

# United Nations Country Team Gender Scorecard Report: Timor-Leste

February 2020

Prepared by UN Timor-Leste Gender Theme Group



## TABLE OF CONTENTS

List of Acronyms .....	1
I- Executive Summary .....	2
II- Background .....	2
III- Country Context .....	2
IV- Methodology .....	3
V- Summary of Findings, Action Plan & Recommendations .....	4
1. Planning .....	4
2. Programming and M&E .....	6
3. Partnerships .....	8
4. Leadership and Organizational Culture .....	10
5. Gender Architecture and Capacities .....	12
6. Recourses .....	14
7. Results .....	15
VI- Comparison of 2013 and 2019 Gender Scorecard Results.....	16
Conclusion.....	17
Annex 1: Documents Referenced for Scorecard Report.....	18

## LIST OF ACRONYMS

CSO.....	Civil Society Organization
GBV.....	Gender Based Violence
GCG.....	Gender Coordination Group
GEEW.....	Gender Equality and Empowerment of Women
JP.....	Joint Programming
M&E.....	Monitoring and Evaluation
NAP-GBV.....	National Action Plan on Gender Based Violence
OMT.....	Operations Management Team
PMT.....	Program Management Team
RCO.....	Resident Coordinator Office
SDG.....	Sustainable Development Goals
SEII.....	Secretary of State for Equality and Inclusion
UN.....	United Nations
UN GTG.....	United Nations Gender Theme Group
UN Women.....	United Nations Entity for Gender Equality and the Empowerment of Women
UNCG.....	United Nations Communications Group
UNCT.....	United Nations Country Team
UNCT-SWAP.....	United Nations Country Team SWAP Scorecard
UNDAF.....	United Nations Development Assistance Framework
UNFPA .....	United Nations Population Fund
UNICEF.....	United Nations Children’s Fund
UNSDCF.....	United Nations Sustainable Development Cooperation Framework
UNSDG.....	United Nations Sustainable Development Group
WFP.....	World Food Program

## EXECUTIVE SUMMARY

As one of the youngest nation's the world, Timor-Leste reaches a pivotal decade in which development and gender are beginning to work hand in hand through various initiatives either led or supported by the United Nations (UN). In order to monitor and evaluate these initiatives, the Gender Scorecard Report is a self-auditory framework developed by the UN Sustainable Development Group (UNSDG) for UN Country Teams (UNCTs) to self-asses and identify ways to improve performance around gender mainstreaming practices. UNCTs have done this by reviewing key documents and reports pertaining to gender in Timor-Leste, and surveying UN personnel across agencies. The findings are categorized into seven key dimensions, measured by specific indicators.

Overall, the findings reflect slight progress by the UN in Timor-Leste since the previous gender scorecard was conducted in 2013, reflecting some changes made by the UN in collaboration with the government and civil society. Indicators related to coordinated advocacy, joint programming and UNCT commitment meet the minimum requirements. Notably, almost half the indicators did not meet the minimum requirements, specifically related to planning and monitoring, gender mainstreaming and UN capacities on gender equality, among other results. These findings have informed the recommendations of the report, which include more explicit attention by the UNCT to improving and prioritizing gender mainstreaming (GM) with adequate investments within the next UN Sustainable Development Cooperation Framework (UNSDCF) 2021-2025, and strengthening the gender capacity of the UN System in Timor-Leste, specifically leveraging the existing Gender Theme Group (UN GTG), as well as better tracking gender parity across personnel and investing in work-life balance, among other actions. The UNCT approved this report in February 2020, committing to actions to improve the findings in subsequent Scorecard reviews.

## BACKGROUND

The UN Country Team SWAP Scorecard (UNCT-SWAP) was created as a standardized assessment tool for UNCT Leaders to gather information and improve performance regarding gender mainstreaming practices developed by the UNSDG. This was done to ensure reflection, accountability, and a framework of direction for UNCTs. Timor-Leste has participated in two UNCT-SWAPs: in 2013 and 2019. This was previously managed by UN Entity for Gender Equality and the Empowerment of Women (UN Women) in 2013, and by the UN GTG in 2019 (co-chaired by UN Women and UNFPA). An overview of the 2013 Scores is presented in the final section of this report and reflects the significant investments required by the UNCT to meet its gender mainstreaming requirements.

The UNCT was able to successfully complete the Scorecard exercise by gathering a wide variety of data to inform the UNCT-SWAP indicators. The GTG collaborated with the inter-agency results groups (on Communications, Programme Management, Operations Management) as well as the Office of the Resident Coordinator to gather and analyze information required for the Scorecard. After an initial presentation of the Scorecard findings to the UNCT in September 2019, the GTG reviewed the findings and developed actions for strengthening the UNCT's gender mainstreaming efforts into the new UN Strategic Development Cooperation Framework (UNSDCF 2021-2025).

## COUNTRY CONTEXT

Timor-Leste is one of the youngest nations in the world occupying the east side of a small island in South East Asia with a population of approximately 1,183,643 people<sup>1</sup>. The country has survived over three centuries of colonization's and its fight for independence. In the year 2012 the United Nations Integrated Mission in Timor-Leste came to a close ending peacekeeping and development operations. This marked a new era for the country as it served an opportunity to grow in development. To this day, UN agencies still remain in the country to aid these initiatives, particularly in advancing the numerous gender equality commitments made by Timor-Leste.

