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# Gender Assessment

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## **FP109: Safeguarding rural communities and their physical assets from climate induced disasters in Timor-Leste**

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**GREEN  
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**Annex XIII (c)**

**Gender Assessment and Action Plan**

**Safeguarding communities and their physical assets from  
climate induced disasters in Timor Leste**

## I. INTRODUCTION

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### Background

The proposed project is designed to safeguard vulnerable communities and their physical and economic assets from climate change induced disasters in Timor-Leste. The proposed project aims to address the existing barriers and shift the baseline scenario towards climate resilience. The project will directly benefit 19,751 households, comprising 15% of the total population. The direct beneficiaries of the project are 175,840 (89,643 males, 86,197 females) and the indirect beneficiaries are 346,160 (176,473 males, 169,687 females) living in the six municipalities. The proportion of men and women benefitted by the project is almost the equally balanced – 51% males and 49% females.

Previous assessments undertaken to understand the gender roles and the differential impact of climate induced disaster risks and climate shocks have underscored the established notion that women, children and elderly are more vulnerable to the negative impacts of climate change. To assess if this widespread notion holds true in case of Timor-Leste or not, UNDP had undertaken a four-way gender analysis in six municipalities to assess:

- a) the overall differential impact of climate change and disaster risks and existing coping mechanisms and adaptive capacity in six municipalities on men and women;
- b) impact of the climate resilient small scale rural infrastructures and community based adaptation measures on the lives and livelihood of men and women and;
- c) role of women in contributing towards gender responsive planning and building resilience at the community level;
- d) policy gaps that need to be addressed to strengthen and foster mainstreaming gender into climate and disaster risk management interventions.

This gender assessment<sup>1</sup> provides an overview of the gender situation in Timor-Leste in the context of the impact of climate change, coping mechanisms, climate vulnerabilities, policy gaps, institutional capacities and the need assessment to better address the existing gender based differential challenges and opportunities. The assessment explored both existing and potential mechanisms to aid in mainstreaming gender into the overall development activities, with emphasis on climate resilient development.

The gender assessment was based on **primary data collection** through site visits, where key informant interviews and focused group discussions were conducted along with consultation workshops with the key stakeholders at both national and sub-national levels. This was

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<sup>1</sup> While women are the largest vulnerable group that suffer from discrimination and exclusion, other minority groups such as disabled people, elderly, youth, LGBTI and ethnic minorities often suffer similar issues and therefore actions described in the GAP may also be applicable to them. Where an action can have benefits beyond purely gender aspects, it should be read to include and apply to other vulnerable groups as relevant.

complimented by further analysis of the gender related documents, policies and climate change policy instruments through a **desk review**.

**a) Primary Data collection:**

With the insights from the secondary information, primary data collection was prepared, such as checklists for interviews, identification of appropriate & context specific gender assessments tools, and other participative approaches to support the gender assessment.

Throughout the community engagement, the study team undertook several initiatives to ensure integration of women such as holding women-only focus group discussions, or separating women and men. These enabled women to express their concerns and perspectives freely. A concluding 2-day validation workshop held between 23<sup>rd</sup>- 24<sup>th</sup> March 2017 also served to obtain some additional information that was not possible to obtain during the field visit and consultations with stakeholders.

**b) Desk Review:**

The assessment made use of available resources and insights from primary data collection to inform and strengthen the analysis with specific focus on the core components of the climate change (adaptation, resilience and disaster risk management) aspects. Documents and literature consulted primarily consist of:

- i) Literature (international) on gender and climate change and DRR;
- ii) Literature on climate change and disaster risks on Timor-Leste; and
- iii) Key relevant documents pertaining to existing policies and gender mainstreaming instruments and tools adopted in Timor-Leste
- iv) Programme documents, narrative reports, country report on risks analysis and other documents and various materials produced within the scope of the two projects

## II. GENDER EQUALITY AND SOCIAL INCLUSION IN TIMOR-LESTE

### Gender Inequality Index

Timor-Leste’s Gender Development Index (GDI)<sup>2</sup> value and its components are comparative to selected countries and groups; the GDI reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity and calculated for 161 countries.

Timor-Leste’s GDI value and its components relative to selected countries and groups

	Life expectancy at birth		Expected years of schooling		Mean years of schooling		GNI per capita		HDI values		F-M ratio
	F	M	F	M	F	M	F	M	F	M	GDI value
<b>Timor-Leste</b>	70.1	66.5	11.3	12.0	3.6	5.3	3,122	7,530	0.548	0.631	0.868
<b>Fiji</b>	73.2	67.2	16.0	15.5	9.8	10.0	4,274	10,592	0.699	0.743	0.941
<b>East Asia and the Pacific</b>	76.0	72.2	13.0	12.8	6.9	8.0	9,017	13,780	0.692	0.730	0.948
<b>Medium HDI</b>	70.6	66.8	11.5	11.8	4.9	7.3	3,333	9,257	0.574	0.667	0.861

UNDP. 2015. Human Development Index. Work for Development. Briefing note for countries on the 2015 Human Development Report. Timor-Leste

The following sections illustrate the sector specific gender disparities. For example, in the **economic sector**, the existing patriarchal system in Timor-Leste undermines women vis-à-vis men and subsumes their contribution to society even when they are educated or come from wealthy households.<sup>3</sup> Women’s contribution to the economic sector is significant, yet their contributions are not fully acknowledged and made ‘visible’.

- **Violence against women and girls** in Timor-Leste, is a widespread problem and has largely prevented women in participating actively in all aspects of development.<sup>4</sup> This is evident from police data of high incidence of reports of gender-based violence and specifically domestic violence, which was the most frequently reported crime across all districts of the country between 2000 and 2009.<sup>5</sup> The 2009-2010 Demographic

<sup>2</sup> UNDP. 2015. Human Development Index. Work for Development. Briefing note for countries on the 2015 Human Development Report. Timor-Leste; Note: Gender Development Index (GDI), introduced in 2014 is a new measure based on the sex-disaggregated Human Development Index, defined as a ratio of the female to the male HDI. The GDI measures gender inequalities in achievement in three basic dimensions of human development: health (measured by female and male life expectancy at birth), education (measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older); and command over economic resources (measured by female and male estimated GNI per capita).

