1):

1. A description of the capacities and constraints to women's, girl's, boy's and men's participation in the project
2. A gender mainstreaming strategy for the project looking at both practical gender rights and strategic gender issues, addressing constraints to participation while building on the capacities of different groups within the community.
3. Provide recommendations to ensure that women and girls benefit from the project
4. Increased capacity of CARE Timor Leste staff, in particular MAKA'AS field staff, on gender analysis methodologies and tools.

This report addresses the first three points only. As CARE and MAKA'AS partner staff were not part of the gender and power analysis process it was not possible to increase their capacity on gender analysis methodologies and tools.

At different points in the MAKA'AS proposal CARE identifies the following groups of people as having more acute vulnerability;

- Unmarried mothers
- Female Headed Households
- Youth
- Elderly people
- People with disabilities

As part of the power analysis an effort was made to develop an understanding of the nature of the vulnerable groups that CARE identifies to ascertain how they might be specifically vulnerable to climate change and how to ensure they can participate in and benefit from climate change adaptation processes.

There is a lot of high quality guidance on gender and women’s empowerment within CARE including the availability of technical inputs into the project¹. The messaging is consistent; while gender equity in participation is a minimum for CARE projects:

“there must be an explicit focus on empowerment of women and girls throughout if project initiatives are to be successful”².

CARE Australia takes this further in their overall strategy document³

“CARE Australia will be the recognised leader in achieving significant, positive and sustainable impact on poverty and social injustice through the empowerment of women and their communities”

4. METHODOLOGY

The gender analysis was based on primary data from a sample of the *aldeias* where CARE plans to work, validated and enriched by secondary data from CARE’s own work and from Timor Leste more generally. Key questions were developed at the start based on a review of the MAKAS proposal log-frame and expected outcomes, the areas outlined in the terms of reference, CAREs own frameworks on gender analysis and women’s empowerment as well as background information on Timor Leste. The full outline of key questions with the methodology proposed to answer them is attached as Annex 2 and the following list provides an overview of the main themes:

- The productive, reproductive and community organising roles of men and women in the project areas in particular as they relate to the management of natural resources and watershed management, management and use of water, land management and agricultural activities.
- Analysis of the gender division of labour and reflection on workload and time available for participation in project activities.
- The role and influence of men and women in local decision making structures, in particular those related to water management, water resource protection, land management and Natural Resource Management. What institutions do women have access to in particular in terms of influence of local planning processes?
- Access to and control over productive resources at a household level.

¹ see feedback on the proposal by Agnes O.

² From Strong Women: Strong Communities. CARE (pv)

³ Quoted in the CARE Australia Gender and Diversity Strategy 2011-2015

- Understanding informal institutions and social norms related to women’s status, mobility, participation, voice, role and influence.
- The understanding of partner institutions related to gender issues and their attitude and capacity to mainstream gender and take a gender sensitive approach to their work.
- The livelihood outcomes that men and women value and their likely interest and involvement in the project.
- Who are the most vulnerable in the community to climate change effects and how?

The primary data was collected from six *aldeias* where the MAKAS project will be implemented. These *aldeias* were selected for the baseline survey through a combination of random and purposive sampling to cover the agro-ecological zones (highland, midland and lowland) and six of the seven *sukos* where the project will work. Details are summarised in Table 1.

Watershed	Agro-eco Zone	Aldeia	Suko	Number Households in Suko
Gularkoo	Midland	Maumeta Lao	Maumeta	494
Gularkoo	Highland	Lebuana	Lukali	106
Laklo	Highland	Hatululi	Lodiahar	500
Gularkoo	Highland	Kailulema	Matagou	281
Laklo	Lowland	Leopa	Dato	1221
Laklo	Highland	Tautalo	Hatuquese	532

Table 1 – Description of the six *aldeia* covered by the baseline survey

Quantitative data was extracted from the household survey which was used to collect baseline data. The household survey was administered to 20 randomly selected households in each *aldeia*. The survey included questions on:

- Occupation and livelihood strategies by sex and gender role
- Access to extension services by gender role
- Local planning by gender role
- Decision making by gender role
- Asset ownership by gender role

The full survey findings are detailed in the baseline survey report.

Qualitative methods were then used to add depth to the survey findings and explore the issues more detail. These comprised a series of participatory gender analysis tools used with community members and a series of Key Informant interviews. Gender analysis was undertaken in six out of the *aldeias* where the baseline quantitative survey was administered. In Maumeta Lao and Lebuana the community had not been alerted to the exercise in time and/or were not willing to participate and so only partial data collection at household level was possible in Lebuana and none at all in Maumeta Lao. Gender analysis was conducted along a number of themes and all the FGD Guides are attached in Annex 5:

- Gender Roles (Focus Group Discussion (FGD) around Harvard Task Analysis)
- Influence and Participation (FGD around a Venn Diagram)
- Livelihood Outcomes (FGD around a ranking exercise)

- Access and Control over Productive Resources (FGD around Income and Expenditure Tree)
- Mobility and Livelihoods (FGD around a Mobility Map)
- Vulnerability to hazards (household interviews around a Vulnerability Matrix with those considered to be most vulnerable in the community; female headed households, households with limited labour and poor households)

A field team comprising four local facilitators, the consultant and a translator conducted different FGD in each aldeia, however, the acute problems with community mobilisation meant that at best only two FGD (with men and women separately) could be conducted each day and small group or household interviews comprised the remainder of the data collection process. In total only 8 FGD, 6 small group interviews and 7 household interviews were conducted in 5 aldeias. The data collection team had a one day training that covered concepts of gender equality and power as well as the key questions and the tools. The debriefing sessions held each day were the main way that the team were asked to contribute to analysis. These sessions were also critical to incrementally improve facilitation and data quality.

Key informant interviews were conducted with a number of key actors and stakeholders in the process and a full list of meetings conducted is attached as Annex 4;

- Local partners; CDEP, NTF and Maladoi
- MAF and DNSAS at District level
- Members of a Water Management Group (GMF), a *suko* council, a *chefe suko* and a *chefe aldeia*
- The Coordinator of the Oxfam led Consortium; Community-based Climate Action Grants Program
- Advisors and staff from the office of SEPI.
- Gender focal point and staff of WaterAid
- Gender focal points in CARE

The analysis was structured by the key questions and informed by; secondary data, the quantitative data from the baseline survey and the findings from the participatory exercises; using the different data sources to triangulate and validate data. Due to the limitations of the field work outlined below, the contribution of secondary data was more significant than had been anticipated, using the qualitative data from the CVCA Process, the findings of the Gender Analysis for the Mid-Term Review of the HAN project and the Gender Baseline Survey in Liquica conducted under the Rural Development Project Liquica (RDPL) with support from SEPI. A full list of documents consulted is attached as Annex 3.

An overview of the analysis and initial recommendations were presented to CARE MAKAS staff and others prior to the consultant leaving Timor Leste.

4.1 LIMITATIONS OF THE ANALYSIS

There was insufficient primary data to conduct the gender and power analysis due to low levels of participation in the field work. The initial plan had been to conduct 36 FGD and 18 household interviews in 6 *aldeias*. While recognising that this was overly ambitious given the context, in the end only 8 FGD, 6 small group interviews and 7 household interviews were conducted in 5 *aldeias*. The low levels of participation were because communities had either not been informed and were busy with other tasks, had been informed that women only were required or felt overwhelmed by the demands of multiple meetings or interactions with CARE taking place in only a short period of time and declined to participate.

The low numbers of participants meant that it was not possible to disaggregate groups according to age, marital status, agro-ecological zones (there were no participants for the planned work in the mid-land *suku* of Maumeta Lao) or *suko*. In fact, it was observed that socio-culturally the communities were relatively homogenous and so findings have been drawn from across the *sukos* while drawing out differences between the lowland/urban *suko* of Dato and the other *sukos* where possible. However, it is felt that age represents a significant difference in terms of livelihoods, influence and participation in the community and greater analysis on the power dynamics of the youth would have been useful.

The methodology proposed had been based on the premise that CARE staff would be members of the data collection team. In the end, three of the four facilitators on the team were brought in from outside and were very inexperienced, hence their ability to undertake analysis during the FGD was limited. Only one of the four could speak the local language *Toko Dede*. The team gradually improved over the five days of field work but were still struggling with the task in hand by the end of the work and this has had some impact on the depth of data that was collected. However, as much as possible the consultant ran parallel FGD.

5. OVERVIEW OF GENDER ISSUES IN TIMOR LESTE

The Demographic Health Survey (2010) provides a succinct summary of gender issues “Timorese society assigns strict gender roles for men and women that lead to discriminatory practices against women. In daily life, cultural norms in Timor Leste assign the dominant role to men (patriarchal system) in planning or making decisions where tradition and customary law favours men over women.”

The issue of bride price is discussed in the literature as reinforcing gender inequality as wives are seen as having been bought by the husband and/or his family and hence treated as property and girls being seen as an asset for sale by families with female children (Khan and Hyati, 2012). The Timorese group working on the alternative report on the Convention on the Elimination of all Forms of Discrimination Against Women, described the practice of *barlake* or bride price to be the root cause of discrimination that women experience in Timorese society (NGOs working group on CEDAW Alternative Report, 2009). However, perhaps the reality is more that it is one of many discriminatory practices that women face. Bride price is not illegal in Timor Leste and it is deeply embedded in culture, representing not only the relationship between a husband and wife but between the two respective families into the future⁴ and payment or non-payment on *barlake* within a marriage has a huge range of implications for both the husband and wife. The perception is that bride price is actually increasing in value but it is not clear if it is leading to impoverishment of those families who have a large proportion of male children.

Early marriage is cited as a problem with girls legally able to marry at 15 and men at 18. However the 2010 DHS found that the median age at first marriage for women aged 25-49 is 20.9 years, suggesting they are delaying marriage to some extent. Incidentally, the median age at first sexual intercourse among women is identical to the median age of marriage suggesting that in general women only begin sexual intercourse at the time of their first marriage (DHS, 2010).