Currently, 41.8% of the country lives below the poverty line, in rural areas 70% of people are disproportionately affected by unemployment, malnutrition, poverty, lack of access to quality education and basic infrastructure<sup>2</sup>. Women and girls suffer particularly as they face discrimination from the home to everyday participation in society. This spreads in all sectors including access to justice, health, education and employment. A survey conducted in 2016 found that 59% of Timorese women aged 15-19 have experienced physical abuse and/or sexual violence by an intimate partner in their lifetime<sup>3</sup>. Contrasting these realities, Timor-Leste has demonstrated a strong commitment to gender equality in its legal and policy frameworks, with gender equality enshrined in the Constitution and ratification of CEDAW and its Optional Protocol soon after restoration of independence in 2002. A temporary special measure for women's representation in national Parliament has also facilitated the parity reached among Members of Parliament, 40% of whom are women.

This is a pivotal time for the country as there is a clear need to prioritize and streamline gender equality initiatives. By doing so, and doing so collaboratively, UN agencies, Ministries, civil society organizations (CSO) and grassroots efforts are not only working to ensure rights are accessible, but also prioritized for women and girls.

## METHODOLOGY

The UNCT-SWAP Gender Equality Scorecard is organised around seven dimension areas against which to assess the gender mainstreaming practices and performance of UNCTs: 1) Planning, 2) Programming, and Monitoring and Evaluation (M&E), 3) Partnerships, 4) Leadership and Organizational Culture, 5) Gender Architecture and Capacities, 6) Resources, and 7) Results. Each dimension area includes indicators within them to aid assessment. UNCTs are expected to either meet or exceed them. Responsibility of collecting data/documentation for each dimension area for this exercise by the UNCT in Timor Leste was divided amongst various UN inter-agency groups to ensure ownership of the exercise across the UN system as follows: Program Management Team (PMT), Operations Management Team (OPT), the United Nations Communications Group (UNCG), and the UN GTG. The Resident Coordinator's Office (RCO) also contributed inputs. These interagency groups referenced: evaluation reports, proposals, concept notes, annual work plans, briefs, advocacy materials, training/presentation materials, talking points, meeting agendas/minutes, and work plans -(based on the guidance provided for specific indicators under the different dimension areas (see Annex 1 for a list of documents reviewed). By obtaining the information from an array of essential informants and documents not only within the UN but outside as well, the team was able to obtain rich feedback and aggregate the data into reflective and informative

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<sup>1</sup> 2015 Population Census

<sup>2</sup> World Bank, 2019. A Gender-Sensitive Insight of Poverty Mapping for Timor-Leste

<sup>3</sup> The Asia Foundation. 2016. Understanding Violence against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study: Summary Report. The Asia Foundation: Dili

recommendations for UNCTs. In conducting the Scorecard exercise, the engagement of different personnel from both the Gender Theme Group and others allowed the UNCT to ensure integrity and accuracy in data gathering and created a shared responsibility to meet objectives collaboratively.

Additionally, in line with the guidance, an online survey was administered to assess the perceptions of UN Personnel of the organisational culture.

The following scoring rubric was used to score each indicator:

- Exceeds minimum requirements
- Meets minimum requirements
- Approaches minimum requirements
- Missing minimum requirements

By responding to the indicators attached to each dimension area, the inter-agency groups were able to attribute a standardized score. More specifically, during the review of documents, in addition to scoring against the performance indicators, inter-agency groups included a rationale of why a particular score has been given, with evidence as support. This level of detail and support was required by the UNCT-SWAP Gender Equality Scorecard guidance. As a result, the team was able to aggregate findings critically based on a plethora of information and background. The following findings are presented as a graph for each dimension area, with the score each indicator received. Proceeding this is an explanation/justification for each scoring, and proposed actions, based on findings. The action which have been proposed by the UN GTG, focus on indicators for which the UNCT was assessed as ‘not meeting the minimum requirements’.

## Findings by dimension area, and proposed actions

### 1. PLANNING

Indicator	Missing Minimum Requirements	Approaches Minimum Requirements	Meets Minimum requirements	Exceeds Minimum requirements	Not Applicable
1.1 Common Country Analysis Integrates Gender Analysis					
1.2 Gender Equality Mainstreamed in UNDAF Outcomes					
1.3 UNDAF indicators Measure Changes on Gender Equality					

#### 1.1 Common Country Analysis Integrates Gender Analysis

Timor-Leste did not conduct a current Common Country Analysis (CCA) for the current UNDCF/ United Nations Development Assistance Framework (UNDAF) (2015-2020), therefore there was no point of reference and the indicator was scored as ‘not applicable’ to the Timor-Leste context.