<sup>3</sup> USAID- ADAPT Asia Pacific. 2014. Strengthening Community Resilience to Climate Induced Natural Disasters in Timor-Leste. Gender Report. P.16

<sup>4</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). P.4. Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

<sup>5</sup> Harris-Rimmer, S. (2010). Sexual and gender-based violence. In R. Muggah and E. Lebrun (Eds), Timor-Leste armed violence assessment final report (pp. 37-52). Geneva: Small Arms Survey. Retrieved from [http://www.internaldisplacement.org/8025708F004CE90B/%28httpDocuments%29/87C23BB27D31653AC12577F500556A5D/\\$file/full\\_report.pdf](http://www.internaldisplacement.org/8025708F004CE90B/%28httpDocuments%29/87C23BB27D31653AC12577F500556A5D/$file/full_report.pdf)

Health Survey (DHS) found that 35% of women aged 15-49 have experienced physical violence in their lifetime, with 29% of women experiencing physical violence often or sometimes in the past 12 months.<sup>6</sup> The DHS survey also reported that about 3% of women aged 15-49 have experienced sexual violence.<sup>7</sup> Social acceptance of domestic violence also impedes the implementation of the law.<sup>8</sup>

- **Participation in Labour Force** within the existing patriarchal system in Timor-Leste undermines women vis-à-vis men and subsumes their contribution to society even when they are educated or come from wealthy households.<sup>9</sup> Women’s contribution to the economic sector is significant, yet their contributions are not fully acknowledged and made ‘visible’. This is exemplified by data showing gender disparities in labour force participation rate, that varies significantly by age:<sup>10</sup>
  - Among men, the participation rate is above 80% for those aged 30–49, and it is also higher for those in urban areas than those in rural areas.
  - Among women, the participation rate is higher for relatively older age groups: those aged 55–59 in urban areas and those aged 45–49 and 55–59 in rural areas.
  - Compared with men, labour participation among women aged 30–34 and 35–39 (in rural areas) is low, showing the largest gender gap in these age groups. This large gender gap suggests that women of prime childbearing and childrearing ages including women’s household responsibilities, especially child care, are likely to constrain their engagement in the labour market.

The disparities in labour force participation with lower participation of women illustrates a statistical bias of the term as adopted in most labour force surveys; for example, people engaged in work solely for household consumption, such as tending to the family garden, are not counted as “employed” to capture primarily market-oriented jobs and track trends in the labour market.

- **Gender disparities in the formal sector** means only 39 percent of females are employed or available for work, compared to 69 percent of males. Whilst over 55 percent of men aged 10 years and above are employed compared to only 28 percent of females. Women are less likely than men to be self-employed or employers, as men hold most jobs in both the private and public sectors.<sup>11</sup> While women in decision-

<sup>6</sup> Demographic Health Survey (2010), p.228

<sup>7</sup> Demographic Health Survey (2010),p. 233

<sup>8</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). Pp.6-7. Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

<sup>9</sup> USAID- ADAPT Asia Pacific.2014. Strengthening Community Resilience to Climate Induced Natural Disasters in Timor-Leste. Gender Report. P.16

<sup>10</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P. 72.

<sup>11</sup> Timor-Leste Census Report-2010

making positions had a comparatively higher level of education than their male counterparts. Most of the unemployed were male (63%).

A general observation noted that of all women primarily economically inactive, more than one third (42%) were making some sort of economic contribution. Predominately in unpaid farming activities (29.5%) or through making tais (weaving), tablecloths, kurse or necklaces (7.1%). While Only 23 percent of inactive men were making an economic contribution, doing unpaid farming work (17.8%).<sup>12</sup>

According to the 2010 Business Activity Survey, the private sector employs almost 47,000 people across the country, with nearly one third (30%) of those being women.<sup>13</sup> The most profitable industry in the private sector is retail and wholesale trade, contributing more than USD108 million in added value to the economy in 2010. Women hold 38% of jobs in this industry and it employs 4,600 (33%) of the 13,900 women who work in the private sector.<sup>14</sup> Construction is the next most profitable industry, where women hold 13% of jobs. The highest concentration of women in the private sector is in the accommodation, food and services industry, in which more than two thirds (68%) of employees are women.<sup>15</sup>

- In case of **access and control over the resources**, including property and assets, women face serious economic constraints. The prevailing patriarchal norms, and customary law systems (commonly referred to as ‘lisan’ in Tetun), greatly influence the access to and control over resources, which tend to favour boys/men.,<sup>16</sup> and these norms translate further into rights to inheritance and property, or obtaining business finance, etc. This is despite provision in the 2011 Civil Code for women and men to enjoy equal rights to inheritance of land, as well as succession,<sup>17</sup> customary law prevails.

The inheritance system continues to follow traditional matrilineal and patrilineal lines, especially in rural areas. In Timor-Leste, ‘matrilineal’ communities do not exceed 12.5% of the population.<sup>18</sup> Even within the matrilineal community, mostly traditional patriarchal asset control prevails, with all assets (land, house etc.) belonging to a husband, and being inherited by male descendants only.

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<sup>12</sup> Timor-Leste Census Report-2010

<sup>13</sup> Secretary of State for the Promotion of Equality (SEPI). 2014. Beijing Platform For Action National Review and Appraisal Report. 2014. P. 37

<sup>14</sup> *ibid.*

<sup>15</sup> *ibid.*

<sup>16</sup> Land tenure, in Timor-Leste is extremely complex and compounded by the fact that it does not have precise information on landownership and agricultural land use. The landownership and titling is a major issue in the country with its long history of transformation. Historical events such as independence in 1999, wherein most of land was occupied without official title deeds, conflicts in 2006, have pushed people to remote and unsuitable land (steep slopes), which is a critical factor that influences the social vulnerability of the communities; see World Bank. 2015. Building Climate and Disaster Resilience in Communities along Dili-Ainaro and Linked Road Corridors Project. Component 1: Natural Hazard Risk Assessment. Synthesis Report

<sup>17</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). P.6. Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

<sup>18</sup> Narciso et al. (2012). “Land and Gender in Matrilineal Timor-Leste”

Furthermore, as stated in Social Institutions and Gender Index (SIGI); while there are no reported legal restrictions on women’s access to financial services, including credit, women have virtually no access to it. Moreover, Women often need references, husband’s signature or face difficulties filling out the forms due to illiteracy and, as such, experience barriers in applying for loans.<sup>19</sup>

- The gender (in)equality scenario and gender dynamics is similar in the case of **climate change and disaster risk** realm. Climate change and disaster risks have been found to have differential impact on men and women, mainly emanating from differences in the gender-based roles. The magnitude of the impact is usually a factor of level of vulnerability of the communities in addition to the level of dependence on the natural system for livelihood. Women, in general, face different levels of risk and have different vulnerabilities and coping capacities resulting from gender-based political, cultural and socioeconomic differences and inequalities that persist throughout the world. Irrespective of gender, the causal effect of climate change and disaster risks is expected to increase proportionally with the level of human development, coping mechanisms and policy instruments that contribute towards creation of enabling environment. In the case of countries like Timor Leste where the staple source of household income is still agriculture-based activities, where sustenance farming prevails extensively and where rural infrastructures are either non-existent or need major overhaul, the lives of rural communities, especially women and girls are more sensitive to climate change and disaster risks.