Maternal mortality is high estimated as between 408 and 706 per 100,000 live births for 2009-2010 (DHS, 2010). The fertility rate in Timor Leste for 2007-2009 is the highest in South East Asia and Asia (together with Afghanistan) at 5.7 children per women (5.5 in Liquica District) although it is declining relative to the period 2001-2003 when it reached 7.8 (DHS 2010). High maternal mortality is a combination of the high fertility, poor access to health services and other health issues faced by women and pregnancy or pregnancy related problems account for 42% of all deaths of women aged between 15-49 (DHS 2010). The 2010 DHS found that although women’s nutritional status is improving, 27% of women in Timor Leste are malnourished which contributes not only to maternal mortality but poor child nutrition and development and reduced productivity and energy levels amongst women. Although only 21% of women in Timor use a modern method of contraception, use is increasing since hitting a low of only 7% in the years following the restoration of independence, reflecting the recent improvements in access and service provision.

Interestingly the 2010 DHS finds that in 58.2% of households husband and wife make joint decisions over the earnings of the wife and this figure rises to over 68.1% of households when it comes to the husbands earnings. Women report that in only 5.7% of households do men make sole decisions

⁴ Cited in Myrntinen (2010). Gender Baseline Study in Liquica.

about their earnings while in 36.4% of households women make the sole decisions about their earnings.

Attitudes towards wife beating are a reflection not only of current practices but also of a women's perceived status relative to a man. So if a wife believes there is some justification for her husband to beat her then it is reasonable to assume that she considers her status lower than his. In Timor Leste 86% of women believe that a husband is justified in hitting his wife for a specific reason; neglect of children (76%), if she argues with him (64%), if she burns food (43%) and if she denies him sexual intercourse (30%) (DHS 2010). The DHS found that nationally as many as 36% of women over 15 years old had been subjected to violence by an intimate partner in the 12 months preceding the survey. A law on Domestic Violence was passed in 2010 and implementation is in its early stages.

Since the 2012 election, Timor has moved to rank 16th in the world in terms of the percentage of women in parliament. The lower house now comprises 38.5% of women and the upper house 30%⁵ and reflects in part a pre-election improvement to the quota system. Having stronger representation of women in parliament not only ensures their voice and influence on matters of government but demonstrates leadership and commitment in terms of greater equity in decision making at all levels. However, women's representation in local leadership positions is very different with Liquica for example having no female *chefe suko* or *chefe aldeia* or women in the District or Sub-District Administration.

Access to education for boys and girls is roughly equal at primary level though by no means universal and not all children access primary education, let alone progress to secondary. At primary level, the Net Enrolment Ratio (NER) is 69.9% for boys and 71.3% for girls and this balance continues to secondary where the NER is 14% for boys and 17% for girls (Population and Housing Census, 2010). Economic necessity within the household seems to be more important than sex in terms of children's attendance at school with boys and girls both having to drop out of school to assist in the household economy. Historical inequalities in access to education can be seen in the adult literacy rate with only 50% of women literate in Tetun (the language with the highest levels of literacy) compared to 61% of men (Population and Housing Census, 2010).

5.1 POLICY RELATED TO CLIMATE CHANGE

Timor Leste produced a National Adaptation Project of Action (NAPA) in 2010. These plans are strategic frameworks for government, civil society and donors to work together on adaptation initiatives. The NAPA process aimed to encourage women's participation and included consultation of women's organisations but in the National level consultations, participants were primarily male. The NAPA in Timor Leste identifies that impacts will be felt in a number of key areas of importance to women; agriculture, access to and quality of water, disease and disaster including displacement and the potential of interventions to make a contribution to gender equality was one of 7 criteria to select priority areas of intervention for adaptation including agriculture, water and health. The NAPA describes vulnerability to climate change as an inability to recover from events and identifies a number of groups; isolated communities, people with small land parcels, elderly, female headed households, children and those without economic activities. However, the NAPA does not describe women's unique role in adaptation activities nor how their involvement or the involvement of the

⁵ Source is the International Parliamentary Union website

vulnerable groups described above will be promoted in the proposed adaptation activities. It is currently unclear what formal mechanisms exist to follow up on the NAPA commitments.

5.2 INSTITUTIONS ARRANGEMENTS FOR GENDER IN TIMOR LESTE

The Constitution of the Democratic Republic of Timor Leste provides that women and men shall have the same rights and duties in all areas of family, political, economic, social and cultural life. The government of Timor Leste ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 2003 and submitted its first report in 2009. However, the Alternative report on CEDAW (2009) found a large number of laws and policies that still needed to be revised in order to eliminate discrimination against women.

At the National level there is a Secretary of State for the Promotion of Equality (SEPI) underneath the Deputy Prime Minister. SEPI has a very strategic mandate, supporting gender mainstreaming activities throughout the other government Ministries and Departments and where possible within civil society. A recent resolution replaced a gender focal point system with Gender Working Groups at the National and District levels in an effort to get greater buy-in at senior levels to activities promoting gender equality. Civil society is not represented on the Working Groups. It is planned that each District will have support from a SEPI staff member although recruitment for those positions is still on-going. In Liquica this position will be supported by an Australian volunteer who is already in place. The Gender Working Group at the District level comprises representation of government departments such as Education, Rural Development and Health in addition to the police and SEPI plans to support the working groups through training. SEPI also plan to train *chefe suko*. All government departments should have a gender action plan and budget money for gender mainstreaming activities and a gender action plan has also been drafted for Liquica District aligned with the budget of the various line ministries.

Within Liquica it was not possible to identify any grass roots or local women's organisations that are active. Rede Feto has an active referral network in the District for survivors of GBV and FOKUPERS have a representative but no active projects at the present time. A number of NGOs are working with women to strengthen their capacity and confidence to take on leadership roles; those mentioned included Caucas, FOKUPERS and Alola Foundation who have a transformative leadership project for women.

6. FINDINGS FROM THE GENDER AND POWER ANALYSIS

6.1 WHAT ARE THE PRODUCTIVE, REPRODUCTIVE AND COMMUNITY ORGANISING ROLES OF MEN, WOMEN, BOYS AND GIRLS IN THE PROJECT AREA?

The emphasis within communities and CARE's partners when they talk about gender equality is an **equal sharing of workload** related to project activities between men and women. However, sharing of productive workload is not a new thing, it is traditional and happens without project intervention and is something that has been identified by a number of studies. It is interesting to note that the seasonal calendars developed by men and women for the CARE CVCA are identical, underlining that they are familiar with and likely to be involved with the same tasks and events.

The baseline survey found that women and men work together on wood sales (approximately 60% respondents), collection and sale of non-timber forest products (approximately 50% respondents), small business activities (approximately 57% respondents) and for agricultural labour (almost 50% respondents). Men and women are involved in all the other identified **livelihood activities** (crop sales, skilled labour, formal employment and handicrafts) but with each sex valuing their contribution more highly than the other. For example women say they are solely responsible for livestock production (45% of female respondents) and men believe that women take a smaller role (16% of male respondents). Some activities are seen as the preserve of men and women; for example women are responsible for seed selection and storage and men for fishing in the coastal areas. Interestingly, in coastal areas while men fish and women dry fish for selling it is other men (*vendadors*) who act as middle-men in the sale of fresh fish, buying from the boats and then taking the fish further afield to sell. The drawing on the left illustrates all the productive activities that women in Hatululi *aldeia* engage in and is fairly typical of most of the communities. Only in *suko* Dato which is classified as urban did women talk about small business activities; cooking and selling cakes and running small shops and it is likely that these are linked to the microfinance activities of Moris Rasik. It was found that both men and women participate in the \$3/day local infrastructure projects organised through the Ministry of Labour and Solidarity.

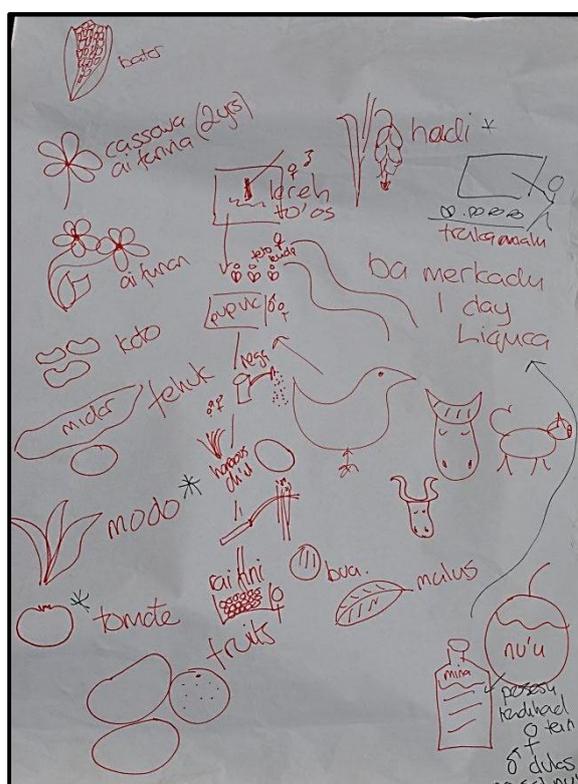


Figure 1- Women's productive activities Hatululi

The drawing on the left illustrates all the productive activities that women in Hatululi *aldeia* engage in and is fairly typical of most of the communities. Only in *suko* Dato which is classified as urban did women talk about small business activities; cooking and selling cakes and running small shops and it is likely that these are linked to the microfinance activities of Moris Rasik. It was found that both men and women participate in the \$3/day local infrastructure projects organised through the Ministry of Labour and Solidarity.

The Gender Baseline Analysis for Liquica District contains considerable detail on the productive roles of men and women related to agriculture and would be a useful reference during project implementation (Myrntinen, 2010).