## *1.2 Gender Equality Mainstreamed in UNDAF Outcomes<sup>4</sup>*

None of the 2015-2020 UNDAF Outcomes meet the minimum requirement of visibly mainstreaming gender equality and women's empowerment across all outcomes in line with the SDG priorities including SDG 5 or of having one UNDAF outcome specifically targeting gender equality in line with the UNDAF Theory of Change and SDG priorities including SDG 5. This may be due to the absence of a Theory of Change that would have defined stronger pathways and linkages to gender specific and gender mainstreamed results. Gender equality was, however, visibly mainstreamed across some UNDAF sub-outcomes. The Scorecard team recognized that SO1 targeting the social sector, including sub-outcomes referring to education, health, and social security contains gender-sensitive language. This was noted in the 'UNDAF 2015-2020 in Timor-Leste' Evaluation Report. However, this is not consistent for sub-outcomes under outcome areas such as infrastructure, and the economic sector, which do not address gender equality at all.

Furthermore, the UNDAF Evaluation found that during the formulation of the UNDAF, the objectives included in the UNDAF strategy document were formulated at outcome-level, explaining why the UNDAF results matrix does not appear to contain specific goals or targets for vulnerable and marginalized people (even though key words are included in the text). For example; sub-outcome 1.1 'The most disadvantaged groups of women, men and children benefit from gender-responsible and inclusive social protection, social cohesion and behavior change programs, including for the prevention and protection of women and children from violence' contain four indicators, of which one is not gender disaggregated or measured, and it does not have a target although it has a baseline. Lastly, all of them are measured from different external sources, consequently, methodologies may differ, and results may not be comparable.

The UNDAF evaluation also found that the UNDAF outcomes and objectives were not commonly understood or indicators in the UNDAF results matrix were not specific, measurable, achievable, relevant or time based (SMART Goals), or regularly monitored. The baseline data was either set to zero or referenced from no longer verifiable sources. There also were no annual reviews available for the current UNDAF. If these reviews had been conducted, they could have created an opportunity for reflection and actions to integrate stronger gender-mainstreaming during implementation. Overall, the findings pointed to a rating of 'Missing Minimum Requirements'.

## *1.3 UNDAF indicators Measure Changes on Gender Equality<sup>4</sup>*

The inter-agency Programme Management Team reviewed the UNDAF outcome indicators to determine whether or not they indicators were able to track progress toward gender equality and the empowerment of women and to calculate the percentage of gender sensitive indicators.

. The means of verification were rather limited to the UNDAF logical framework and the UNDAF evaluation report.

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<sup>4</sup> The UNDAF document being utilized as a main verification for indicators 1.2 and 1.3 for the planning thematic was finalized in 2014, before the introduction of the Sustainable Development Goals (SDGs). There are noticeable gaps in the criteria justifications and the development language employed in the document which is distinctly 'of its time' (i.e. aligned to Millennium Development Goals (MDGs)). Therefore, the Scorecard results for the planning thematic must be considered within this context. It is highly likely that the UNDAF will not capture the extent of the gender mainstreaming activities put in place by individual agencies since the introduction of the SDGs. Furthermore, intersectionality was poorly integrated since there was no reference to people with disabilities and the LGBTI community.

The Scorecard standard rating of approaches minimum standards is defined as “between one-fifth and one-third (20-33 percent) of UNDAF outcome (and output) indicators measure changes in gender equality and the empowerment of women in line with SDG targets including SDG 5. Of the Timor-Leste UNDAF outcome indicators, nine representing 18.4% of the UNDAF outcome indicators, were found to track progress towards gender equality and the empowerment of women. As such this indicator was assessed as ‘Missing Minimum Requirements’.

The SO1 on social sector clearly singles out from the other strategic outcome as it is the SO containing more language and indicators reflecting gender (seven out of nine). There are explicit references to education, health and social protection however, the environmental and resiliency indicators are not gender sensitive. The relatively satisfactory performance of SO1 may be justified by the nature and scope of interventions to support availability and access to basic social services and rights that offer more entry points for gender mainstreaming. However, sectors such as infrastructure, economic and governance lack- gender-sensitive indicators overall and considering the low levels at the outcome level, the overall score is Missing Minimum Requirements.

## UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS - PLANNING

Action	Timing	Responsibility	Required Resources and Sources	Link to SWAP-Scorecard Assessment
A checklist of gender-responsive actions will be created for mainstreaming gender into UNSDCF Outcomes and Outputs and to support the development of results frameworks for Joint Work Plans and Joint Programmes under the UNSDCF	Q1-Q2 2020	UNCT, with UN GTG, RME and PMT support	- Staff time - Gender focal point staff	1.2 and 1.3: Gender Equality Mainstreamed in UNDAF Outcomes, Outputs and Indicators

## 2. PROGRAMMING AND M&E

Indicator	Missing Minimum Requirements	Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements	Not Applicable
2.1 Joint Programs contribute to reducing gender inequalities					
2.2 Communication and advocacy addresses areas of gender inequality					
2.3 UNDAF M&E measures progress against planned gender equality results					

## 2.1 *'Joint Programs Contribute to Reducing Gender Inequalities'*

Between 2013 and 2019, there were two joint program (JP) documents developed, both involving UN Women and UNFPA. The on-going JP focuses on eliminating gender-based violence (GBV) against women and girls with disabilities in Timor-Leste. The JP is in line with the SDGs, in particular SDG 5. As such, the UNCT received a rating of 'Approaches Minimum Requirements'. The UNCT currently does not have a system in place to ensure that gender equality and women's empowerment issues are mainstreamed within all JPs. The proposal is to address this issue, to address this gap.