In rural Timor-Leste, the burden of agricultural work, coffee harvesting and caring for home gardens is generally shared between men and women. However, domestic responsibilities such as child-rearing, cooking, cleaning and overall family wellbeing, reflects traditional gender roles. This implies that women’s vulnerabilities to climate change and disaster, while similar to men, include specific additional concerns such as:

- Access to water and firewood;
- destruction of and damage to the home gardens;
- damage to seeds;
- hindered access to markets and hence sale of products/ generation of cash;
- diseases and access to clinics; and
- closing of schools.
- Post-disaster health care

Due to the social and family roles of women, the lack of access to water is a critical limitation imposed on women by climate change. Women have to spend on average 2-3 hours a day on fetching water either directly from the source or from the nearest communal tap. Therefore, securing water for household and farming purposes

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<sup>19</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). P.7. Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

through climate resilient water supply systems will bring considerable opportunities for improving women’s daily lives, health and livelihood. The need and priority of this intervention has been verified during consultations, interviews and community meetings with all women groups.

In general, male-headed households have higher incomes than female-headed households and overall there is a considerable difference in the income of male-headed households, which emphasises the increased vulnerability of female-headed households. Pregnant and nursing mothers are particularly vulnerable because of their increased need for food and water and their decreased mobility. As the primary caretakers of their homes, women tend to the needs of children, elderly and the disabled. This increases their workload and reduces their mobility in cases where quick evacuations are required or where they live a long distance to water supply facilities. It is known that the consequences for the balance between productive and reproductive activities of women is severely altered during and after flood event and has impacts on the resilience and income of a household.

- **Education** in Timor-Leste has succeeded in achieving gender-parity in primary and secondary school with girls’ rate exceeding boys: in 2010, 94% of primary school age girls and 92% of boys were enrolled in school. Net enrolments in presecondary school were 34% for girls and 27% for boys.<sup>20</sup> Thus in Timor-Leste, the difference between females and males’ education in terms of numbers is not significant; but the largest gender gap in education attendance is at tertiary level with almost 60 percent of university and polytechnic/diploma students being male.<sup>21</sup>

As for **fields of study at tertiary institutions**, most women get their qualifications in areas such as economics and management (54% of graduates in 2010 were women) or teaching (41%). In 2010, fewer women graduated from the fields of engineering (21% of graduates were women), law (29%), public administration (31%), and agriculture (38%). While there has been an increase in the proportion of women studying economics and public administration, whereas their representation has fallen in law and agriculture.<sup>22</sup>

**Whereas female literacy** has risen from 43 per cent in 2007 to 70 per cent now but this is still below the 80 per cent literacy rate for males.<sup>23</sup> In Timor-Leste, especially in the rural areas, a reason attributed to the high drop-out rate among female students is attributed to ‘the great distances between home and schools serve as an obstacle for female students, especially those who live in rural areas. Parents do not normally allow their daughters to travel too far from their homes, as girls are thought to be

<sup>20</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P.xiii

<sup>21</sup> Timor-Leste Population and Housing Census 2010; Analytical Report on Gender Dimension. Volume 4.

<sup>22</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P. 26

<sup>23</sup> O’Dwyer Barbara & Kelly Marion. 2013. Timor-Leste Health Program. Gender Analysis. P. 9. Cited from CEDAW 2009

vulnerable'.<sup>24</sup> Early marriage could be a factor for the high drop-out rates as also other consequences including participation in productive activities, and health. Wide disparities in education results in different abilities for women and men to acquire and process information and to communicate in face of disasters as well as to CCA measures.

- **Early marriage and reproductive health-** early marriage continues to take place in Timor-Leste, mainly in cases where a marriage has been arranged at birth or because of extreme poverty where 'barlake' (bride-price) can be agreed.<sup>25</sup> As per the United Nations reports, (based on 2009 data), 8.1% of girls between 15 and 19 years of age were married, divorced or widowed (down from 10.6% in 2003); compared to 0.4% of boys in the same age range (down from 0.6% in 2003).<sup>26</sup> Traditional attitudes and limited economic opportunities encourage women to marry and begin childbearing at a relatively young age, leading to high fertility rates. In terms of **reproductive health** high fertility, limited access to health services, safe water, and improved sanitation facilities increase the risk of maternal and child mortality.<sup>27</sup> Although showing a declining trend, maternal (decreased from 660 per 100,000 live births in 2003 to 557 in 2009-2010, is the highest in the world) and child mortality (decreased from 60 deaths per 1,000 live births in 2003 to 45 in 2009–2010,) are key issues for women, and have been identified as the top public health priorities by the Ministry of Health (MoH)<sup>28</sup>.
- **Decision making-** Timorese women face significant inequality as compared to men in respect to **decision making** <sup>29</sup> and restricted both at private and public sphere. Women's participation in the decision-making process is limited by time constraints, gender stereo-types and patriarchal attitudes. In daily life, cultural norms in Timor-Leste assign the dominant role to men (patriarchal system) in planning or decision-making, with tradition and customary law favouring men over women.<sup>30</sup> Men as head of the household make decisions especially those having economic implications while women about their health & minor purchase; senior women hold a higher status than other women. Thus, in households all major decisions pertaining to economic decisions are made by men.