The mobility maps undertaken in Kailulema show the clear differences in the roles of men and women (Annex 6). The women identify the Health Centre in Bazartete as the place where children go for treatment whereas the men identify the referral hospital in Liquica, possibly because the men become involved when children are more seriously ill. The women also identified more markets than the men, including travelling to Dili to buy provisions more cheaply when there is a big ceremony like a wedding in the community. The women also identified Darulete market as one where the men like to go because there is cockfighting there. The men identified a number of different places where they go for traditional ceremonies including sometimes visiting Ermera which is a days travel away. The women were much less mobile, participating only in local ceremonies. Both men and women identified working in the fields, taking animals to graze and collecting fodder and fuel as their daily tasks.

However, when we arrive at the household level we see that the roles of men and women are different , with women taking on all the responsibilities in the domestic sphere, the **reproductive role**, as set out in Table 2 below.

Responsibility	Men	Women
Productive	Growing to sell: vegetables, cassava, sweet potato, potato, beans, bananas, tomatoes, coffee	Growing to sell: maize, vegetables, cassava, sweet potato, potato, beans, bananas, tomatoes ⁶
	Taking things to market to sell	Taking things to market to sell
	Breaking ground, making compost, watering, weeding, harvesting,	Breaking ground, making compost, planting, watering, weeding, harvesting, saving seed,
	Firewood to sell	
	Animal raising (pigs, cows, goats)	Animal raising (pigs, cows, goats) Chickens and eggs
		Collection and sale of: avocado, tangerine, orange, mango, betel, <i>malus</i>
		Processing coconut for oil/sale of oil
	Carpenter	
Reproductive		Clean water for household use
	Bringing water to the house <i>Also children over 7 years of age</i>	Bringing water to the house
	Accompanying wife to hospital when child very sick.	Taking children to clinic/hospital
		Cooking
		Washing clothes and utensils
		Cleaning the house
	Watching children	Watching children
Community Organising	Cultural activities involve men to a greater degree	
	Ceremonies	Ceremonies
	Community cleaning and maintenance activities	Community cleaning and maintenance activities
	Church	Church
	Water projects/other community activities requiring labour	Water projects/other community activities requiring labour – women do the cooking

Table 2 Harvard Task Analysis; Men and Women Hatululi *aldeia* Hatululi

⁶ Bananas and tomatoes fetch a good price

There does seem to be some flexibility and men are caring for children and assisting in the collection of firewood and water. The Liquica Gender Baseline also found that men were willing to wash clothes also (Myrntinen, 2010) and FGD participants noted that when women leave the fields to prepare food, the men continue to work. Men do help when there is a crisis (a very sick child or the main female in the house is ill) or with specific tasks identified male like house building and repair but this is not an indication of transformed gender relations. However, in general there is not a large shift in gender roles when it comes to the household and this is reflected in the WaterAid research:

“We can only cook if women are sick, not cook for parties, not for big numbers. We put up the tent” This man is acknowledging that men have changed a little, particularly when a specific need arises, but that there are clear limits to change and in other contexts, men are still adhering to the traditional gendered task allocation” (Kilsby,2012 p12)

In Tautalo it was possible to have a small group interview with some young women (aged 17 to 18) and this discussion demonstrated clearly that these women had actually taken on the reproductive responsibilities of their mothers while the mothers engaged in productive work. The day they described through a 24 hour clock exercise involved food preparation, child care, bathing children, washing clothes, cleaning the house and collecting water, wood and food for the household. None of the women in the interview had been educated beyond primary (SDN) and one was completely illiterate. This finding, that when women take on other responsibilities it is children, not men who take on their roles, was reflected in the baseline survey results on who carries water. Children play the major role in the collection of water, with children (both boys and girls) comprising 50% of the primary water carries according to the survey. The FGD participants confirmed that once a child reaches 7 or 10 years old he or she is fit to take on adult work.

Women’s and men’s community organising roles are elaborated further in section 5.4 but are strongly influenced by their status and traditional roles. Where communities come together to take on development or project work, men often provide the labour and/or skilled labour and women do the cooking. Women may also take on the manual labour such as hauling sand and the WaterAid research noted that women had to insist to make men acknowledge that this was in fact work (Kilsby, 2012). In traditional or *adat* ceremonies, women also do the cooking and said that when the men talk and conduct the ceremony they are asked to provide inputs such as animals, money, thais, *tua* and food on behalf of their household but are not permitted to participate in the ceremony. As discussed in section 5.4 there is a absence of women in leadership roles within the communities and no evidence that women are organised amongst themselves.

The implication of these findings for the project is that there is a need to rethink what a gender equality outcome looks like when it comes to workload. To some degree, an emphasis on sharing productive responsibilities as an outcome related to gender equality actually only reinforces traditional ways of working. There is validity in ensuring that the project engages the right people for the right tasks (women for seed saving for example) and in putting in place measures (such as labour groups) to ensure that some of the heavy workloads (like the labour requirements for SALT) are shared. However, men and women sharing productive workload does not represent transformed gender relations nor the empowerment of women at the outcome level.

The project focus with regards to gender equality needs to be on reproductive workload and seeking a way to share household responsibilities more equitably so that women participating in project

activities do not end up with even more work and that women can be freed up to participate in decision making and influencing activities within the community level. The Water Aid research (Kilsby, 2012) found indications that:

“women have, if anything, taken on additional responsibility on top of their previous roles, whereas men have taken on little that is new.”

One woman’s FGD noted that if they were participating in an activity outside the home they would need to get up earlier in order to complete their tasks. The analysis also points to the possibility that women’s participation in projects may be at the cost of another women taking on her reproductive responsibilities.

6.2 WHAT PRODUCTIVE RESOURCES DO PEOPLE HAVE AT HOUSEHOLD AND COMMUNITY LEVEL? HOW WOMEN AND MEN ACCESS AND CONTROL ASSETS?

In the qualitative work, households were found to have access to a range of physical, human and natural resources to support livelihoods. All households had land (for homesteads and gardens, for farming and plantation land with coffee and trees) and while there was no excess land (*rai mamuk* or empty land) households and KII felt there was sufficient land at the present time. Households in Leopa on the coast had access to boats and fishing equipment. Most households had small animals and equipment for farming. A high level of households reported good access to water for both domestic and productive use. Poor health rarely came up as livelihood risk and people expressed that they have the skills and knowledge for their current livelihoods.

In the qualitative discussions women and men said they have shared responsibilities and control over productive resources and the benefits of productive resources. The HAN gender analysis which found that while that women are traditionally keeper of the purse and decision making around expenditure is generally said to result from an agreement between man and wife, the expenditure of income is influenced by who earned the income. However, there is some evidence that access and control is more nuanced and that being the manager of the household finances does not equate to making decisions over how money is spent.

Women and men noted that women accompany men to market when they liquidate larger assets to ensure that the money is spent in the household and not used on items (alcohol, cockfighting) that are of interest only to the men.

The survey showed that, in general, both women and men report high levels of shared decision making in terms of asset purchase and liquidation, agriculture, economic activities, daily purchases and attending meetings at the community level as set out in the two bar charts in Figures 2 and 3. One notable exception to this situation is land, the Gender Baseline Analysis for Liquica (Myrntinen, 2010) clearly identified that both women and men felt that men had both the access to and control over land.



However, underlying this is the finding that when decision making is not shared it is the men who make the decisions except in the traditional female spheres of food, clothes and toiletries purchase. The bar chart for male respondents in Kailulema in Figure 4 below is fairly typical of the findings from both male and female respondents across the six *aldeias*.

Figure 2 and 3 - Percentage of women reporting shared household decision making (top) and percentage of men reporting shared household decision making (bottom) from the baseline survey report

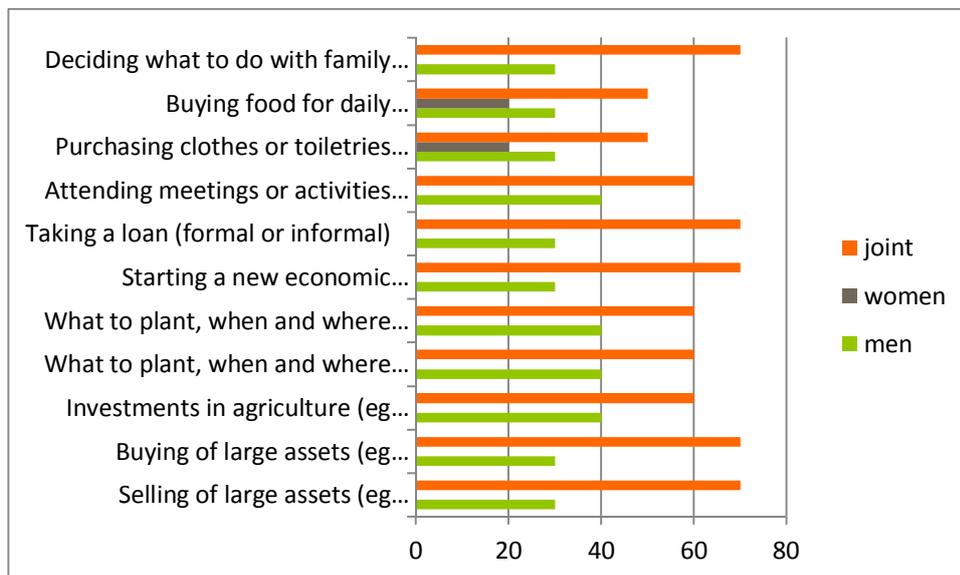


Figure 4 - Bar Chart showing how important household decisions are shared (male respondents, Kailulema)

Finally, the income and expenditure tree taken from the CVCA in *aldeia* Assorlema, *suko* Metagou indicates a difference in men’s and women’s spheres of influence and control over expenditure as shown in Table 3. While both men and women list 10 expenditures, those of the women are within the domestic sphere or to do with their children’s education, community activities and transport. Men’s expenditures include additional ones related to

economic activities; lending, money for land and small shop suggesting that they are used to having more control over these investment decisions.