## 2.2 *'Communication and Advocacy Address Areas of Gender Inequality'*

To meet this requirement the UNCT was required to demonstrate that they had undertaken gender equality and women's empowerment GEEW communication activities and advocacy campaigns. Additionally, the UNCG (or other relevant group) should have a current Annual Workplan (or equivalent) which visibly includes gender equality and women's empowerment communication activities. Throughout the UNDAF period, the UNCT has undertaken communications and advocacy initiatives to advance gender equality and women's empowerment. The 2019 International Women's Day was a joint advocacy event of all the UN agencies toward gender equality and empowerment of women (GEEW). During the event, UN Women, sister UN Agencies, and partners of Timor-Leste lead activities, showed how innovation and collaboration could contribute to creating more efficient and gender-responsive public space planning and practices. This acted as a catalyst for high-level commitment for safer and more inclusive public spaces for women, girls and all people.

In addition to this, several UN agencies have actively participated and contributed to an annual joint campaign and events on GEEW advocacy. On November 2018, UN agencies UN Children's Fund (UNICEF), UN Population Fund (UNFPA), World Food Program (WFP) and UN Women committed to participate and contributed to the 16 Days Campaign themed 'Orange the World: #Hear Me Too' in Dili and Baucau, involving various communities and age groups. This worked in tandem to the international campaign on the prevention and elimination of violence against women and girls. One event in particular focused on promoting gender-equitable caregiving called "Swedish and Timorese Dads"; a photo exhibition and workshop for parents. Since 2015, the UNCT has supported national gender equality campaigns, related to the Beijing +20 in 2015, and as part of the 2020 preparations for Beijing+25 (with #GenerationEquality utilized across agencies in 2019, especially around the 16 Days Campaign) and mobilizing around the Safe Cities/#DiliSeguru efforts to end sexual harassment since 2017.

In terms of communications strategies throughout UN agencies, the UNCG works to ensure all members are well-updated on all the major campaigns or events run by each agency, including those relevant to GEEW. Within this platform, members can also plan and decided the communication strategy for the events and campaigns. In this regard, the UN in Timor-Leste since 2013 and via the UN GTG has consistently supported joint communications as part of the 16 Days Campaign, for example, since 2017 having joint inter-agency events and also joint events featuring gender equality issues at other times during the year, approaches the minimum requirements set by the Scorecard. There were also joint events for international youth day in 2018 which highlighted issues of sexual harassment through advocacy.

### 2.3 UNDAF M&E measures progress against planned gender equality results

UNDAF had some indicators for which gender-sensitive data is collected. However as noted above, the UNDAF evaluation also found that the UNDAF outcomes and objectives were not commonly understood or indicators in the UNDAF results matrix were not specific, measurable, achievable, relevant or time based (SMART Goals), or regularly monitored. The baseline data was either set to zero or referenced from no longer verifiable sources.

On the question of whether the M&E group have had any training on gender over the UNDAF cycle, no training was conducted. As such, the UNCT scored as 'Missing Minimum Requirements' on this indicator.

### UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS- PROGRAMMING AND M&E

Action	Timing	Responsibility	Required Recourses and Sources	Link to SWAP-Scorecard Assessment
Develop a toolkit for gender-responsive Results-based Management capacity development package for inter-agency results groups and corresponding checklist to inform gender mainstreaming joint workplans and inter-agency results groups and joint programmes	By Q2 2021	UNCT/ PMT	- Financial commitment - Staffing - Time	2.1 Joint Programs contribute to reducing gender inequalities 2.3 UNDAF M&E measures progress against planned gender equality results
Allocate pooled resources for developing the capacity of results groups on integrating gender-responsive approaches in their programs and results frameworks	Ongoing	PMT/UNCT	- Financial commitment - Time	2.3 UNDAF M&E measures progress against planned gender equality results
Develop a joint communications workplan and an advocacy strategy (including guidelines or training related - specifically with trauma-informed approaches, and gender-specific objectives)	By Q4 2020	UN GTG & UNCG	- Financial commitment - Staff with gender expertise - Time	2.2 Communication and advocacy addresses areas of gender inequality

### 3. PARTNERSHIPS

Indicator	Missing Minimum Requirements	Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements	Not Applicable
3.1 UNCT Collaborates and engages with government on gender equality and the empowerment of women					
3.2 UNCT collaborates and engages with women's/ gender equality CSOs					

#### *3.1 UNCT Collaborates with and engages with government on gender equality and the empowerment of women*

The UNCT was assessed as having met the minimum requirements for engagement with government on gender equality. The UNCT has collaborated with Secretary of State for Equality and Inclusion (SEII), Ministry of Social Solidarity, Ministry of Health, and the Ministry of Interior during this UNDAF Cycle. In 2017 and 2019 respectively, the UN in Timor-Leste and the SEII conducted workshops on the progress of the implementation of 'National Action Plan on Gender Based Violence (NAP-GBV) 2017-2021'. The UNCT also collaborated with SEII on celebration of International Women's Day and the 16 Days Campaign activities, under coordination of UN Women and utilizing the Gender Theme Group.