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<sup>24</sup> USAID. 2014. Patriarchal Barriers to Women's Political Participation in South-East Asia: Lessons from the Philippines, Cambodia, Malaysia, Indonesia, and Timor-Leste on Patriarchy and the Rise of Women's Participation in State Politics. P. 13

<sup>25</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). P.1. Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

<sup>26</sup> OECD Development Centre. 2014. Social Institutions and Gender Index (SIGI). Accessed on 16th January 2016. <http://www.genderindex.org/country/timor-leste>

<sup>27</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P.xiv

<sup>28</sup> ibid

<sup>29</sup> Timor-Leste Population and Housing Census 2010; Analytical Report on Gender Dimension. Volume 4. Note- the data on education and work employment is also from this source

<sup>30</sup> USAID- ADAPT Asia Pacific. 2014. Strengthening Community Resilience to Climate Induced Natural Disasters in Timor-Leste. Gender Report. P.16

Similarly, the public sphere too is dominated by males with limited participation of women in decision making process (Details in Chapter -III under Women’s participation and Leadership).

The common barriers for women to enter leadership position in Timor-Leste include:<sup>31</sup>

- lower education and literacy compared to men;
  - discrimination in recruitment;
  - negative stereotypes and attitudes towards women’s participation in public life;
  - attitudes to women’s traditional role in the home;
  - little support from families and political parties, especially little support for women to engage in politics as independent candidates without political party support;
  - decision making;
  - low solidarity between women;
  - low civic awareness, and low confidence to put themselves forward as candidates.
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- **Agriculture:** Over 80% of Timor-Leste’s rural population depends on **agriculture** and natural resources for their livelihoods.<sup>32</sup> The geographic characteristics of Timor-Leste make it less than ideal for agricultural production with rugged, erosion-prone terrain, poor soils, and varying, often unpredictable rainfall.<sup>33</sup> With more than 90% of the agriculture systems in rural areas are rain-fed, <sup>34</sup> and is currently shaped by a predominance of small subsistence farms with low levels of production and productivity.<sup>35</sup>

Households rely heavily on the cultivation of staple crops such as maize, rice, cassava, and sweet potato; Crop yields are well below the average for East Asia, leading to problems of food security in many communities, especially during the country’s dry seasons as other sources of income are limited and irrigated areas are lower.<sup>36</sup> As reported in a study, poorer households are more vulnerable to increased food insecurity because their livelihoods are more reliant on a staple food crop that is sensitive to climate hazards, such as maize production for food and income than other households. This clearly demonstrates a linkage between poverty and vulnerability to climate change.<sup>37</sup>

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<sup>31</sup> Op.cit. USAID- ADAPT Asia Pacific.2014.

<sup>32</sup> Care. 2015, Food, water, rain, risk: the uphill struggle to adapt. Final evaluation of the MAKAS project on community-based adaptation in Timor-Leste p. 1

<sup>33</sup> World Bank. 2009. Timor-Leste: Country Environmental Analysis. P. 1

<sup>34</sup> Care. 2015, Food, water, rain, risk: the uphill struggle to adapt. Final evaluation of the MAKAS project on community-based adaptation in Timor-Leste p. 1

<sup>35</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P. 76. Cited from Government of Timor-Leste. 2011. Timor-Leste Strategic Development Plan 2011–2030. Dili.

<sup>36</sup> World Bank. 2009. Timor-Leste: Country Environmental Analysis. P. 7

<sup>37</sup> Care International. (nd). Livelihood security in a changing climate

Key challenges include a lack of road and power infrastructure to get produce to markets, as well as limited access to finance and skills to develop more commercial operations.<sup>38</sup> Mobility through stable and passable local roads and bridges not only reduces the risk of casualties during extreme climate events, but also directly contributes to increased livelihood opportunities. Climate resilient roads are also of high significance for both women and men, particularly those in disadvantaged and remote communities.

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<sup>38</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P. 78. Cited from Government of Timor-Leste. 2011. Timor-Leste Strategic Development Plan 2011–2030. Dili.

### III. MECHANISMS TO ADDRESS GENDER INEQUALITY IN TIMOR-LESTE - LEGAL AND ADMINISTRATIVE FRAMEWORK

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The government of Timor-Leste's consistent political commitment to gender equality is demonstrated through the priorities given to the gender equality and gender inclusion at political and programmatic levels. The gender equality priorities are enshrined in the constitution as well. Article 17 of the Constitution, calls for equality between sexes in all areas of family, political, economic, social, and cultural life, while Article 16, calls for nondiscrimination on various grounds, including gender.<sup>39</sup> The government also adopted formal strategies to advance gender equity, namely:

- Gender mainstreaming is mandatory across all government laws, policies, programmes, processes and budgets, at the national as well as local level;
- Policies and frameworks to be developed to empower women socially and economically through various livelihood support measures;
- Basic services to protect women from risks to be improved;
- Mechanisms to provide financial support to women leading households strengthened
- Education programmes will be introduced to promote the retention of girls at higher levels, particularly at the secondary and tertiary levels;
- More women to be employed across the civil service, also in senior positions;
- Policies, training and leadership programmes to be developed to support women in taking on decision-making roles in the public and private sectors;
- In addition, national zero-tolerance policy for violence in schools and homes will be introduced.

The government's commitment is also reflected in Timor-Leste Strategic Development Plan (SDP) 2011–2030. The SDP acknowledges women's contribution to the country's communities, farming-sector, economy and homes, despite lacking in proper recognition and without adequate support. In addition to ambitious agenda for the nation's future, with emphasis on social capital, infrastructure development, and economic development, focuses on achieving gender equality goals through the adoption of the following strategies:<sup>40</sup>

Some of the national gender considerations are influenced by the **international commitments** that Timor-Leste has made in a capacity of a signatory or party to international conventions and protocols.

The internationally agreed **Hyogo Framework for Action** (HFA 2005- 2015) makes special references to the following as priorities and general considerations <sup>41</sup>: "*A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information*

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<sup>39</sup> Constitution of the Democratic republic of Timor-Leste. Part II, Fundamental Rights, Duties, Freedom and Guarantees. Title I General Principles- section 16 (Universality and Equality); Section 17 (Equality between women and men)

<sup>40</sup> Timor-Leste Strategic Development Plan. 2011-2030. Pp. 50-51

<sup>41</sup> Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters', [www.unisdr.org/eng/hfa/hfa.htm](http://www.unisdr.org/eng/hfa/hfa.htm).