Men's expenses	
Lend out	
Clothing	Clothing
School fees	School fees
Small shop	
Expenses related to land	
Buy animal	Buy animal
Buy car/motorbike	Buy car
Food	Food/basic necessities
House building	House building
	Furniture
	Cosmetics

Table 3 summarising expenditure from Assorlema, Metagou CVCA

The implication for MAKAS is that decisions relating to land (use of forecasting, investments in conservation measures) will tend to be made by men although with clear implications for the joint workload of men and women. Control over investments for the future as outlined in the baseline will also tend to rest more strongly with men and the project needs to pick up those investments favoured by women through its monitoring.

6.3 WHO ARE THE MOST VULNERABLE IN THE SUKU TO CLIMATE CHANGE AND HOW? ARE MEN AND WOMEN VULNERABLE TO CLIMATE CHANGE IN DIFFERENT WAYS?

Implicit in the power analysis was the development of an understanding of the nature of the vulnerable groups that CARE refers to in the proposal to identify how they might be affected by climate change and how to ensure they can participate in and benefit from climate change adaptation processes. The challenges of coordination and community organising meant that the household interviews designed for groups of vulnerable or marginalised people were very limited in their scope. In the end only interviews were conducted with FHH (22.5% households in the study area according to the baseline study) and with households where a family member had a disability (3.22% of the population of the study area were unable to work due to a disability). From these interviews and the other discussions it is clear that households do exist within the *aldeias* that are less able to cope with livelihood shocks and disasters because they have less assets and less labour available to them.

For example the baseline survey found that household size for FHH was 4.1 members compared to the overall average of 6.7 implying they have less available labour. FHH also had a greater proportion of elderly members (0.64 compared to an average of 0.5) and a slightly higher number of people with disabilities (0.13 compared to 0.1) which indicates not only less available labour but higher caring responsibilities which use time and restrict mobility. The survey found that FHH owned less valuable assets than other households apart from bicycles as shown in the bar chart in Figure 5 overleaf.

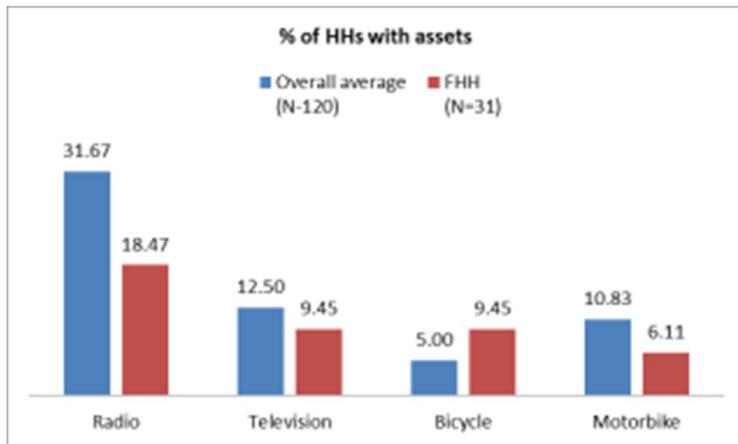


Figure 5 - Bar chart showing differences in asset ownership between households overall and FHH from the baseline survey

Maria Sarmento who was interviewed in the research shows the challenges that households with little labour can face even when they own livelihood assets. It is worth noting, that many of those interviewed in these households were in receipt of the government pension⁷ in one case a widow described how she used the 6 monthly payment to buy an animal which she could then sell if the subsequent payment was late and she had run out of money.

So the households most vulnerable to livelihood shocks can be broadly defined as those with less labour (including FHH) and with high caring responsibilities (with one or more adults who have a disability or are elderly and need substantive care). These

*Maria Sarmento is a widow living with her son who has mental health problems. All Maria's other children have moved away and she has sole caring responsibility for her son. Maria has land and a cow but lacks the labour to make the most of them. When she needs to go to the fields or to the market she has to tether her son in the house as there is nobody else to look after him. Maria has to pay somebody else to look after her cow. She did make money from selling *malus* but cannot often go to market to sell and has to wait for people to come to her home.*

households are known to the community but were only reached in the research through household interviews indicating that participation in community level activities may be too much of an opportunity cost to them. Where these households have children, the children can help in the household or fields but the implication is that they cannot attend school while doing this work.

That men and women are differently affected by climate change and take different roles in adaptation as is well documented in the literature. Women's differential access to land, information and training may increase the risks they face while their lead role in ensuring household food security and supplying water and fuel may become more time-consuming as a result of climate changes. In addition "...where women are often disproportionately affected by climate change in relation to men, particularly in poor communities, is in the choices they can make in adapting to change and their level of contribution to the decision making necessary to adapt at household, community, national...level" (Skinner, 2011). Climate change and the changes and stresses that may accompany it can have an impact on gender relations so responding to climate change also represents an opportunity to challenge existing power imbalances and transform gender relations.

⁷ A sum of \$240 per annum which is paid to people over 60 years old since 2008

The timeline summarised in Table 4 is interesting as it shows the different impacts of disasters on men and women. Women emphasise the effect on human health and wellbeing as well as the immediate food security of the household and this clearly indicates their concerns and the roles they play in recovery and coping with disasters. Men prioritise the health of animals which reflects their interests and probably control over larger livestock and to some extent the effect on infrastructure. The implications of these differences in focus are that women's workload is likely to increase following climate change induced livelihood shocks as their caring responsibilities and work related to household food security increases. Indications that men assist women in their traditional roles discussed earlier in this report cannot be assumed to translate to men taking co-responsibility for children's health and household food requirements. Discussions and identification of priorities within adaptation planning must be responsive to women's concerns as well as men's and deliver benefits that will ease their responsibilities as well ensure their livelihood security.

Year	Events Recorded from Men's Perspective	Events Recorded from Women's Perspective
2003	Big wind; destroy plantations, houses, farms, water system and road	<ul style="list-style-type: none"> - Heavy rain and people got sick (Malaria majority for children pregnant women) - Big wind (trees fall down and cover the road) - River destroy road, cassava, maize and banana - Heavy rain (increase of pest to destroy plantations)
2004-2005	<ul style="list-style-type: none"> - Big rain; landslide, destroy plantations, water system, road, houses, farms and animal die - Erosion; destroy houses, plantations, water system, farm, road, and animal die (only 2004) - Animal got sick; itchy for goat and pig, red eye (for goat) every year 	<ul style="list-style-type: none"> - Long drought (lack of water, coffee and trees die and animal as well) - Lack of water (affect to women and children) - Lack of food and no vegetable - No reserve food
2006	<ul style="list-style-type: none"> - Long drought; lack of food, animal die, trees can not grow, some water source dry 	<ul style="list-style-type: none"> - Heavy rain and big wind (impact to school, houses, and plantations) - Health (children got diarrheal, cough and malaria)
2010-2011	<ul style="list-style-type: none"> - Heavy rain and does not stop; people do not cultivate their farm, no production, lack of food and hunger and people get sick, land slide, road is not good, trees fall on people's house, animal died (pig, goat and chicken) 	<ul style="list-style-type: none"> - Heavy rain and Big wind; people don't have access to hospital or clinic - Rain comes earlier (plant seedling on time) - Landslide (heavy rain) - Local product (go through other road to sell in the market) - Education; learning process stop
2012	<ul style="list-style-type: none"> - Big rain; landslide, road is bad, trees fall on people's houses, destroy water system - Big wind; destroy plantations, farm, road is not good, animal die (pig, horse, cow and goat) 	<ul style="list-style-type: none"> - Heavy rain and big wind (affect to houses, plantations and animal) - Dengue (affect majority to children)

Table 4 - Excerpt from a Hazard Timeline done by men and women from *aldeia* Lebusalaran, *suko* Hatuquesi during the CVCA Process

6.4 HOW ARE MEN AND WOMEN ABLE TO INFLUENCE LOCAL DECISION MAKING?

While addressing practical gender needs forms the greater part of the work of the project it is in the quality and nature of women’s participation in the project processes that more strategic changes can be realised. CARE’s research and experience shows that:

“simply including women in development projects does not lead to women’s empowerment, nor to lasting impacts on poverty. Providing women with a few skills, then expecting them to conquer age-old injustices, is not effective⁸”

The CARE framework on empowering women and girls⁹ is based on research and reflection on CARE’s own work and identifies 3 critical factors for women’s empowerment:

- **Agency** – women’s own knowledge, skills, confidence and aspirations
- **Structural** – the societal and social structures within which women live that influence or dictate the choices that women can make
- **Relational** – the relationships through which women negotiate their lives, including those within the immediate household, extended family, neighbours and community members, religious communities, government and other types of authority

CARE believes that when women advance in all 3 realms then lasting change becomes possible. Examining the result and quality of women’s participation in decision making means examining these three dimensions.