Also, as part of the implementation of the Joint UN Empower for Change Joint Project on the rights of persons with disabilities, UNCT with Ministry of Social Solidarity and Inclusion and the Ministry of Education have held two training workshops in 2018 and 2019. Lastly, there is a Gender Coordination Group (GCG) chaired by UN Women and co-chaired by the Secretary of State for Equality and Inclusion (SEII) which was established in 2016 and currently meets twice a year to bring development partners, government and civil society stakeholders on gender equality together. It has an approved Term of Reference (ToR).

In addition to these initiatives, SEII participated in the UNDAF development process. The UNDAF was also approved by council of ministers in September 2015. UNCT has made efforts and contributions within this current UNDAF cycle to support the government engagement in Gender SDG localization. This has included the UN Women and UNFPA partnership with government to develop the 'Brief on Gender and Sustainable Development in Timor-Leste' and the support the Voluntary National Review report, among other reporting on Timor-Leste's gender equality commitments (CEDAW, Beijing, etc.).

#### *3.2 UNCT collaborates and engages with women's/gender equality CSOs*

UNCT, alongside with the UN GTG, has collaborated with CSOs for numerous joint initiatives to address gender equality in Timor-Leste. Examples are advocacy for gender-responsive budgeting, commemorative activities for International Women's Day, 16 Days of Activism against GBV, and International Human Rights Day. In addition to this, with the support and technical guidance of UN Women, CSO's are currently serving as an IP for the Joint UN 'Empower for Change Project' in order to develop a GBV toolkit.

Although not involved in the UNDAF development, CSOs were also involved in the joint UN project *'Leaving No One Behind: From Commitment to Implementation in Asia-Pacific'*. This project was implemented by three agencies; UN Women, UNFPA, and the Human Rights Advisors Unit from June 2017 to April 2018. Lastly, Belun, the largest non-governmental organization in Timor-Leste developed a policy brief series called *'Leaving No Youth Behind'*, focusing on young urban migrants, unemployed, uneducated, and untrained youth, LGBTI youth, youth with disabilities, and young female farmers. These briefs were launched and disseminated to relevant stakeholders. Considering these efforts, the UNCT Meets Minimum Requirements.

### **UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS – PARTNERSHIPS**

<b>Action</b>	<b>Timing</b>	<b>Responsibility</b>	<b>Required Recourses and Sources</b>	<b>Link to SWAP-Scorecard Assessment</b>
Ensure representation of women’s machinery and women’s rights CSOs in UNSDCF National Steering Committee	By Q2 2020	UNCT	- Time	3.1 UNCT collaborates and engages with government
Identify measures to consistently engage organizations working on gender equality into mainstream sector activities, especially in non-traditional areas	By Q4 2020	UNCT	- Time	3.2 UNCT collaborates and engages with women’s/ gender equality CSOs
Take actions to ensure diverse representation and meaningful participation of women and men in agency programming (as speakers, activity participants, representing Timor-Leste, etc.)	Ongoing	UNCT	- Time	3.2 UNCT collaborates and engages with women’s/ gender equality CSOs

### **4. LEADERSHIP AND ORGANIZATIONAL CULTURE**

<b>Indicator</b>	<b>Missing Minimum requirements</b>	<b>Approaches Minimum requirements</b>	<b>Meets Minimum requirements</b>	<b>Exceeds Minimum requirements</b>	<b>Not Applicable</b>
4.1 UNCT Leadership is committed to championing gender equality					
4.2 Organizational culture fully supports promotion of gender equality and the empowerment of women					
4.3 Gender parity in staffing is achieved					

#### *4.1 UNCT Leadership is committed to championing gender equality*

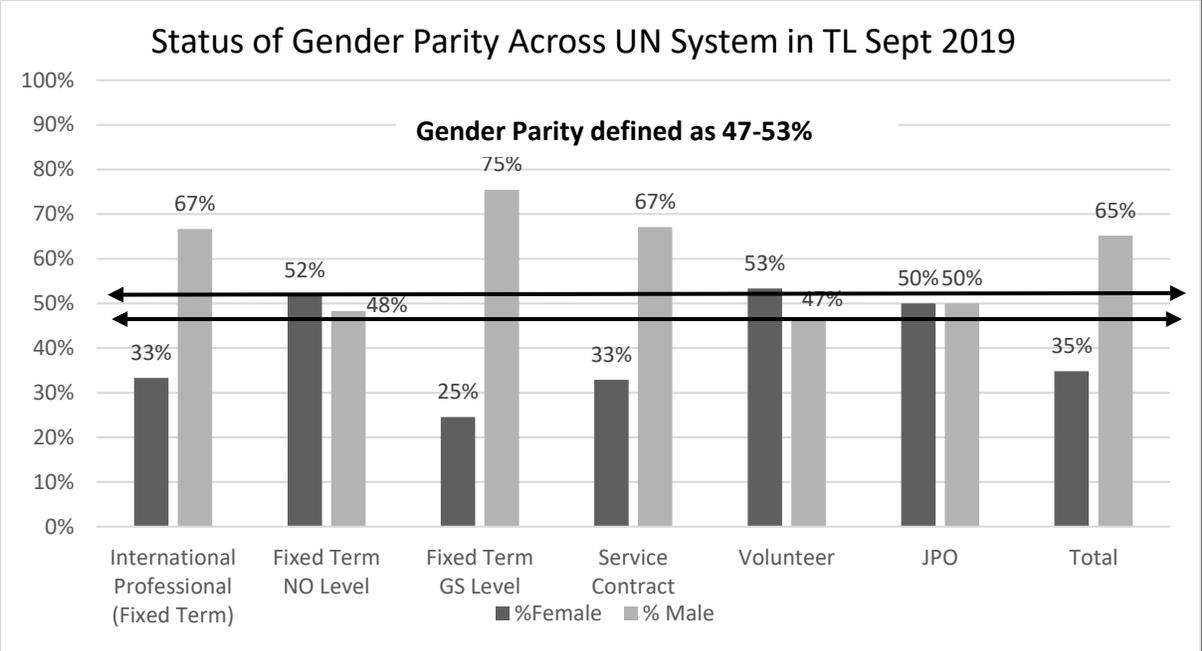
Gender equality is addressed in the UNCT meetings as both a separate agenda item and integrated into UNCT discussions as relevant. From March 2018 to July 2019, the Resident Coordinator demonstrated leadership and commitment on gender equality in all 17 speeches made over this period. Additionally, at UNCT meetings, gender themes were mentioned/discussed approximately 36 times from March 2018 to May 2019. In regard to performance metrics, there is no assessment of results and competencies related to gender mainstreaming by the UNCT in the last 12 months. This matches the minimum requirements of the Scorecard indicator.