*management and education and training.*" Similarly, the guiding principles of Sendai Framework for Disaster Risk Reduction (2015–2030) that has superseded HFA, states that "A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted"<sup>42</sup>

More generally, the UN system has taken action toward achieving gender equality, such as by adopting the **Convention on the Elimination of All Forms of Discrimination (CEDAW)** against Women in 1979 and the Beijing Platform for Action in 1995 at the Fourth World Conference on Women in Beijing, which established gender mainstreaming as a global strategy for the promotion of gender equality.<sup>43</sup>

The **Incheon Declaration on Disaster Risk Reduction** in Asia and the Pacific 2010<sup>44</sup> recognizes the need to protect women, children and other vulnerable groups from the disproportionate impacts of disaster and to empower them to promote resiliency within their communities and workplaces; Thus gender serves as an important dimension of both vulnerability and adaptation, that is, whether and how women, men, boys, and girls from all minority, marginalized and diverse groups are affected by and respond to climate change and disasters.<sup>45</sup>

As a party to the **UN Framework Convention on Climate Change (UNFCCC)** and ratifying **Paris Agreement**, Timor-Leste has recognized the importance of involving women and men equally in UNFCCC processes and in the development and implementation of national climate policies that are gender-responsive by establishing a dedicated agenda item under the Convention addressing issues of gender and climate change and by including overarching text in the Paris Agreement<sup>46</sup> and the two goals included are:<sup>47</sup>

- Improving gender balance and increasing the participation of women in all UNFCCC processes, including in delegations and in bodies constituted under the Convention and its Kyoto Protocol, and;
- Increasing awareness and support for the development and effective implementation of gender-responsive climate policy at the regional, national and local levels.

Under the Lima work programme on gender, parties agreed to review progress towards achieving these two goals in 2016 at COP 22 in Marrakech.<sup>48</sup>

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<sup>42</sup> Sendai Framework for Disaster Risk Reduction 2015 – 2030. Guiding principles -d

<sup>43</sup> See further: UN Office of the Special Adviser on Gender Issues and Advancement of Women, Gender Mainstreaming: An Overview, 2002, [www.un.org/womenwatch/osagi/pdf/e65237.pdf](http://www.un.org/womenwatch/osagi/pdf/e65237.pdf)

<sup>44</sup> The Heads of Governments, the Ministers, and the Heads of Delegations of the countries of Asia and the Pacific, attending the Fourth Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) in Incheon, Republic of Korea, on 25-28 October 2010;

<sup>45</sup> WEDO & Global Gender and Climate Alliance (GGCA). 2016. P.4 cited from Pettengell C (2010) Climate change adaptation: enabling people living in poverty to adapt (Oxfam GB).

<sup>46</sup> UNFCCC. 2017. What is the connection and why is Gender and Climate Change important? Accessed on 25<sup>th</sup>; April 2017. [https://unfccc.int/gender\\_and\\_climate\\_change/items/7516.php](https://unfccc.int/gender_and_climate_change/items/7516.php)

<sup>47</sup> The twenty-first session of the Conference of the Parties (COP) and the eleventh session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP) took place from 30 November to 11 December 2015, in Paris, France. [http://unfccc.int/meetings/paris\\_nov\\_2015/session/9057/php/view/decisions.php](http://unfccc.int/meetings/paris_nov_2015/session/9057/php/view/decisions.php) ; accessed on 17<sup>th</sup> January 2017

<sup>48</sup> UNFCCC. Gender and Climate Change - Intergovernmental Process. accessed on 17th January 2017 [https://unfccc.int/gender\\_and\\_climate\\_change/items/9619.php](https://unfccc.int/gender_and_climate_change/items/9619.php);

Though the gender equality is enshrined in the Constitution and given adequate consideration in the SDP, gender disparity and need for a better social inclusion is felt across the sectors. One of the fundamental causes of gender disparity is gender stereotypes. Existing gender **stereotypes** in the Timorese society limit livelihood & income generating opportunities, including developing skills in non-traditional areas, access to productive resources for women and men (girls and boys). Men, for example were more concentrated in occupations such as protective service workers, builders and car, taxi and van drivers. While women were more often working as housekeepers, weavers and gardeners.<sup>49</sup> Gender stereotypes are also reflected in the types and levels of work that men and women take and the trainings that women and men receive in the technical and vocational education and training (TVET) Programmes, which in turn channels women and men into different jobs.<sup>50</sup>

**Institutions:** In Timor-Leste, the Secretary of State for the Promotion of Equality (SEPI) was established as an **institution** and legal agency and a central Government body with the objective of strengthening women’s rights and gender equality.<sup>51</sup> Now known as Secretary of State for the Support and Socio-Economic Promotion of Women (SEM), is the overarching national machinery for gender equality. SEM is to provide technical support and coordinate government efforts to gender equality across all sectors, as well as to monitor the implementation of the commitments. SEM also coordinates with the Gender Working Groups (GWGs) to ensure effective collaboration and integration of gender mainstreaming in government activities. The GWGs mechanism is implemented both at the national and municipality levels, is to ensure increased inclusion of gender priorities in Ministerial Annual Action Plans and budgets.<sup>52</sup>

The SEM and the GWGs have the basic competencies on general gender issues, but require technical support to integrate gender in project implementation. have the following shortcomings:

- Lack of technical capacity to mainstream gender specific to CCA and DRR agenda or related projects. This is especially in the use of gender analysis tools, in combination with climate vulnerability risk assessment and providing policy support to projects pertaining to gender mainstreaming in CCA and DRR initiatives;
- Lack of influence within their respective institutions. Whilst not being consulted on project design, planning or in implementation of projects.

So far SEM’s, support to CCA and DRR related work has been limited. Similarly, the GWGs in each ministry has not been instrumental in gender mainstreaming because of their weak technical capacity specifically on gender related CC and DRR work.

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<sup>49</sup> Timor-Leste Population and Housing Census 2010; Analytical Report on Gender Dimension. Volume 4. Note- the data on education and work employment is also from this source

<sup>50</sup> ADB et al. 2014. Timor-Leste. Country-Gender Assessment. P.xiv

<sup>51</sup> Secretary of State for Promotion of Equality (SEPI). 2014. Beijing +20 National Review, Timor-Leste; p. 5. <http://iknowpolitics.org/en/knowledge-library/report-white-paper/beijing-20-national-review-timor-leste>

<sup>52</sup> Secretary of State for Promotion of Equality (SEPI). 2014. Beijing +20 National Review, Timor-Leste; p. 7. <http://iknowpolitics.org/en/knowledge-library/report-white-paper/beijing-20-national-review-timor-leste>

Consultations for this assessment also showed gender capacity gaps in institutions, such as Institute of Public Administration (INAP) who have a responsibility for training civil servants lack technical capacity on gender, and gender is not included in their curriculum. Moreover, courses on CCA and DRR which is being developed, should look to providing specific content on gender, CC and DRM/DRR as a separate course and integrated into other courses as well. The findings underscore that the main actors in e Timor-Leste’s institutional framework for gender equality, needs capacity strengthening, especially on gender work related to climate change and disaster risks.