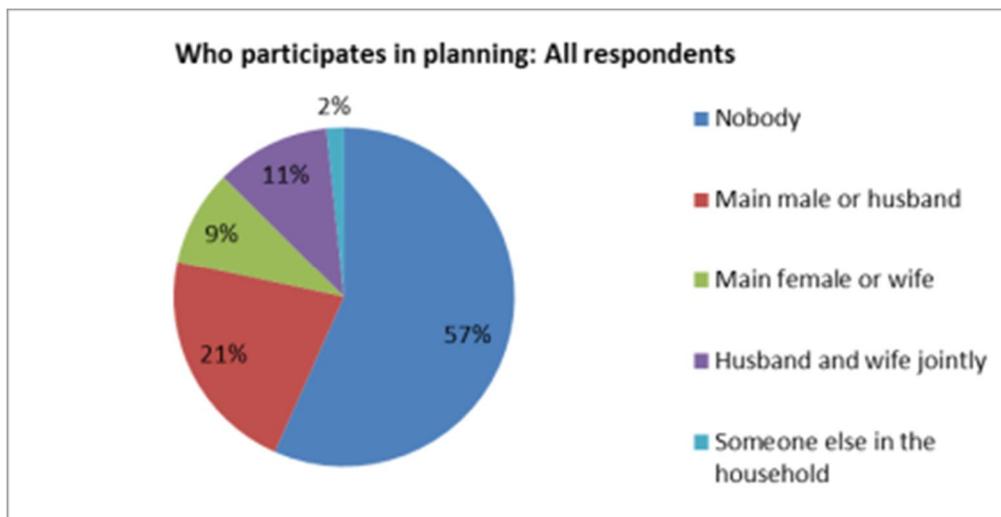


Figure 6 - Pie Chart showing who participates in local planning processes from baseline survey report

Currently women’s participation and influence relative to men’s reflects clear power differentials at levels from the household to the District. Household decisions are discussed in section 6.2 and it is also noted there that only 62% of men believe that decision making around who attends community meetings are shared between men and women. The baseline survey found that in all households, men participate in local planning processes (*suko* development plans, NGO projects) more than

⁸ From From Strong Women, Strong Communities. CARE

⁹ From Strong Women, Strong Communities. CARE

women (21% as opposed to 11%) and still play a substantial role when these households are de facto female headed (11% as opposed to 17%) as is shown in Figure 6. The survey also found that less than half of all households (43%) actually do participate in community level planning at all but that 41% of female headed households do participate.

The low number of women participating will then be compounded if they do not have the confidence to speak in the meeting. The baseline survey found that across 5 *sukos* 25-45% of women who had participated felt confident to put forward opinions in local planning processes and only 10-29% of those women felt they were listened to in local planning processes. Women in Lebuana were much more confident with 75% reporting they were both confident to express and opinion and listened to in processes. One of the project partners described how women defer to men in decision making;

“women in the communities are less willing to make a decision, they like to follow their culture”

Rosa Sarmento, the head of the GMT in Kailulema noted that women trusted the opinion of their husbands more than anything and this is echoed in the DHS finding that 64% of women in Timor Leste believe it is acceptable for a husband to beat his wife if she argues with him (DHS, 2010). The implications are twofold, firstly that when men and women meet and discuss together, men will dominate as this is the way in which both they and the women are used to behaving. Secondly, that women themselves limit what they can and can’t do and hence deliberate interventions are needed to build their confidence and develop their understanding that their participation is important and their opinions valuable. These ideas were echoed by the *chefe de suko* from Hatuquesi who commented that women need confidence and belief to be able to participate in meetings. Additionally, the WaterAid research noted that the low participation of women was not only a function of power differentials but was to do with women’s workload:

“Men don’t stop us coming to meetings, we just have too much to do. We have to wait for husband to come and take the kids, we couldn’t come until he does that” (quoted in Kilsby 2012 p14)

The SEPI/RDPL study found that *“while there is definitely an indicative tendency towards male dominance in both political power and decision-making processes, what is perhaps more striking ...is how distant the decision-making processes at the National and District level seem at the village level even if the physical distance to the capital is*

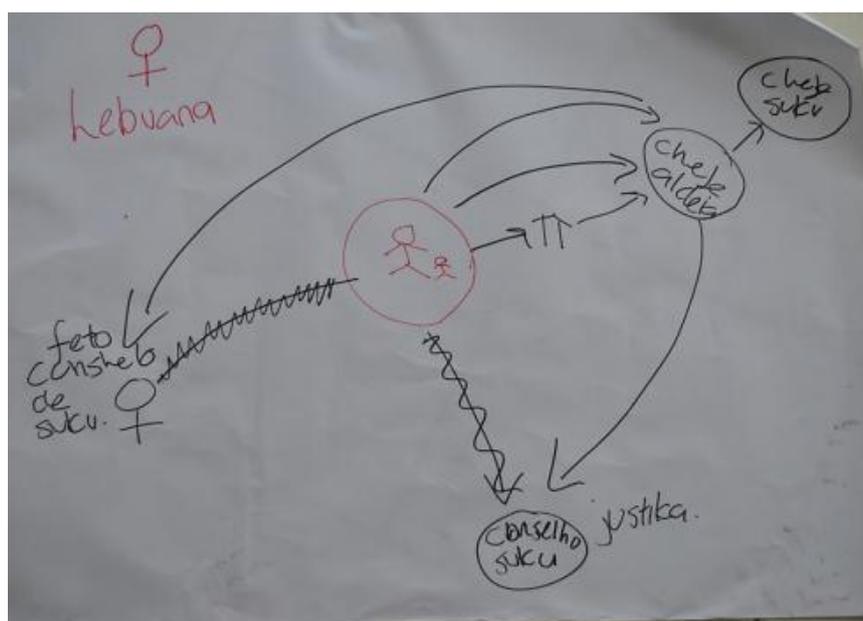


Figure 7- Venn diagram with female household in Lebuana

only a few dozen kilometres” (Myrttinen, 2010). This finding was echoed in the Venn mapping whereby people in the *sukos* could identify few formal institutions that were close to them. The key influencers in every community, therefore were the *chefe aldeia* and *chefe suko* and they represent the community in all higher level processes. It seemed that no issue would be addressed other than through them and no decision taken without consultation. The picture of a Venn Diagram from Lebuana (Figure 7, previous page) illustrates that even reaching out to the female members on the *suko* council (*feto conselho de suko*) is practically achieved via the *chefe aldeia*.

There are no women holding in *chefe aldeia* or *chefe suko* positions in the whole of Liquica District. Women in the community reported that they feel comfortable approaching the *chefe aldeia* although the Gender Baseline Analysis noted that women were unlikely to approach other traditional leaders (Myrttinen, 2010). While there are two or three women representatives on the *conselho suko* they are seen as there to deal with “women’s issues” and not described as decision makers. Their role is limited by the perception throughout the communities that the role of the *conselho* is in problem solving and administering local justice and security rather than in development planning and oversight. The women representatives therefore are often the referral mechanism for Domestic Violence cases in the community which is important but they should also be seen as representing women’s interests in other processes.

The MAKAS project aims to work with the GMF, which are essentially the community water management committees set up by agencies and government to maintain water systems. The committees are mandated by government policy. In Liquica District there are sixty six GMF¹⁰ but only two are headed by women (one established by the government and the second by WaterAid). The local partners talked about the challenges of getting women onto the GMF and these included high levels of illiteracy coupled with the government criteria that GMF members that need to read and write which they felt was unrealistic. Water Aid have a deliberate strategy to meet not only the 3 women from 7 members target for GMF but also to increase the presence of women in decision making and influencing roles within GMF. In addition to recording GMF membership at 40% women (2011) they also deliberately target women for the chair, treasurer and technician positions. Water Aid continue follow up with the GMF they support after the physical infrastructure is in place and have formed a federation of GMF based in Maubara of which four of the ten members are women.

One of the principles of women’s empowerment is the idea that association and collective action amongst women enables them to amplify their voice and influence and take action on the issues that are of importance to them. However, there was no evidence of women’s associations, organisations or collective action at *suko/aldeia* level. While REDE Feto and FOKUPERs both have a representative in the District they were not recognised by women within the *aldeias*. In only one *aldeia* (Lebuana, Lukulai) did a respondent talk about larger women’s organisations and this was the work of the political movement, OMPT who organise women to dance and cook for important visitors. Women are sometimes invited to Liquica for International Women’s Day and other events but this does not result in any kind of collective action amongst women.

It is clear that women’s influence in the public sphere is limited by social norms about who makes decisions, by household responsibilities and by a lack of women in leadership positions. The lack of women’s NGOs or associations further implies that that opportunities for women to lead,

¹⁰ Taken from the SIBS data

collectively influence decisions and build their confidence in safe spaces is lacking. MAKAS will need to make a specific effort therefore to ensure women's meaningful representation in the committees and planning processes that will be supported by the project.

6.5 HOW WELL EQUIPPED ARE THE PROJECT CONSORTIUM MEMBERS TO WORK IN A GENDER SENSITIVE MANNER?

Gender mainstreaming best practice shows that building gender equality outcomes into programme design is only part of the mainstreaming process. The second part is ensuring that the implementing organisations have sufficient technical capacity to incorporate gender analysis into their work, that they have the political will to work on gender, that there are mechanisms to hold staff accountable for the results they achieve related to gender equality and finally that on a day to day basis, staff exhibit the behaviours and attitudes that enable them to effectively promote equity between men and women. In addition, in contributing to the higher level processes around watershed management which the project aims to establish and influence the project partners will also need to credibly represent the interests of both women and men.

6.5.1 WHAT DO PROJECT STAFF UNDERSTAND BY GENDER EQUALITY?

The conceptualisation of gender amongst partner staff, government staff and (from the results of the Gender and Diversity Audit) CARE staff is incomplete. It tends to be around a balance between men and women in terms of workload and participation and the HAN gender analysis reached the same conclusion that the focus of HAN was on women's participation and not gender equity. In general, people did not articulate project outcomes or gender equality in terms of women's empowerment and transformed gender relations. However, these concepts are both important to CARE.

Gender Equality (adapted from the UNDP definition)

does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female

Culture presents a big obstacle to all staff in addressing gender equality as it is tied strongly to the identity of a nation that struggled for independence and hence is highly valued. Traditional gender roles are perceived as an important manifestation of culture and this makes it hard for people to see that they should be challenged or changed as a way of creating greater equality between men and women. The result is that women will continue to be absent from project activities while they prepare food and attend to reproductive tasks and project staff will appreciate and acknowledge their work but will not feel either motivated or confident to challenge this status quo (as in Tautalo where women could not participate in the discussions because they were preparing food for the visiting team).

Gender mainstreaming for this project will mean developing a staff team that can promote gender equality through all their interactions within the workplace and community. It also means developing a set of norms around gender equality for working within the community that can be communicated to project participants and finding both the willingness and means to challenge cultural norms that have a negative impact on women's status and participation.