#### *4.2 Organizational culture fully supports promotion of gender equality and the empowerment of women*

In order to assess the UN's organizational culture in line with the UN SWAP Gender Equality Scorecard tool, a survey was sent to all of Head of Agencies in May 2019, with a request to distribute the same to all personnel. The survey included three demographic questions, and ten questions to gauge perceptions of organizational culture, falling under three categories: gender equality, discrimination and work-life balance. A total of 107 responses from various agencies were received. Of these, approximately half did not disclose their sex. As such, an analysis of variances by sex was not possible. Results from the Organizational Culture Survey found that 46.7% of personnel 'strongly agreed' and 43.9% 'agreed' that Head of Agencies are committed to gender equality in the workplace. Of the questions on work-life balance, responses were less positive compared to responses related to gender equality and discrimination. As such, this will be an area to explore. The results of the survey have been provided in the Annex 3.

#### *4.3 Gender parity in staffing is achieved*

In order to meet the requirements of this indicator, the UNCT needs to have in place a system or mechanism to monitor gender parity- for General Services and Professional staff categories respectively. The UNCT also needs to be able to show positive trends towards gender parity. UNCT does not have a mechanism in place for monitoring gender parity in staffing. UN GTG requested personnel data to segregate by sex. Overall, at the time of the exercise, women comprised 35% of personnel of the UNCT. Based on the data provided, it was found that women only made up 25% of Fixed Term General Service Level Staff. Women also made up only 33% of international professionals. Additionally, women made up 33% of national service contract holders. The reasons behind these disparities will require further analysis. At the time of the UNCT SWAP Gender Equality Scorecard however, gender parity was achieved for National Officers, UN Volunteers and Junior Professional Officers positions, as indicated in the figure below. Tracking of personnel and understanding reasons for disparities should be explored further. Overall, given the lack of monitoring, the UNCT scored 'Missing the Minimum Requirements' for this indicator.



### UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS – LEADERSHIP AND ORGANIZATIONAL CULTURE

Action	Timing	Responsibility	Required Recourses and Sources	Link to SWAP-Scorecard Assessment
Annual inclusion of gender equality indicators for UNCT’s Assessment of Results and Competencies (e.g. The RC leads UN in advocating for follow-up in reporting on key gender equality normative frameworks and is a public champion for gender equality)	By Q2 2020	RCO	- Time	4.1 UNCT Leadership is committed to championing gender equality
Explore possibility of UN CARES an internal time use and stress levels survey	By Q3 2021	UNCARES	- Time	4.2 <i>Organizational culture fully supports promotion of gender equality and</i>
OMT to conduct analysis of recruitment barriers and parity issues	By Q4 2020	OMT	- Staff with gender expertise - Time	4.3 Gender parity in staffing is achieved

UNCT to explore workshops internally on career development, and sharing resources on preparing for competency-based interviews to promote gender parity	By Q2 2021	UNCT	- Time	4.3 Gender parity in staffing is achieved
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## 5. GENDER ARCHITECTURE AND CAPACITIES

Indicator	Missing Minimum requirements	Approaches Minimum requirements	Meets Minimum requirements	Exceeds Minimum requirements	Not Applicable
5.1 Gender coordination mechanism is empowered to influence the UNCT for GEEW					
5.2 UNCT has adequate capacities developed for gender mainstreaming					

### 5.1 Gender coordination mechanism is empowered to influence the UNCT for GEEW

To meet the minimum requirements against this indicator, the UNCT should have a gender coordination mechanism in place, led by a Head of Agency, and Terms Of Reference and an approved annual work plan. Additionally, at least 50% of the coordination mechanism's membership should be at either P4 and above, or NOC level and above.