Measures and Instruments to Promote Gender Equality, Women’s and Youth’s Empowerment	
1.	Ratification of the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and its accompanying Optional Protocol without reservation (16 April 2003);
2.	Adoption of the Millennium Development Goals;
3.	Establishment of the Office of the Advisor to the Prime Minister for the Promotion of Gender Equality (2002) which was then replaced by the Secretary of State for the Promotion of Equality (2007);
4.	Establishment of Secretary of State for the Promotion of Equality in 2007 through (Decree Law No.16/2008 of 4 June) <sup>53</sup>
5.	Establishment of Gender Focal Points in all 13 Districts <sup>54</sup>
6.	The adoption of the National Youth Policy by the Council of Ministers in 2007
7.	Establishment of a Gender Affairs Unit and a Vulnerable Persons’ Unit (VPU) in the National Police at the national and district levels;
8.	Adoption of Dili Declaration (“Dili Komprimisu”) by the National Parliament, Government and civil Society during the celebration of International Women’s Day 2008 (March 2008) as an acknowledgement and a political commitment to gender equality and investing in women and girls, to achieve sustainable development, address poverty and strengthen society.
9.	Establishment and integration of a parliamentary Gender Resource Centre as a formal organisational structure of the National Parliament under the new Parliamentary Law (15/2008, December 2008);
10.	Integration of a gender-responsive budgeting statement into the National Budget (since 2008);
11.	Establishment of Timor-Leste Youth Parliament;
12.	Submission of Timor-Leste first CEDAW compliance report (July 2009), for the first time in history, as part of their commitment to and accountability for gender equality and women’s empowerment in the country;
13.	<b>Adoption of Parliamentary Resolution on Gender-Responsive Budgeting (14 July 2009)</b>
14.	Adoption of a Law against Domestic Violence in 2010;
15.	<b>The formulation of a Working Group to draft the National Action Plan on Gender-based Violence (2011);</b>
16.	Adoption of the National Action Plan on Gender-Based Violence by the Council of Ministers (29 May 2012);
17.	Adoption of SEPI Five Years Strategic Plan 2010-2015;
18.	Implementation of the UN Security Council Resolution 1325 on Women, Peace and Security, such as through a Trilateral Conference and Cross-Learning session with Liberia and Ireland (2009-2010);
19.	Establishment of the National Gender Working Group in all ministry/Secretary of State at the national and district level (2012);

<sup>53</sup> SEPI was established by the Fourth Constitutional Government of Timor-Leste to replace its predecessor: The Office the Advisor on the Promotion of Gender Equality to strengthen Timor-Leste’s commitment to gender equality and women’s empowerment. SEPI is the government’s main body responsible for the design, execution, coordination, and assessment of policies related to gender equality.

<sup>54</sup> The Gender Focal Points structure has been replaced by the National Gender Working Group since 2012 through Council of Ministers Resolution 27/2011

20.	Integration and implementation of a gender mainstreaming strategy into various programmes within the ministries and Secretaries of State;
21.	Integration of a gender perspective into the Electoral Law at the national and Suco levels;
22.	Inclusion of women’s and youth’s representation in Suco Council;
23.	Increase of women’s quota in the candidate lists for the Parliamentary Election from at least one in every four (4) candidates on the party list must be a woman (Electoral Law 2006) to one in every three (3) candidates on the party list must be a woman (Amendment to Electoral Law 2006 in June 2011);
25.	Inclusion of a gender perspective into Timor-Leste Strategic Development Plan (SDP) 2011-2030;
26	Integration of gender equality and Gender-Based Violence in the Programme of the Fifth Constitutional Government 2012-2017 Legislature.

**Source: GIZ. Gender Analysis- “Building Peace by Improving the Employability and Income Opportunities of Marginalized Groups” Timor-Leste. pp. 8-10**

### **Administration Framework**

Timor-Leste has recently endorsed Decentralization Decree Law, which has strengthened and empowered sub-national administration units, mainly municipal authorities, municipal administrations, administration posts, sucos (villages) and aldeias (sub-village). With the additional authority and decision-making power, the sub-national administration units have a bigger role to play in engendering development process.

Hence, in addition to the national level, government authorities at municipal and suco levels are best placed to provide the necessary support for a gender responsive resilience-building agenda that has communities at its centre. There are two existing mechanism, namely, (i) Municipality Integrated Development Plan (PDIM) or Plano Desenvolvimento Integrado Municipal, and (ii) National Programme for Village Development or Programma PNDS (nasional Desenvolvementu Suku).

### **The PDIM process**

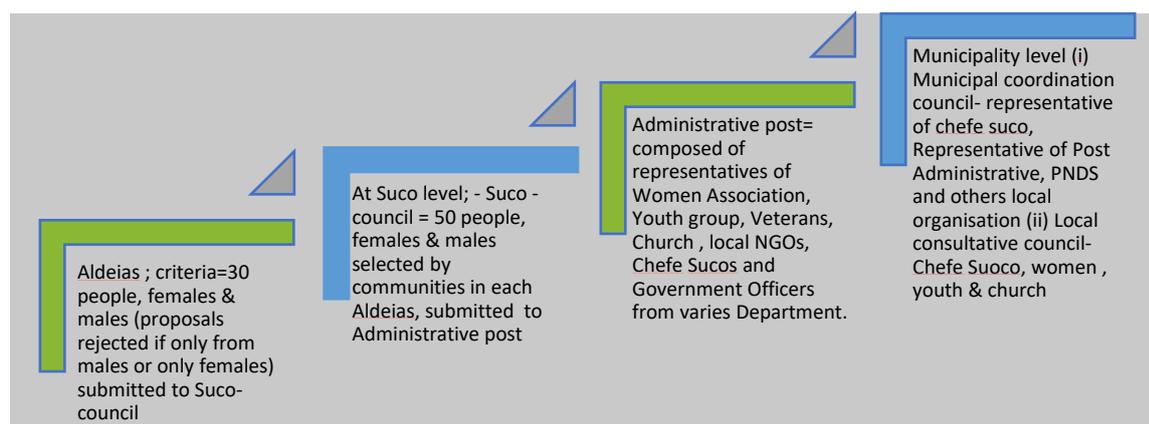
PDIM is one of the Government programme implemented throughout the country aimed at harmonizing the implementation of programmes conducted at the district level. The most notable change in terms of climate impacts and disaster risk reduction that PDIM will be faced with is the need to increasingly address the underlying causes of vulnerabilities in face of climate change and disaster risk. This is fundamentally relevant for gender issues, which link the vulnerabilities seen in climate adaptation and disaster response with the vulnerabilities that present challenges in development.