6.5.2 WATER AID

Water Aid are a very strong partner in the consortium in terms of gender. They have an implementation strategy for raising awareness on gender and increasing women's influence within the area of water provision and management. Very straightforward interventions include training their partners, setting targets and providing systematic training to communities on gender issues. WaterAid also involved partner staff in their action research aimed at improving the gender focus within their projects. The action research is a useful background document for understanding a range of gender issues and dynamics in the communities in Liquica.

A draft facilitation manual (in English and Tetun) sets out 5 training modules to be delivered by Water Aid and partner staff to project participants throughout the life of the intervention. Through a combination of very participatory tools and reflection exercises, the manual aims to:

1. Deepen community understanding on rights of women and men, boys and girls
2. Make visible and valued the activities of women and men in family and community
3. Support community to imagine and realise positive change towards gender equality

The sessions with communities also include some planning and actions as a result of the discussions. Water Aid's gender work is supported by an internal gender focal point and external technical backstopping from the International Women's Development Agency.

6.5.3 LOCAL PARTNERS

Three of the four local partner organisations were interviewed as part of the analysis; CDEP, Naroman Timor Foun (NTF) and Maladoi. Each partner had some staff who had received some gender training; CDEP were trained by FOKUPERS a long time ago, NTF and Maladoi by WaterAid and NTF by Plan also. NTF should have had a gender focal point (Kilsby, 2012) but they did not identify this person when interviewed. WaterAid provide further support for institutional development and are sourcing an Australian Volunteer for NTF.

None of the partners was a women's organisation and while most their visions and values were compatible with working on gender equality (see Table 5 overleaf) they would not necessarily drive the promotion of gender equality as project outcomes. NTF have a focus on the technical aspects of WASH, Malaedoi on the software side of WASH and CDEP on agriculture and livelihoods.

	Vision	Mission and Values
CDEP	An empowered and self-reliant community who are able to sustain improved agriculture and marketing practices and improve their food security	Sustainable change in rural communities through: <ul style="list-style-type: none"> - Strengthening capacity for self-help - Providing production and marketing opportunities - Claiming rights from duty bearers - Making community self-reliant Values include equality
Malaedoi	Society with dignity and prosperity where households live healthily and civil society assists communities to be free of discrimination and exploitation	To assist the most vulnerable and disadvantaged in rural areas who are not accessed by development processes

Table 5 – Summary of Vision and Mission for CDEP and Malaedoi

All the partners (and CARE also) faced challenges in terms of gender balance in staffing. The organogram below in Figure 8 sets out the typical gender balance within the partner organisations where all the managerial positions are occupied by men and women take on the administration and support roles. In arguably some of the most demanding positions due to the nature of the work and terrain, the partners find a gender balance for the positions of field staff. All the partners were aware of the Code of Conduct for behaviours from their funding partners and Maladoi had it's own Code. These documents are important as internalising them and practicing the provisions is a part of understanding power and abuse of power.

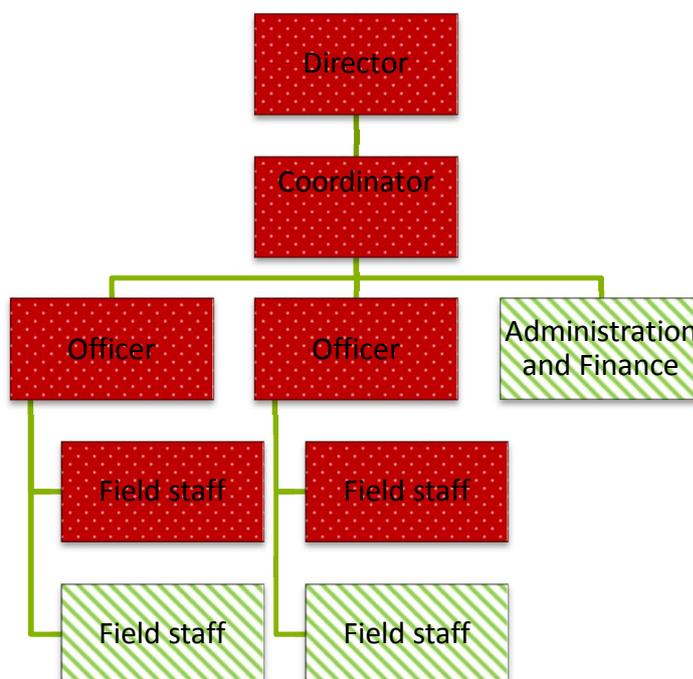


Figure 8 - Generic organogram for local partners whereby decision making positions are occupied by men (red spots), support functions by women (green stripes) and only at the field level is a gender balance achieved

6.5.4 GOVERNMENT

The project document captures a number of outcomes related to the quality and type of work that District level government departments should be undertaking:

- Local government is incorporating climate change analysis into policy and practice
- Local planning processes are participatory
- Local government and extension workers (Sub-District Facilitators for DNSAS and MAF extensionists) understand climate risks and promote adaptation strategies
- Local government has capacity and is prioritising resources for adaptation activities

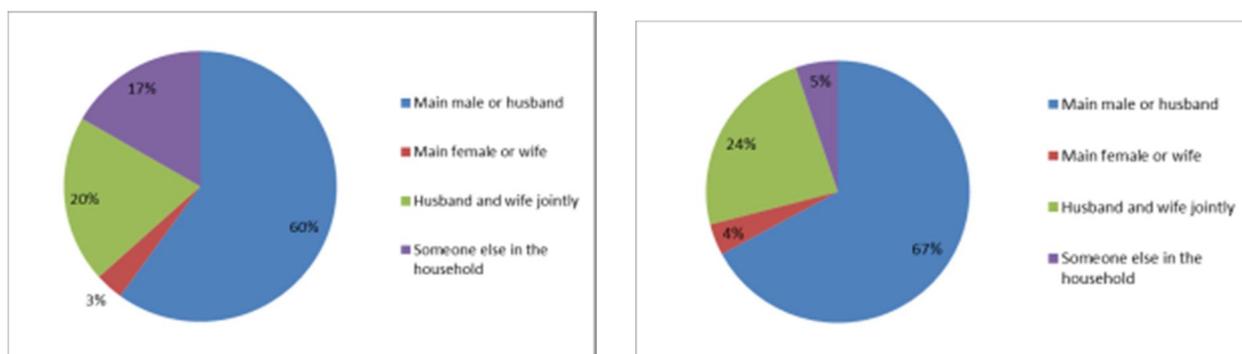
Leaving aside the fact that these are ambitious processes for the project, each of these processes is highly gendered. The history of Timor Leste and the lower education levels of women mean that there is usually a gender imbalance in government positions and this is often compounded when the Ministry or Department deals with areas perceived as “technical” or male in nature for example; infrastructure, agriculture, natural resources, water systems. Gender mainstreaming within such Ministries is often poorly understood and under-resourced and the result is that extension services and planning processes are not designed to meet the needs of women or to capture their views and opinions.

At a National level, the reorganisation of gender focal points into a Gender Working Group by SEPI was done in an attempt to get greater buy-in at the Ministerial level to gender mainstreaming. MAF also approved a gender policy in 2009 that acknowledges that women are not recognised as primary actors in agriculture and hence miss out on opportunities for training and information. Their policy objective is; *“To achieve gender equality of women and men regarding access to, control over, and benefits from MAF organization and project-related activities and development processes in the agriculture sector.”* and is to be achieved by improving the gender sensitivity of MAFF internally. At the time of drafting the policy, women made up only 13% of MAFF staff and did not occupy senior positions. Staff within DNSAS have received gender training from the BESIK project and BESIK have also produced training materials for use in communities to promote gender equality.

The KII with staff from MAF and DNSAS found that in general their understanding of gender was low and they did not have specific work with women whose participation was perceived to be limited due to culture and their workload. Likewise, the HAN gender analysis found that;

“although more women are engaged in agriculture and their workloads are heavier than men

Figure 9 and 10 - Who meets with MAF extension workers (left) and DNSAS sub-District Facilitators (right) from the baseline survey



(except in the month of land preparation) agricultural technical support is almost exclusively by male technicians. In the MTR CARE staff and Ministry of Agriculture extension workers showed that they are not always aware of how labour is divided between men and women in agricultural tasks. Thus the program inputs may increase the labour of women or the status of men unknowingly. (Wigglesworth, 2012)".

One impact is that the baseline survey found that of the 18% of households who had contact with an extension worker from MAF in the past year only 3% of women met the extensionist alone as opposed to 60% of men as shown in figure 9 on the previous page. Similarly, of the 19% of households that met a DNSAS SDF, only 4% of women met them alone compared to 67% of men.

The project also plans to work closely with District and *Suko* Disaster Management Committees (DDMC and SDMC). It was not possible to meet with either of these committees during the field work and some questions were raised over their functionality.

New Gender Working Group for government at the District level and the planned SEPI focal point will be important means to engage with District government on gender issues.

6.5.5 CARE

The MAKAS project team has a more acute gender imbalance than the partner organisations staff and there are no female staff working on project implementation. As with the partners, this has implications at two levels. The first is the way that partners and beneficiaries receive and trust messages about the importance of women's participation when the organisation delivering the message is able to walk the talk. The second is that if women really do have a right to influence and participate in development then they are clearly going to be missing an opportunity here.

CARE Timor Leste has recently undertaken a gender audit and some of the findings underpin the challenges the MAKAS project faces in terms of gender mainstreaming. CARE only has 28% of women within their staff and there is a degree of occupational segregation within that number, in other words there is a larger proportion of female staff in support and administration functions. However, on the upside there are more women in management positions and in roles that require greater qualifications. Female staff face a number of challenges in the workplace including attitudinal issues about them leaving their families or their behaviours when they are working away from home as well as problems with appropriate transport. In addition to staffing, the audit found that while CARE staff have a good understanding of gender concepts they struggle to internalise the values of equality, making clear demarcations between their behaviours at the workplace and at home. In fact the audit found that 73% women and 56% men agree that equality between men and women is important at work but unrealistic at home and this presents clear challenges for how they address inequalities in their day to day work. They also see equality more at the level of participation between men and women and are less clear on concepts of empowerment or transformation of gender relations. There are also some negative attitudes amongst staff around gender equality issues.

6.5.6 STEERING AND OPERATING COMMITTEES

The MAKA'AS project will be guided by a Steering Committee of relevant actors at the central level and a Project Operations Committee comprising key partners at the District level to “discuss operational issues and ensure that activities are implemented and coordinated seamlessly¹¹”. For reasons discussed elsewhere to do with the gender imbalance within government and the project partners this committee is likely to be predominately male. While there is a plan to include a representative from an association of people living with disabilities and the potential to include the SEPI representative from the District, MAKA'AS needs to consider how to ensure this committee includes the opinions of women as well as men.

6.5.7 COORDINATION IS A GENDER ISSUE

Coordination is clearly a challenge in the project area as there are a number of different development actors and CARE itself has a number of projects. The *chefe de suko* of Hatuquesi, while valuing the work of the NGOs in the area noted it would be easier if the CARE work in education, health and horticulture could be conducted in joint visits as it is easier for the leadership to organise and mobilise. coordination is a gender issue for two reasons:

- Frequent meetings are a great demand on time. For women this means that choosing to come to a discussion, meeting or training session entails leaving household work to a daughter or female relative or getting up earlier to ensure that the work is done. If lack of labour and a high care burden are features of the more vulnerable households then these people will struggle to spare the time to participate in project activities.



Figure 11 - these women in Tautalo, Hatuquesi were busy in the kitchen and didn't participate in the initial discussions; however once they were found they produced an excellent income and expenditure tree

¹¹ From the project proposal

- Frequent meetings self-select the more affluent in a community, tend to attract those who live nearer to the centre of the community and the road and encourage the participation of men over women. The village leadership in the *suko* of Hatuquese acknowledged that local leaders will always find time to meet and participate in CARE activities but that others in the community struggle.

Fewer and better coordinated meetings, organised at mutually agreeable times and through clear communications about who needs to participate, would assist women in managing their workload and increase the likelihood that those on the margins of the community would be able to participate. One advantage of the consortium is that there can be better coordination between CARE, WaterAid and the local partners thereby reducing participation burden on the communities. CARE and partner staff need to consult to understand what would work best for women and the most vulnerable households in the community. It is likely that they would prefer longer sessions that include meals, a place where smaller children can be supervised and possibly a different location to the central meeting venue.

7. GENDER ANALYSIS OF THE PROJECT DESIGN

The CARE Good Practices Framework for Gender Analysis is an excellent guideline for context analysis leading to project design but it does not include a tool for examining programmes, like MAKAS, that have already been designed. So for the purposes of this analysis, another tool, the CARE gender continuum Annex 7 was used. According to the Gender Continuum, the current project is at the neutral stage “Program approaches or activities do not actively address gender stereotypes and discrimination”. The document notes that Gender-neutral programming ... at least do no harm. However, they often are less than effective because they fail to respond to gender-specific needs.” The Terms of Reference for the Gender Mainstreaming Strategy ask that the project be moved to at least the sensitive step on the continuum “women and girls benefit from the project” and preferably to the responsive levels “the project addresses strategic gender interests¹²”.

At present the programme aims to achieve changes contributing to greater resilience at community level in three important ways;

1. Communities are implementing resilient water management and water resource protection strategies that support livelihood (production) and domestic consumption.
2. Households are implementing integrated climate resilient land management practices which support sustainable livelihoods and household food security.
3. Communities, partners and local government have enhanced understanding of and capacity in climate change adaptation that informs local planning processes.

In terms of process, the project is seeking to ensure that women and men are both able to participate. At an outcome level, the project hopes to deliver:

¹² Strategic gender interests are those that exist because of inequality. They vary according to context but are essentially those needs concerned with POWER, CONTROL and SOCIAL RELATIONS eg: representation in decision making, access and control over financial resources and other assets, gender division of labour, legal rights, equal wages, women’s control over their bodies, legal means for women to own and inherit land

1. Women’s meaningful involvement in local level planning
2. Women’s participation does not contribute to greater workload
3. Women enjoy the benefits of the project alongside men.

The proposal notes that *“the empowerment of women ...is a constant theme across all activities”*. However, the proposal at present does not set out strategies or interventions that support the achievement of these outcomes other than the expectation that women will be included as equal participants in programme activities and as 30% of the GMT members. Hence, the challenge for the gender mainstreaming strategy is to recommend modifications or additions to the current proposed activities and ways of working that will increase benefits to women and impact on gender equality through women’s empowerment.

Women’s empowerment is one of the pathways to addressing strategic gender needs and to reducing the power imbalances that limit women’s participation and influence. Maxine Molyneux has suggested a number of criteria which help determine whether a given programme has the potential to bring about empowerment and these are adapted and set out in the box below. This framework contains some interesting pointers as to how the project can better contribute to women’s empowerment.

Criteria for assessing potential of programmes to contribute to women’s empowerment¹³

- Are equality principles built into the design of the programme?
- Are training and resources allocated to enhance women’s **capabilities** with a view to securing economic independence and wellbeing?
- Is the social and economic empowerment of women an explicit goal with definable impacts? Do the policies acknowledge in their design, and where necessary assist with, care-giving (childcare arrangements, time management)?
- Is transforming oppressive gender relations central to the programme (including/involving men and boys in ways that help to secure one or more of the above objectives)?
- Do participants have voice in programme aims, design, evaluation and management?

The gender mainstreaming strategy sets out a series of activities which will support the three gender equality related outcomes. Table 6 below makes some suggestions as to how the logframe might be modified. The format is not identical to the project Monitoring and Evaluation Framework nor does it pick up all the results and indicators. Rather it highlights those which might best contribute to gender equality at the outcome level. It is recommended to follow the practice established in the baseline and to disaggregate households by Male Headed and Female Headed.

¹³ Source: Molyneux, 2009, p. 46 Conditional cash transfers: A ‘pathway to women’s empowerment’? Working Paper 5, Pathways of Women’s Empowerment RPC, IDS: Sussex. Available online

Results	Indicator Outcome	Indicator Output	Comments
I: Increased resilience of vulnerable communities to the unavoidable impacts of climate change.		1.1 # of CBA activities implemented in partnership with vulnerable communities, civil society and local government disaggregated by gender and vulnerable groups	This disaggregated output indicator is useful for looking at women's involvement and should include projects implemented directly by the women's groups
1.2 Civil Society and local government incorporating climate change analysis into policy and practice.	Women report knowledge of <i>Aldeia</i> Resilience Action Plans and Watershed Management Governance Plans Women can identify how their concerns have been addressed in <i>Aldeia</i> Resilience Action Plans and Watershed Management Governance Plans	Women's groups involved in <i>Aldeia</i> Resilience Action Plans Women's representatives involved in Watershed Management Governance Plans	This places the inclusion of women in climate change analysis and adaptation at the level of impact
SO 2.4 Local planning processes are participatory	At least 50% households participating in local planning of which at least 50% are women At least 50% FHH participating in local planning % women reporting they feel confident to put forward their opinions in local level planning % women who report they were listened to in local level planning		Increases over the baseline values whereby 43% HH participate in local planning of which only 9% are represented by women. For FHH it is 41% participation. I feel is clearer to get just the women's perspective for these indicators. Current baseline values are 70% women
SO.2 The evidence base on successful approaches to community-based adaptation grows and is used to build capacity and inform improved planning and policy which build communities adaptive capacity	% men, women and FHH who have been reached by extension messages related to adaptation	# of extension workers who have received gender training % of Gender Working Group meetings where MAF and DNSAS is represented.	The project should be looking to increase access to formal extension services from 18-19% HH and 12% FHH. Where households access extension services there should be a shift from 60% men to increase the 17% women and 20% joint for MAF. Likewise for DNSAS the 67% men should reduce and

			the 4% women and 24% joint increase.
O.1 Vulnerable households are implementing water management and water resource protection strategies that support livelihood, domestic consumption, and DRR	20 functioning GMF Each composed at least 30% women % women in leadership roles		Water Aid use these indicators already
Women participate in project activities	No increase in individual workload over baseline values	% women involved in women's groups	The indicator for O2.11 would not be useful in this regard as changes in women's workload on livelihoods activities don't necessarily represent greater equality
Women's participation does not contribute to greater workload	Men identify reproductive tasks when constructing 24 hour clocks		
Women access and control project benefits	Increase in % of men and % women who have shared control over family income Increase over baseline in joint decision making over productive assets alongside decrease in male only decision making over productive assets		This first indicator is already within the baseline. The second indicator will involve comparing the results from question C21-C27 to the baseline at end line

Table 6 – selected results with recommended changes for the MAKAS Log frame/Monitoring and Evaluation Framework

8. GENDER MAINSTREAMING STRATEGY FOR MAKAS

The terms of reference for the consultancy required that the gender and power analysis leads to the development of a gender mainstreaming strategy for MAKAS that enables the project to deliver changes related to both practical gender rights and strategic gender issues. The strategy needs to address the constraints to women's participation that were identified in the gender and power analysis and build on the opportunities and capacities that were identified.

CARE notes that *"Valuing and strengthening women's knowledge, capacities, organisation, participation and voice require specific action in all the phases of an adaptation initiative. This will enhance women's responsibility, rights, leadership and self-confidence directly contributing to their families' adaptive capacity, their communities' development and the overall effectiveness of development planning"*¹⁴. The gender and power analysis is the first specific action for the MAKAS project and adoption of recommendations from the gender mainstreaming strategy would be the second. However, it is important to re-emphasise at the outset of this strategy that gender mainstreaming is more than enhancing women's participation and the project will need to include specific actions to engage women effectively and to promote gender equality (addressing the structural issues that limit women's participation).

Following this report, a process could be used by which the teams receive initial gender training and then build on this to review and assess this strategy. Once decisions have been made about what is feasible for adoption and what might have to be left out then the log frame will need to be reviewed and budget allocated for specific activities.

GENDER AWARENESS RAISING INTEGRATED INTO THE PROJECT ACTIVITIES

Water Aid have an implementation strategy for raising awareness on gender and increasing women's influence within the area of water provision and management. Very straightforward interventions include training their partners, setting targets and providing systematic training to communities on gender issues based on a facilitation manual. Something similar might work well for the CARE project with a set of training modules that can be systematically delivered throughout the project life with the objective of creating an understanding amongst men and women around gender and women's rights and identifying how they and the project might promote greater equality.

The project needs to acknowledge that women and men generally share productive workload and that men are likely to make a contribution to productive work even when it is initiated through women's groups. It is important that the project continues to promote the equal participation of men and women in activities that increase household income as this contributes to women's status and their control over benefits which accrue from their work. Labour groups might be one mechanism for promoting this. However, while it is important that men continue to share productive workload, it is more important that men contribute to domestic responsibilities to ensure that women's productive additional productive work is not simply added on to their other responsibilities.

¹⁴ Extract from Joto Afrika Issue 9 November 2011. Dynamic interactions between gender and climate change. Ruth Mitei and Fiona Percy. Alin and CARE.

Women's participation therefore, needs to be supported by active messaging through all project activities that men should be assisting them in the domestic sphere. This could start with activities that men already feel more comfortable doing, caring for children, fetching firewood and water and washing clothes. The Water Aid research identified that bringing water sources closer to the home motivated men to fetch water more frequently so this might be an indirect benefit of the project.

Chefe aldeia and *chefe suko* are the gatekeepers for all the community level processes and a key to creating opportunities for women to participate and influence decision making at the *aldeia*, *suko* and watershed level. They need to be addressed with specific awareness raising activities to increase their commitment to gender equality and to harness their knowledge and influence in creating opportunities for women to participate meaningfully in the project and related processes.

ENGAGE WOMEN TO STRENGTHEN THEIR VOICE

CARE describes how groups and networks

“provide women and girls a legitimate space to build relationships and support. They are often the first step from isolation in the home towards community participation, collective action and participation in wider movements for social change.”¹⁵

When women are sub-ordinate to men they need their own spaces to analyse, build confidence and then choose and strengthen leaders who can represent them. Since the LIFT project, there has been some discussion within CARE Timor Leste about the wisdom of women's groups but the HAN mid-term review included some useful reflection on this issue. The review found that although mixed farmers groups comprised 60% women, only 33% of group leaders were women;

“Women's participation without changing the structures which demand women stay home and stay silent does not necessarily lead to their empowerment. In Timor Leste, women's NGOs have identified separate women's groups as an important vehicle to provide transformational interventions that can build women's confidence and enable existing power structures to be challenged. Women's empowerment requires both the opportunity for women to meet together and break out of male dominated decision making, as well as changing male attitudes within the community to have greater respect for women.” (Wigglesworth, 2012).

It is strongly recommended that MAKAS form women's groups for project implementation. To gain the interest of women and increase their legitimacy, the groups will need to have a central activity related to the livelihood component of the project such as home gardens or Village Savings and Loans (VSLA). However, the explicit rationale behind the group will be to ensure women have influence and voice in the wider processes of watershed management, local planning and project implementation and monitoring. Group membership will need to be broad and representative, including those whose participation is often limited due to caring responsibilities or lack of labour in the household.

With levels of illiteracy amongst women at 50% the project needs to consider how information is best transmitted to women. MAKAS could consider using the example of the Oxfam-led

¹⁵ From Strong Women: Strong Communities. CARE (page 38)

Consortium in involving women themselves in designing materials and manuals and in identifying the topics and issues that will be most important and influential for them.

BUILDING CAPACITY WITHIN THE CONSORTIUM

CARE recognises that staff attitudes are central to the success of projects and gender mainstreaming¹⁶ and for MAKAS this means developing a staff team that can promote gender equality through all their interactions within the workplace and community. It means developing a set of norms with all staff for working within the community that can be communicated to project participants and for staff to find both the willingness and means to challenge cultural norms that have a negative impact on women's status and participation.

Norms are a set of behaviours and ways of working that promote gender equality and can be communicated to communities to reduce the risk of offence and misunderstanding. The CARE Code of Conduct is an example. Norms which might be appropriate for MAKAS include:

- Timely and clear communication about meetings, activities and schedules.
- Always meeting both men and women when working in the community.
- When there are decisions to be made, important discussions or priorities chosen, women have a separate space and an opportunity to deliberate amongst themselves.
- While valuing the importance of eating together, women should not be expected to prepare food for consortium members working in communities.
- Actively challenge gender stereotypes about what men and women can and can't do and provide examples from our own lives
- Promote gender equality through our staffing and the way we behave with each other in the community
- Adapt to the community; visit people in their households if they can't make it to scheduled meetings.

The current levels of knowledge and skills to work on gender within the CARE and local partner staff teams are mixed. Staff were not able to participate in the process of gender and power analysis which led to this report and consequently, gender training, with the specific objective of having an informed discussion prior to adopting, adapting and implementing the provisions in this gender mainstreaming strategy should be conducted for all those involved in the project. Field staff should then receive specific training in the sensitisation tools and approaches which will be used with the communities. The training needs to come from a human rights perspective, using national policy and instruments to tackle difficult and contentious issues around traditions and culture.

The HAN gender analysis identified that a predominately male team who have not received a lot of gender training will struggle to work in a gender sensitive manner. The review recommended that

“enhancing the skills of HAN staff ...will give CARE the building blocks to progress women's empowerment in their project locations”

¹⁶ Strong Women: Strong Communities. CARE (p37)

It is also important to note and recognise the acute gender imbalance that exists within the teams that comprise the consortium. MAKAS should set a target across CARE and partners to have female staff in decision making positions.

The Gender Equity and Diversity Audit report makes a number of good recommendations to improve attention to gender equality throughout CARE Timor Leste projects. The impact of these should be felt by the MAKAS project. Key recommendations from the audit for MAKAS are:

- Develop strategies to ensure equal access to employment in CITL, especially by women and people from diverse groups.
- Provide training on integrating gender and diversity through the project cycle.
- Develop and promote 'gender champions' in each project team. *Given that MAKAS has already started this role should be taken by a primary influencer; the project manager or coordinator.*
- Provide on the job support for gender mainstreaming in projects through the formal and informal involvement of the Gender Focal Point and others.

A PARTNER WHO CAN ENGAGE WOMEN

CARE should consider including a fifth partner in the project with the specific remit of conducting gender training within communities and engaging the women's groups; building the skills and confidence that women need to participate in developing detailed resilience action plans, the GMF, the watershed management discussions and planning and in other local planning processes. This partner will be able to represent women's voice more effectively than the existing consortium partners and can also provide training and support to the steering and operating committees and the other consortium members. An example of the effectiveness of such interventions came from Rose Sarmiento, the chief of the GMF and female *conselho de suko* member for Kailulema who could recall how the systematic leadership training by FOKUPERS ahead of the *conselho de suko* elections was instrumental in building her confidence to stand and take up these positions.

MAKE A SPECIFIC EFFORT TO ENGAGE THE MOST VULNERABLE

Communities are aware of who the most vulnerable are in a community and can identify them for CARE and partner staff. A careful definition needs to be used; for example female headed households and households who have a high care burden rather than the poorest, as everyone in the village feels poverty to some degree. The realities of meeting livelihood needs for these households may leave them with little mobility or time and rather than thinking to include them in the mainstream project activities, the first step should be to understand how the project might adapt to them. These households need to be visited on an individual basis to encourage them to be involved in the project and to determine what activities might be appropriate for them. Follow up visits should be made at mid-term to determine their participation and likely benefit from project activities.

BUILDING CAPACITY WITHIN GOVERNMENT

The project expects a number of outcomes to be delivered through extension workers from MAF and DNSAS and will no doubt include a training component with them. However, their low levels of engagement with women and the lack of knowledge about gender have implications for how these staff will work and engage men and women in climate change analysis and planning for adaptation. Specific gender training should be part of the capacity development support for government staff and it seems likely that it will be delivered by SEPI. The project can play a coordination role with SEPI and other technical projects like BESIK, finding out what support they can provide and their planning within Liquica and then facilitating this where necessary.

IMPROVE COORDINATION

Improve coordination of project activities in the community amongst CARE interventions (education, health, HAN and MAKAS), with Water Aid and implementing partners and with other actors. As noted previously, poor coordination is a gender issue as there are opportunity costs associated with women's participation and if frequent participation in various activities is demanded it is the poorest and most excluded who will not be able to attend.

BE VISIBLE IN PROMOTING GENDER EQUALITY

The gender and power analysis unearthed a lot of specific work that has been going on across Liquica. If the project is going to invest in gender equality and women's empowerment to enhance the outcomes of MAKAS then it should raise its profile amongst the gender community. This could involve coordination with the SEPI focal point in Liquica and linking up at a National level. The project needs to set the standard for women's representation through its Steering and Operating Committees.

9. CONCLUSION

Despite the challenges of the field work it has been possible to draw upon the strong quantitative data from the baseline survey and secondary data from other gender analyses in Liquica District to answer the key questions for the Gender and Power Analysis. The findings concentrate the attention of the Gender Mainstreaming Strategy on women's participation in decision making and processes at the *aldeia* level and beyond as well as ensuring more equity in household responsibilities in order that women can be more active in other areas. Underpinning the success of the strategy will be the development of a deeper understanding of gender equality amongst the Consortium Staff and managers, beyond the sharing of productive workload of men and women, to actual involvement of women in developing and implementing strategies for climate change adaptation.