The UNCT established the UN GTG which is chaired by UN Women Head of Office and co-chaired by UNFPA Representative and meets on a monthly basis. The UN GTG is composed of gender focal points from each agency. These focal persons include international staff at P3 level and National Officers at National Officer Level B and lower. Working collaboratively, the UN GTG has an approved the Terms of Reference and it develops annual work plans approved on yearly basis by UNCT (with some budget commitments and responsibilities designated to focal points of different agencies -by activity) (see 2019 Annual Workplan in Annex 4). As such, the UNCT meets the minimum requirements.

### 5.2 UNCT has adequate capacities developed for gender mainstreaming

To meet the minimum requirements, the UNCT should meet two of the following three criteria: (i) to have undertaken at least one joint capacity development activity that aims at building gender equality technical competencies of UN personnel within the past year, (ii) to have undeveloped an inter-agency gender capacity development plan - based on an assessment of the UNCT and (iii) to have a country-level induction process which includes gender equality and women's empowerment commitments and developmental challenges in the country. To date there has not been a capacity assessment undertaken or any updates during this current UNDAF cycle. However, there are numerous capacity building initiatives encompassing gender mainstreaming. For example, the UN mandated 'Gender Equality Course' is geared towards the following agencies: UN Women, UNICEF, UNDP, UNFPA, and WFP. And in 2018 all members of the UN GTG attended the 'GBV in Emergencies' training delivered

by WFP. Considering the lack of an inter-agency capacity for all UN personnel, this indicator is Missing the Minimum Requirements.

## UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS – GENDER ACRCHITECTURE AND CAPACITIES

Action	Timing	Responsibility	Required Recourses and Sources	Link to SWAP-Scorecard Assessment
All agencies to contribute to capacity development initiatives via GTG using their respective tools to build feminist values and a critical gendered lens of the gender focal points. Doing so would create more perspectives, greater contributions, and greater depth of critical analysis pertaining to gender issues.	Ongoing	UN GTG with strong support of UNCT	- Time, - Staff with gender expertise - Finances	5.1 Gender coordination mechanism is empowered
UNCT to discuss Annual budget for the UN GTG and cost-shared	By Q1 2020	UNCT	- Time - Finances - Allocated staff	5.1 Gender coordination mechanism is empowered
UNCT to resource GTG to undertake a gender capacity assessment across agency personnel.	By Q2 2020	Lead by UN GTG with support of RCO	- Time, - Financial commitment - Staff	5.2 UNCT has adequate capacities developed for gender mainstreaming
RCO Head of Office/Communications should be active member of the UN GTG	By Q1 2020	RCO & UNCG	- Commitment	5.2 UNCT has adequate capacities developed for gender mainstreaming

## 6. RESOURCES

Indicator	Missing Minimum Requirements	Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements	Not Applicable
6.1 Adequate resources for gender mainstreaming					

are allocated and tracked					
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### 6.1 Adequate resources for gender mainstreaming are allocated and tracked

To meet this requirement the UNCT should have carried out any capacity development related to the gender marker and to have set and met a target for budget allocations for gender equality programmes at the country level. During the period under review, the UNCT has not carried out a capacity development session on the gender marker geared towards gender mainstreaming. The UNCT also has not set a target for resource allocations for GEEW. There is no common budgetary framework for the UNCT and this will be explored as part of the next Cooperation Framework.

Most of the gender-responsive budgeting efforts were directed towards the government and national civil society institutions. For example, in 2018 specifically, there were several initiatives set out to track and government gender mainstreaming allocations<sup>5</sup>, although this analysis has not yet been conducted within the UN's own programming. UN Women, as chair of the UN GTG and vice-chair of the UN-Government Gender Coordination Group, coordinated the development of a UN JP for the NAP-GBV 2017 – 2021 (which created the foundation for three joint initiatives (one funded- the joint UN Empower for Change, the forthcoming Spotlight Initiative, and one in the pipeline -with KOICA). As such, UN Women facilitated allocations of funds for specific components implemented by the Human Rights Advisor's Unit, UNFPA, UNICEF, and WHO which are in line with established rules and regulations for JP.

After evaluating the findings of the UNDAF it was apparent that the absence of a M&E system (which works to monitor and track progress at the UNDAF level) created challenges in identifying links between the uses of resources and outcomes. This was apparent from the project level, to the country program level, to the UN Agency level as well and links to challenges to apply gender-responsive budgeting within the UN's tracking of its resource investments in Timor-Leste.

## UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS: RESOURCES

Action	Timing	Responsibility	Required Recourses and Sources	Link to SWAP-Scorecard Assessment
Explore inclusion of gender marker across UNCT activities (annually) in line with the roll-out of UN INFO	By Q4 2020	UNCT	- Time - Allocated staff	6.1 Adequate resources for gender mainstreaming are allocated and tracked

## 7. RESULTS

Indicator	Missing Minimum Requirements	Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements	Not Applicable

<sup>5</sup> For example, UN Women and UNICEF worked collaboratively to support the Unit of Planning, Monitoring and Evaluation of the Prime Minister's Office, in assisting the gender and child rights sensitive budgeting. And an inclusive Budgeting Workshop was also jointly organized by UN Women and UNICEF in 2018. These workshops were for CSOs working on gender, child rights and disability issues in the country and involved parliamentarians and Government personnel

7.1 UN Programs make a significant contribution to gender equality in the country					
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To meet this requirement, the UNCT should be able demonstrate that it has achieved or is on track to achieve all planned gender-related results as stated in the UNDAF outcomes and results framework, drawing on findings from the indicators. Additionally, the achieved results should qualify as having contributed to a transformative change in gender equality and the empowerment of women. The UNCT did not meet the Minimum Requirements as the UNDAF did not have gender targeted outcomes and gender specific indicators were not tracked consistently.