The PDIM has a planning mechanism integrated in its organisational structure and process established and implemented starting from Aldeia to Suco, Administrative post and Municipality level; the numerous stakeholders involved are: (i) Community members (ii) Suco Councils (iii) territorial delegations (iv) Sub-district Development Commission (v) The Ministries responsible for local Administrations (vi) Line Ministries and (vii) The National Development Agency.

During the field visits, as well as KIIs held on mainstreaming gender in the PDIM process, government representatives in the municipalities visited underscored that the project proposal review process based along the line of its organisation structure ensures that gender is integrated. Figure 2 shows the graphic depiction of the perspective of gender integration in the PDIM process. There were others who argued that despite the appearance of participation of women in the proposal review process there are certain gaps:

- It was revealed during discussions that proposals submitted by women’s groups - mostly related to water and livelihoods - often get eliminated at the end of the process by the committee. Community members underscored the need to provide training to support woman on developing good proposals, based on sound planning including identifying their need;
- There are no provisions and guidance on how females’ and males’ needs and concerns are taken into consideration in project design, planning and implementation and tracking impact;
- Allocation of budgets.

**Figure 1 Perspective of perceived gender integration in the PDIM process**



### PNDS process

The PNDS is a new, nation-wide community development programme of the Government of Timor-Leste. The PNDS channel funds directly from the Government to communities which will plan, construct and manage small-scale infrastructure projects in their sucos (villages). The types of infrastructure to be built or refurbished includes irrigation canals, local bridges, motorcycle paths, market places, kindergartens and sports facilities, water supplies, schools and health posts.

It was expressed that PNDS has more focus on gender from planning to implementation. Women from the village council submit proposals that are based on community discussion; although there is no specific fund for proposals from women’s groups. Generally, proposals from women groups are mostly related to water supply and livelihoods- such as agroforestry (for coffee, fruits and fuelwood), raising poultries, producing “tais”, setting up kiosks, and etc.



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As such, these priorities expressed by women groups have been fully affirmed and embedded into the GCF funding proposal.

## IV. GENDER ISSUES IN RESPONSE TO IMMEDIATE CLIMATE INDUCED DISASTERS AND CLIMATE RISKS

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In Timor-Leste, rural populations are greatly exposed to a range of hazards, including flash floods, landslides, soil erosion, coastal flooding and drought due to unfavourable terrain, socio-economic factors and intensification of these climate-induced hazards over time. Disasters, related risks and vulnerabilities have social as well as physical dimensions. Climate change and disaster risks have been found to have differential impact on men and women, mainly emanating from differences in the gender-based roles. The magnitude of the impact is usually a factor of level of vulnerability of the communities and the level of dependence on the natural system for livelihood. The impact of disasters and related risks are different for women and men. Shaped by gender roles and relations this is reflected in their differential capacity to respond to disaster. Gender inequality and women's disempowerment are the determining factors behind women and girls being disproportionately affected by climate change and disasters; and at the same time their 'skills and life experiences are not identified as resources, and, therefore, are not incorporated into risk reduction and disaster preparedness, relief or recovery efforts'. Unless these inequalities are adequately assessed and incorporated into climate change adaptation and DRR measures, the disparities are likely to be exacerbated.

Irrespective of gender, the causal effect of climate change and disaster risks is expected to increase proportionally with the level of human development, coping mechanisms and policy instruments that contribute towards creation of enabling environment. In the case of countries like Timor Leste where the staple source of household income is still agriculture-based activities, where sustenance farming prevails extensively and where rural infrastructures are either non-existent or need major overhaul, the lives of rural communities, especially women and girls are more sensitive to climate change and disaster risks<sup>55</sup>

As cited in a report 'Gender serves as an important dimension of both vulnerability and adaptation, that is, whether and how women, men, boys, and girls are affected by and respond to climate change'.<sup>56</sup> While vulnerability 'is commonly understood as social, economic, political, cultural, or other factors which make specific groups more susceptible to adverse change'.<sup>57</sup> Adaptation is understood as 'the ability to change in response to the impacts of an event to minimize adverse consequences.'<sup>58</sup>

There has been considerable evidence that attention to gender in disaster planning and recovery is essential, but limited attention paid to disasters and family violence; worldwide literature suggests that increased violence against women is characteristic of post-disaster

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<sup>55</sup> Term of Reference for this consultancy under the heading "Background"

<sup>56</sup> WEDO & Global Gender and Climate Alliance (GGCA). 2016. P.4 cited from Pettengell C (2010) Climate change adaptation: enabling people living in poverty to adapt (Oxfam GB).

<sup>57</sup> *ibid.* P.4

<sup>58</sup> *ibid.* P.4

recovery.<sup>59</sup> Gender-based violence is found to increase due to disaster-induced stress and the temporary breakdown of law and order.<sup>60</sup> Of the little available research on the gender implications of climate-change and disaster related impacts, it was found that it can exacerbate existing inequalities and create new vulnerabilities as well as leading to increased gender-based violence; for instance there are increased risk of assault and violence for women and girls having to travel further to access water sources/fuels; or because of migration and community destabilization in areas affected by climate change – there are increased incidences of harassment, sexual abuse and domestic violence during the migratory cycle etc. <sup>61</sup> Furthermore, post-disaster recovery and mobility is also impeded due to impassable roads and damaged bridges. As women mainly stay home occupied with their household chores and home-gardening, they and their children mostly remain isolated after extreme climate events or disasters. This creates a high level of risk to the lives and health of women and children.

For effective mainstreaming of gender considerations into Climate Change projects it is important to have gender-focused approach (instead of a woman focused approach) so that gender relations in CCA and in DRR be analyzed within a socio-economic and cultural context of Timor-Leste. Designing or redesigning interventions on an understanding as to what the norms and expectations are for women and men and how this might affect the projects, will enable to achieve long term sustainable outcomes. Therefore, in addition to water supply infrastructure and livelihoods (through agroforestry interventions), the project also addresses the issue of mobility via installing climate-proofed and stabilized roads and bridges.

These issues were discussed and identified during the FGDs and community dialogues consultation. Most women in the municipalities visited for this assessment, are engaged in agriculture. In general, women spend more time performing household chores than men during both the dry and rainy seasons, harvesting/ sowing of crops. While both women and men are engaged in agricultural activities, because of additional reproductive and care works, women have less time for leisure, unlike men who may have more time for socialization and relaxation during the day. All the municipalities reported that reproductive roles such as cooking, washing, fetching water and firewood were regarded as women's roles. Though not obligated, men and children (boys and girls) help in fetching water and firewood. Men, for example help if the source of water is too far away, in such instances women will stand in the queue and men help to bring the water home.

To underscore the importance of developing and implementing gender responsive climate resilience programmes and projects in addition to ascertaining that gender is effectively mainstreamed into the climate resilient development, Timor-Leste drafted two related policies; National Climate Change Policy and National Disaster Risk Management Policy.

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<sup>59</sup> UN. 2015. Women's Leadership in Risk-Resilient Development. Good Practices and Lessons Learned. P. 14

<sup>60</sup> Aguilar, L., Granat, M., & Owren, C. (2015). Roots for the future: The landscape and way forward on gender and climate change. Washington, DC: IUCN & GGCA. p. P.141

<sup>61</sup> Ibid. Pp. 146, 148



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Gender dimensions forms an integral part of these policies and also one of the guiding principles guiding implementation of these policies. Though both these policies are pending approval from the Council of Ministers, considering that these policies were drafted in highly consultative and inclusive manner.

## V. GENDER ANALYSIS AND RECOMMENDATIONS

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The gender analysis undertaken at the onset and design of this project acts as an entry point for gender mainstreaming throughout implementation. Stakeholder consultations took place in May 2017. Results from the consultations are detailed in the Stakeholder Engagement Report and Stakeholder Action Plan annex included in full as an additional annex as part of the proposal.

The gender analysis, through stakeholder engagement and consultation considered the following:

- Ensuring men’s and women’s equal participation in its activities under projects components;
- Identifying the socio-economic, cultural and institutional barriers that deterred women’s and men’s equal participation and their ability to equally benefit from its activities;
- Identifying the differences in men’s and women’s ability to access and control the benefits derived from its activities;
- Assessing the impacts of the project on women’s empowerment and well-being through the collection of high quality sex-disaggregated data.

The consultations have identified the following areas as particularly important dimensions to be reflected in the implementation strategy of the project:

- Tremendous improvements in increasing women’s active participation in the decision making, particularly during the PDIM and PNDS formulation process to ensure that climate responsive infrastructures are gender response too;
- Gender analysis must be included as part of risk and vulnerability assessments, for the national and local governments to effectively collect sex and age disaggregated data.
- Implementation of the Capacity Enhancement Strategy for Gender Mainstreaming in CC and DRR developed as part of this assessment;
- Relevant analytical tools and frameworks must be simplified and made available in Tetun/other local languages.;
- Systematic capacity building and empowerment of the Gender Focal Points appointed by the government in each line ministry. In order to enable them to contribute in mainstreaming climate responsive gender priorities into sectoral plans and programmes;
- Critical to improve evidence informed knowledge generation, requires support in developing tools (or strengthening existing ones), procedures and capacity for systematic sex-age disaggregated data collection, analysis and storing on climate change and disaster impacts, capabilities and other relevant information;

- The assessment tools, mainly the vulnerability assessment tools and primary data collection methodology needs to improve and strengthen areas that has the potential to raise awareness and knowledge amongst CC and DRR practitioners supported by trainings and technical assistance;
- The existing knowledge platform could also be used to share information, knowledge and experience in addressing gender issues;
- Develop context specific conceptual policy guidelines on gender, CCA and DRR for national and local governments to bring more clarity on gender issues in development, CCA and DRR gendered-based analysis of access to resources. All which can be reflected in the engagement of women and youth in project activities;
- Encourage implementation of Gender Action Plan and make conscious effort to generate gender responsive results;
- Developing knowledge products and advocacy material which specifically mention about the benefits, mechanisms and process for systematic and consistent gender mainstreaming into climate responsive development interventions;
- Support capacity building of elected women representatives, male representatives and leaders, and female community leader. Civil society working on gender including women’s groups whilst networking on gender related CCA and DRR to ensure it is actively engaged in planning and monitoring at the municipal level.
- Introduce accountability mechanisms and specific progress monitoring indicators for all the stakeholders;
- Foster the creation of women’s groups that contribute to diversifying local and specifically women’s livelihoods to increase their resilience. Strengthen women’s access to the following livelihood dimensions:<sup>62</sup>
  - Social capital: Create and strengthen local women’s networks and groups, as well as representation in local institutions;
  - Economic capital: Promote women’s livelihoods through securing access to water, irrigation, and agricultural production;
  - Human capital: promote formal and non-formal education measures targeted to increase the employability of women, both self-employment and salaried employment (through training and incentivising women-led companies, or companies that employ women and apply gender parity as employment policy);
  - Physical capital: promote safe communication and transportation for women and equal access to information. Climate resilient roads and bridges improve mobility of women and their access to local markets and escape routes during and after the extreme climate events and disasters;
  - Natural capital: Promote stability of communal land for increasing overall climate resilience and land productivity.

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<sup>62</sup> For details see DFID, 1999, Sustainable livelihoods guidance sheets

During project implementation, qualitative assessments will be conducted on the gender-specific benefits that can be directly associated to the project. This will be incorporated in the annual Project Implementation Report, Mid-Term Report, and Terminal Evaluation. Indicators to quantify the achievement of project objectives in relation to gender equality will include women and youth who had access to affordable solutions, number of women and youth employed from the jobs created by the project, training opportunities, knowledge management and information dissemination.