### UNCT-SWAP SCORECARD ACTION PLAN & RECOMMENDATIONS: RESULTS

Action	Timing	Responsibility	Required Recourses and Sources	Link to SWAP-Scorecard Assessment
The next UNCT Scorecard conducted in mid-term of UNSDCF reviews whether UNCT is on track to achieve gender-equality results	By Q4 2022	UN GTG with support of PMT	- Staff - Time - Finances	7.1 UN Programs make a significant contribution to gender equality in the country

### COMPARISON OF 2013 AND 2019 GENDER SCORECARD RESULTS

The 2013 Gender Scorecard framework utilized a slightly different rating model provided by the UNSDG to the current 2019 model. The scoring was once numerical along with a brief elaboration as seen in the 'UNCT Timor-Leste Gender Scorecard Narrative Report' from 2013. The 2013 scorings were as follows:

0. Not applicable
1. Missing
2. Inadequate
3. Needs Improvement
4. Meets minimum standards
5. Exceeds minimum standards

Where 2019 indicators were:

- Exceeds minimum requirements
- Meets minimum requirements
- Approaches minimum requirements
- Missing minimum requirements

The 2013 UNCT-SWAP used five indicators while 2019 used four, and the 2013 UNCT-SWAP utilized a numerical scoring where 2019 simply used wording. Comparisons of the findings can still be made as they have similar criteria. It is also important to note that while the thematic areas and indicators have slightly evolved in terms of language, the meaning is still almost the same for the 2013

and 2019 indicators, therefore a compassion can still be made. The language shown in the 'Significant variation in Findings' are pulled from 2019 UNCT-SWAP to be compared to the most similar indicator of the 2013 UNCT-SWAP.

### *Improvements in Findings between 2013 and 2019*

The following indicators received a score of 3 (Needs Improvement) or below in 2013 and have since then received a score of 'Approaches Minimum Requirements' or higher.

Indicator 3.1 maintained its 2013 score of '4-Meets Minimum Standards'

3.2 UNCT Collaborates and engages with Women's/Gender Equality CSO

4.1 UNCT Leadership is Committed to Championing Gender Equality

These indicators reflect the efforts to mainstream GEEW into UNDAF frameworks, but the need for more focused efforts across the UNCT.

Importantly, the UNCT should note the areas that **remain below standard** since 2013 as follows:

**1.2 Gender Equality Mainstreamed in UNDAF Outcomes**

**1.3 UNDAF Indicators Measure Changes on Gender Equality**

**2.3 UNDAF M&E measures progress against planned gender equality results**

**5.2 UNCT has Adequate Capacities Developed**

**6.1 Adequate resourcing for gender equality**

### *2013 Recommendations to 2019 Findings, Significant Variations*

Recommendation number 1: 'Prioritize gender mainstreaming in the next UNDAF'

Based on the increase of scorings from the mentioned indicators it is apparent that gender mainstreaming has both taken a front seat to UNCT's initiatives and has been a streamlined thematic in their initiatives.

Recommendation number 2 'Prioritize gender mainstreaming in all Joint Programs'

In the future, the Spotlight Initiative to Eliminate Violence against Women and Girls and Korean International Cooperation Agency will be funding future projects and play a large and imperative role in eliminating sexual/gender-based violence in the country. These will be JP's across various UN agencies and IPs. There is also a joint program nearing its end called the Empower for Change- Reducing Violence and Discrimination Against Women and Children with Disabilities in Timor-Leste. This program worked with the support of the UN Partnership on the Rights of Persons with Disabilities. The importance of gender mainstreaming across all JPs and not just those focused on gender equality needs to be further discussed and involve the Gender Theme Group to leverage the added-value and expertise within the UN Country Team in Timor-Leste.

## **CONCLUSION**

The UNCT-SWAP offered an opportunity for UN interagency groups and agencies to work collaboratively on gender reflections and initiatives within the UN system of Timor-Leste. Doing so, offered an opportunity to critically examine the context themselves, and provided rich and reflective feedback and more importantly investment in the process of improving performance on gender mainstreaming and practices within and outside the UN system. As a result, the outlined action plan

and recommendations provide a chronological guide for responsible parties to initiate improvements. Doing so reflects the commitment of UNCTs to make improvements within a given timeframe and aid the UN system in achieving results based, gender equity in Timor-Leste.

## ANNEX 1: DOCUMENTS REFERENCED FOR SCORECARD REPORT

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## ANNEX 2: Scorecard Results Matix



Gender  
(Scorecard\_Results\_Fin)

## ANNEX 3: Organizational Culture Survey:



UN System-wide  
Action Plan (UN-SW,

## ANNEX 4: Gender Theme Group Workplan 2019



2019-2-12\_ UN\_GTG  
work plan Consolid: