



**Government of the Democratic Republic
of Timor-Leste**

NATIONAL ACTION PLAN on UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 (2000) ON WOMEN, PEACE AND SECURITY (2016 -2020)



**Ministry of Interior
Democratic Republic of Timor-Leste**

In partnership with:



United Nations Entity for Gender Equality
and the Empowerment of Women

NATIONAL ACTION PLAN on
**UNITED NATIONS SECURITY
COUNCIL RESOLUTION 1325 (2000)
ON WOMEN, PEACE AND SECURITY
(2016-2020)**

October 2016

ABBREVIATIONS

AAP	Annual Action Plan
ACbit	Asosiasaun CHEGA ba Ita
ALFeLa	Asistencia Legal ba Feto no Labarik (Women's and Children's Legal Aid)
APSCTL	Asia Pacific Support Collective Timor-Leste
CAVR	Comissão de Acolhimento, Verdade e Reconciliação (<i>Reception, Truth and Reconciliation Commission</i>)
CoM	Council of Minister
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEPAD	Centre for Peace and Development Studies
CNE	Comissão Nacional de Eleicoes (<i>National Electoral Commission</i>)
CVA	Truth and Friendship Commission
DNA	Deoxyribo Nucleic Acid
DNPCC	National Directorate for Community Conflict Prevention
FALINTIL	Forças Armadas de Libertacao Nacional De Timor Leste (National Armed Forces for the Liberation of East Timor)
F-FDTL	Falintil-Forsa Defesa de Timor Leste (<i>The Timor Leste Defence Force</i>)
FOKUPERS	Forum Komunikasi Perempuan Lorosa'e (<i>Timor-Leste's Women Communications Forum</i>)
FONGTIL	Forum Organizaçao Non-Government Timor-Leste (<i>EAST TIMOR NGO FORUM</i>)
FRETILIN	The Revolutionary Front for an Independent East Timor
GMPTL	Grupo de Mulheres Parlamentares Timor-Leste (<i>Women's Parliamentary Caucus</i>)
GBV	Gender Based Violence
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IDPs	Internally Displaced Persons
JSMP	Judicial System Monitoring Program
CNCHIV/SIDA	Comissão Nacional Combate HIV/SIDA (<i>National HIV Commission</i>)
LADV	Law Against Domestic Violence
MoD	Ministry of Defense
Mol	Ministry of Interior
MoJ	Ministry of Justice
MNEC	Ministry of Foreign Affairs and Cooperation

MoH	Ministry of Health
MSS	Ministry of Social Solidarity
NAP	National Action Plan
PDHJ	Provedoria Direitus Humanus e Justisa (<i>Ombudsperson</i>)
PM	Prime Minister
PNTL	National Police of Timor-Leste
PR	President of the Republic
SEJD	Secretary of State for Youth and Sport
SEM	Secretary of State for the Support and Socio-Economic Promotion of Women
SEPFOPE	Secretary of State for Vocational Training and Employment Policy
SEPI	Secretary of State for the Promotion of Equality
SoD	Secretary of State for Defense
SoSS	Secretary of State for Security
STAE	Electoral Administration and Technical Secretariat
STI	Sexually Transmitted Infection
TLPDP	Timor-Leste Police Development Program
ToT	Training of Trainers
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security
ZEESM	Zona Especial de Economia Social de Mercadu (<i>Special Zones for Social Economic Market</i>)

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FOREWORD

Women and girls in Timor-Leste have the right to live peacefully in a secure environment, free from all forms of violence and discrimination, in order to participate and contribute as equal and active citizens to the peacebuilding and development of the nation.

Timor-Leste has achieved independence through a long history of conflict and violence, the consequences of which have been felt by Timorese people, particularly the many women and girls who lived through years of insecurity and fell victim to various forms of violence.

The Government has demonstrated great commitment to the full inclusion of women in matters of peacebuilding and security by adopting United Nations Security Council Resolution 1325, on Women, Peace and Security. The Ministry of the Interior, following the initiative of the former Secretary of State for Security, within the 5th Constitutional Government, with the support of UN Women, has led the Democratic Republic of Timor-Leste to develop its National Action Plan (NAP) on UNSCR 1325 on Women, Peace and Security. Various governmental and non-governmental representatives have contributed to the development of the NAP on UNSCR 1325 for Timor-Leste, which included generous contributions from the Governments of Australia, the European Union, Finland, Japan, and the United Kingdom. Members of national parliament, government and civil society organisations, including women's organisations and development partners all provided feed-back through a series of consultations to ensure the accuracy, consistency and relevance of the NAP.

Those involved (stakeholders and target groups) are aware that as a post-conflict nation, it is very important to strengthen women's participation in peacebuilding and conflict resolution and to promote gender equality as set forth in Constitution of the Democratic Republic Timor-Leste.

With the National Action Plan on Security Council Resolution 1325, Timor-Leste reassures its commitment to promote gender-responsive development and to achieve women's rights in accordance with the Constitution and international treaties and conventions ratified and adopted by Timor-Leste. We hope that this NAP on UNSCR 1325

will respond to all challenges and concerns faced by Timorese women and will be able to transform the lives of women and girls through integrated action, to ensure their proper protection and active participation in the peacebuilding process. The Government is committed to the development and implementation of this National Action Plan on UN Security Council Resolution 1325, because much remains to be done to ensure women's important contribution to our society.

I take this opportunity, in the name of the Government of Timor-Leste, to congratulate the organizations and individuals that have made significant contributions to the development of the NAP. As such, they supported the efforts and commitment of Timor-Leste to implement UNSCR 1325 as a United Nations Member State. In the name of the Government, I also express gratitude to UN Women for the financial and technical support that they provided in every step of the process: from the initiation and drafting to the final launching of the NAP on UNSCR 1325.

This National Action Plan can be regarded as an expression of the commitment and aspirations of the Government and people of Timor-Leste - as set out in the RDTL Constitution, and affirmed by the Delta Nova Declaration of 2014 and envisioned in the Strategic Development Plan 2011-2030. *"to be a gender-fair society where human dignity and women's rights are valued protected and promoted by our laws and culture"*.

"Investment in women, is investment in the future generations of the nation".

Dili, October 2016

Minister of Interior

Dr. Longuinhos Monteiro

EXECUTIVE SUMMARY

Background

During conflict and war Timorese women had various roles and duties, alongside or independent from their traditional roles as mothers, sister's or those taking care of the family and household. Although many women became victims of violence during the occupation many made great contributions to the liberation struggle, to peace, stability and to the well-being of family and society.

At present Timorese women have important roles and duties in our State and within society and play a key part in the composition of the government, parliament and other State institutions through their active participation, leadership and commitment. However, although there has been progress and many changes in the lives of women have been realized, society recognizes that women do not yet fully enjoy their rights and live a life in dignity. Women have not yet been recognized for their contribution to the independence struggle. Moreover, women continue to face violence and discrimination at home and in public spaces, because of the discrimination and limitations imposed upon them. These challenges prevent women from active participation in the peacebuilding, conflict resolution and development process, even though in reality, women do play a crucial role in peacebuilding and conflict prevention.

UNSCR 1325 (2000) on Women, Peace and Security, adopted unanimously in October 2000, encourages UN Member States to include women in all processes for peace and security.

More than ten years after the adoption of Resolution 1325, women still do not have the same position and roles in peacebuilding and security processes as most men.

Because of this, and in order to improve the situation and position of women, the UN Secretary General urges UN Member States to develop a national action plan for the implementation of UN Security Council Resolution 1325 (2000).

What is NAP on UNSCR 1325 (2000)?

Timor-Leste's National Action Plan for the implementation of UNSCR 1325(2000) is the results of a participatory multi-stakeholder process that was initiated by the Secretary of State for Security in 2013. Prior to the actual drafting of the NAP, a series of learning events, internal and external consultations were organized to mobilize the support and involvement of key stakeholders who represented over 25 government institutions, civil society and women's organizations, including academics and development partners.

Methodology

This process was unique and valuable as it helped to increase awareness on the importance of the Women, Peace and Security agenda for Timor-Leste, and to collect the knowledge, experiences and analysis needed to develop a plan tailored to the Timor-Leste context. Following wide consultations reaching 473 participants in which 243 are women and 230 are men, a joint government and civil society team drafted the NAP on UNSCR 1325 – Women, Peace and Security, with technical support from UN Women. The development of the National Action Plan on Women, Peace and Security in Timor-Leste shows the commitment of the Timor-Leste government as a United Nations member to implement the United Nations Security Council Resolution 1325 on Women, Peace and Security. The adoption of this National Action Plan (NAP) also reflects the commitment of

Timor-Leste to implement other relevant resolutions and conventions linked to UNSCR 1325 such as the previously adopted CEDAW Convention, and the Beijing Platform for Action, as well as the subsequent UN Security Council Resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), and 2242 (2015)

This National Action Plan was developed based on the experiences of Timorese women and men and tailored to the unique context of the young nation. Since restoring its independence on the 20th of May 2002 following a long period of colonialism, conflict and violence, Timor-Leste has demonstrated its resilience transitioning from a recovery and reconstruction context to a post conflict development phase. Despite progress made, centuries of occupation with political, social and economic injustice bring many threats and challenges, in particular to women, who experienced and suffered multiple consequences and impacts of the conflict and violence.

This NAP is developed based on the lessons and experiences of women and men during war and armed conflict starting as far back as 1975. The NAP on UNSCR 1325 re-affirms that although the war is over, Timorese women continue to struggle to achieve justice and equal rights today. As a policy document, the NAP contributes to implementing key recommendations of the Commission of Reception, Truth and Reconciliation (CAVR) report, which documented the systematic abuses and violence committed by members of the Indonesian armed forces, including rape, sexual torture, sexual slavery and other forms of sexual violence.

Why NAP on UNSCR 1325?

The NAP on UNSCR 1325 aims to both compensate and recognise women's suffering as victims during the past conflict but also acknowledge and ensure women's contributions during the liberation

struggle are valued in society. Women have played key roles in support of the resistance and liberation struggle, but tended to be 'pushed back' to household roles once the peace and development process started. This NAP hope to increase and strengthen the active participation and leadership of Timorese women in the peace and state building efforts of the nation.

Implementation

The success of the implementation of the NAP on UNSCR 1325 - Women, Peace and Security,(WPS) will depend on the political commitment by the leadership of this Government. Therefore, the implementation of this NAP must placed in the trust of the Government. Through the Delta Nova Declaration of March 2014, government representatives demonstrated their commitment to ensure the development and implementation of the NAP on UNSCR 1325 and continued to re-affirm their commitment to achieve gender equality and the empowerment of the women and girls in Timor-Leste. As a member of the United Nations, Timor-Leste has continued to demonstrate its commitment and accountability for the implementation of global development commitments - such as the Millenium Development Goals and as affirmed by Prime Minister Dr. Rui Maria Araújo to the Sustainable Development Goals adopted by the United Nations in 2015 including an explicit goal to promote gender equality and empower of women and girls.

The activities that will be implemented under this NAP have been organized around the four pillars - or four P's - of Participation, Prevention, Protection and Peacebuilding. These pillars are the foundations for the promotion of women and girl's rights to a life in peace and security, and the promotion of their equal and active participation and leadership in peacebuilding and development.

This NAP will implement activities to promote and guarantee women's participation in all

decision-making positions and processes including in the defense and security sectors, peacebuilding and development. It proposes concrete actions to review and improve laws, policies and programs for enhancing women's active and meaningful participation in all aspects of peace and state-building.

Action must be taken to prevent all forms of violence against women, through new and improved legislation and increasing the gender sensitivity of law enforcement giving existing gaps on equal rights and protection for women in legal frameworks, structures, mechanisms and policies. This includes the integration of gender sensitive indicators in conflict early warning systems as important tools for the prevention and mitigation of conflict. The NAP recognizes women's key role in conflict prevention and resolution for example as mediators and focal points for security and peacebuilding at all levels, from the national to the municipal and community levels.

Women can only fulfill their full potential if their physical, psychological and socio-economic security is guaranteed, and although the occupation has ended, many women still face various forms of discrimination and violence each day. Protection from all forms of violence requires a review on how unequal decision-making power between women and men in the household, in managing family and community relationship can perpetuate the domination of men over women, conflict and violence. This NAP outlines steps to be taken over the coming four years to ensure women's and girls' protection against all forms of violence and discrimination through the revision of formal and customary laws, including laws and policies that regulate the practices of bride price (barlake) that tend to perpetuate the domination of men over women. This NAP also address barriers to women's reproductive rights and health by improving access to facilities for voluntary testing and counselling for HIV and AIDS

among others and STIs at municipal and national level.

Through the Peacebuilding Pillar, activities have been identified to provide assistance and economic recovery to women in all areas, through livelihood support and gender responsive budgeting. The NAP has identified activities for women to improve their access to natural resources and basic services, to allow them to build sustainable livelihoods and contribute actively to the nation's peace and stability. Activities are also being promoted to guarantee reparation and assistance for women former combatants and veterans as a way to ensure fair and equal treatment and validation of their important contributions to peace. This follows with the recommendations and provisions of the CAVR regarding women's rights and the promotion of their roles in peacebuilding and conflict resolution, especially at the community level.

Responsible Institutions

The success of the implementation of this NAP requires strong and effective leadership by the Government of Timor-Leste. This NAP adopts an implementation structure that shares responsibility for implementation between the different ministries and governmental authorities involved, under the oversight of the Office of the Prime Minister .

- The Ministry of Interior is responsible for the overall leadership and implementation of the Timor-Leste NAP on UNSCR 1325 (2016-2020)
- The Ministry of Social Solidarity (MSS), Ministry of Justice (MoJ), Ministry of Defense (MoD) and the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM) and related institutions (such as the National Police, Defense Forces, Ombudspersons Office, among others) are responsible for implementation of separate activities that will be implemented under each of the four pillars in their respected area of work. They will each :
 - ◊ Allocate budgets for the concerned activities,
 - ◊ Coordinate the various partners involved in those activities,
 - ◊ Monitor and report progress and achievements, and
 - ◊ Ensure accountability and transparency to public and beneficiaries.
- Civil society organizations will support implementation and monitoring of NAP on UNSCR 1325 activities, advocate resource allocation and implementation of the plan, and develop shadow reporting on progress achieved.
- The Steering Committee for implementation of the NAP on UNSCR 1325 consists of Director General staff of the involved Ministries and of the Executive Directors of involved civil society organizations. The Steering Committee will:
 - ◊ Provide approvals and reviews of the NAP on UNSCR 1325
 - ◊ Develop and submit funding proposals to donors in case of insufficient national funding
 - ◊ Act as ambassadors and advocates of the NAP on UNSCR 1325

Part One: Legal and Governmental Framework

1. The United Nations Security Council Resolution 1325 on Women, Peace and Security

On the 31st of October 2000, the United Nations Security Council unanimously adopted its first Resolution specifically recognising the unvalued and under-utilised contributions of women in conflict prevention, peace-keeping, conflict resolution and peacebuilding. As the first Resolution of the Security Council about Women, Peace and Security, UNSCR 1325 is a historic instrument. Often, it has become shorthand for all Women, Peace and Security Resolutions because it planted the seed for the other resolutions. In the subsequent years, the Security Council approved other associated resolutions to further strengthen the imperative to include women's perspectives and concerns in the reduction, mitigation, management and resolution of armed conflicts. These resolutions together form the Women, Peace and Security (WPS) Agenda. The WPS Agenda is transformative because it seeks to address the root-causes of armed conflict, including gender inequality, as a pre-requisite for long-term stability.

“Women have always had a roles as leaders, active in the resistance - but ultimately, we were put second. Our motivation is to ensure that women are never put second in peacebuilding and decision-making processes”

-Lidia Lopes, National Director for Conflict Prevention. Ministry of Interior

UNSCR 1325 includes 18 requirements for the inclusion of women in all aspects and at all levels of peace and security processes. Often, these requirements are organised under four pillars: the so-called four P's of women, peace and security. These are defined as follows:

Participation: Focused on increasing participation of women elected or appointed in all aspects and at all levels of decision-making in governance, security and justice sectors at national and local levels

Protection: Protecting women and girls from all forms of gender based violence and discrimination: physical, psychological, economic, social-cultural; in conflict and post-conflict situations, in the home and the community.

Prevention: Prevention of conflict and gender based violence, including sexual violence perpetrated as a tactic of war.

Peacebuilding: Establishing lasting peace through inclusion and equality. Promoting the role of women in peacebuilding and conflict resolution, particularly in communities, and ensuring the participation of women in all areas of post-conflict planning, including economic recovery and gender-sensitive budgeting.

United Nations Security Council Resolutions (UNSCRs) are automatically mandatory for all United Nations Member States and do not require ratification of signing by State Parties. The UN Secretary General urges UN Member States to develop national action plans for the implementation of UNSCR 1325 to ensure the inclusion of women in all peace and security processes.

Key actors responsible for implementation of the Women, Peace and Security Agenda include :

- ◆ The United Nations Agencies
- ◆ The National Parliament
- ◆ National and local governments, including national human Rights institutions and community bodies
- ◆ Political Parties
- ◆ Civil society, particularly women's organisations and groups

The Commitment of the Timor-Leste Government

The success of the implementation of the NAP on UNSCR 1325 on Women, Peace and Security, will depend on sustained political commitment by leaders at the highest levels of government. In addition to embedding gender equality principles in the Constitution, complying with its obligations following the CEDAW ratification and establishing a variety of legal and policy frameworks promoting gender equality. The Timor-Leste Strategic Development Plan 2011-2030 prioritises actions that aim to eliminate discrimination of women and girls and gender-based violence. Implementing the WPS agenda through the NAP on UNSCR 1325 is part of this action. Even before the NAP was adopted, government representative demonstrated their commitment to development and implementation of the NAP on UNSCR 1325 through the Delta Nova Declaration of March 2014. As a member of the United Nations, Timor-Leste has taken steps to demonstrate its commitment and accountability for the implementation of global gender commitments within the Millennium Development goals and as affirmed by the Prime Minister Dr. Rui Maria Araújo to the Sustainable Development Goals adopted by the United Nations in 2015.

In his address at a global leaders meeting in New York on 27 September 2015, the Prime Minister said that Timor-Leste's Constitution guarantees equal treatment to men and

women in all different aspects of their lives. ***"These firm commitments will help us to achieve the targets of the global goal five on gender equality. Timor-Leste fully support the global goal which seeks to achieve gender equality and to empower all women and girls. We consider the position of women and girls in our country a key test of our development progress."***

Women and children in Timor-Leste have the right to live peacefully in a secure environment, free from all forms of violence and discrimination, in order to contribute as equal and active citizens to the development of Timor-Leste. Since the restoration of independence (2002), much has been done to strengthen the rights of Timorese women and to encourage their roles as politicians, peace builders and security and justice providers. Although progress has been made and many changes in the lives of women have been realized, society recognizes that Timorese women do not yet fully enjoy their rights and have not yet been recognized for their contributions to the independence struggle. Women continue to face violence and discrimination at home and in public life. With the National Action Plan for Women, Peace and Security, the Timorese government and partners can take concrete actions to improve the position and recognition of women as veterans, victims of conflict and violence, and as actors in peacebuilding and security provision.

Through integrated action under the leadership of The Ministry for Interior, governmental institutions and national and international civil society organizations can help to transform the lives of women to ensure their proper protection and active participation to help build a peaceful and secure Timorese society for all.

Part Two: The Context of Women, Peace & Security in Timor-Leste

This National Action Plan was developed based on the experiences of Timorese women and men and are unique to the context of Timor-Leste. This NAP has been designed to fit the particular context of Timor-Leste as a post-conflict nation that remains fragile and only recently restored its independence on the 20th of May 2002, following a long period of conflict and violence. This complex context presents many threats and challenges, in particular to women who experienced and suffered the consequences and impacts of decades of conflict and violence.

This NAP is developed based on the lessons and experiences of women during war and armed conflict starting as far back as 1975. The NAP on UNSCR 1325 re-affirms that although the war is over, Timorese women continue to struggle to achieve justice and equal rights today. As a policy document, this NAP opens the way to realise the implementation of the recommendations of the CAVR report which provided the evidence of the systematic abuses and violence committed by members of the Indonesian armed forces, including rape, sexual torture, sexual slavery and other forms of sexual violence. The NAP on UNSCR 1325 does not only aim to compensate and recognise women's suffering as victims during the past conflict but also recognises and praises women's contributions during the liberation struggle. Women have played key roles in support of the resistance and liberation struggle, but tended to be 'pushed back' to domestic life once the peace and development process started. This NAP serves as an important impetus to increase and strengthen the active participation and leadership of Timorese women in the peace- and state building efforts of this nation.

The roles and experiences of Timorese women before and during conflict

From April 1974 - 1999, the people of Timor-Leste experienced various forms and levels of violence related to armed conflict. In 1974, a dispute between Timorese political parties evolved into a civil war. After a brief period of relative peace, Indonesian troops invaded Timor-Leste in December 1975. The subsequent Indonesian occupation of Timor-Leste lasted until 1999. During this period, Timorese people suffered in various ways from the armed conflict between Indonesian troops and Timorese resistance groups struggling for independence. During the 24 years of civil war and armed conflict, many Timorese civilians - both women and men - fell victim to violence. However, the impact of the violence on men and women differed.

In Timor-Leste and in other nations that have experienced armed conflict, women and men take on various roles before, during and after war. Women and men have different roles and social status in their communities, and this in turn influences their experiences in times of war.

Before the conflict, FRETILIN was the first political party to advocate for equality of women and men in politics. Inspired by socialist ideas of emancipation, they organized large numbers of women in community literacy classes. On 28 August 1975, Rosa 'Muki' Bonaparte, Isabel Lobato and others established a women's organization within FRETILIN called the OPMT (*Organização Popular de Mulheres de Timor* - Popular Organization of Timorese Women). The founders of OPMT were among the first to criticize Timorese customs which they perceived as legitimizing the exploitation of women by men, such as polygamy and the arranged marriage *barlaque*.

However, the scope of the literacy and emancipation efforts was limited compared to the violence brought onto the Timorese people during the occupation. As most women did not have the same level of education and access to resources as most men, and did not enjoy equal positions and rights, they had relatively little means to recover from the violence inflicted upon them.

As such, women were relatively more vulnerable to human rights violations. Timorese women suffered from various forms of violence during the Indonesian occupation and militia violence following the 1999 referendum. Timorese women and girls were killed or injured by aerial bombings, they died from hunger and starvation, were captured and imprisoned for suspected support to resistance groups, and at times, lost their houses and land because of destruction. More women than men were targeted with rape and sexual slavery as part of a strategy that sought to humiliate and break down the morale of the Timorese (male) resistance¹.

The CAVR documented 835 cases of sexual violence including cases of sexual slavery and rape occurring between 1974-1999, based on data were collected by a female CAVR research team that conducted interviews with 200 women survivors of conflict-related rape.

In addition to directly experiencing violence themselves, the socio-economic affects of violence women and girls included:

- ◆ Surviving deaths of husbands, children and other relatives (including parents for young girls) and consequent loss of family support and resources,
- ◆ Severe psychological trauma and illness caused by long-term exposure to extreme violence,
- ◆ Destruction of essential infrastructure: land, property and natural resources (water) as a consequence of bombings and use of mortars,
- ◆ Loss or decrease of income generation

opportunities and access to basic services (health and education), Increase of workload for women to care for their families - especially for female-headed households (widows and women whose husbands joined combat or were imprisoned),

- ◆ Internal displacement and related increased vulnerability to trafficking (especially in Atauro and West Timor) or to being involved in land disputes after the conflict.

Despite these barriers, many women had roles as actors joining in combat and resistance. Young men joined the armed resistance; and young women cooked meals for the Armed Forces of National Liberation of East Timor (FALINTIL) combatants in the mountains. During the 24-year Indonesian occupation of Timor-Leste (1975-1999), many Timorese women were actively involved in the armed resistance as combatants or supporters of FALINTIL. They prepared food and uniforms, and provided hiding places and moral support to the FRETILIN combatants. They worked as informants, bringing information to the guerilla fighters in the mountains, and taught their children about FRETILIN ideology and Timorese culture. In the 1990s, many Timorese women studying in Indonesia or at the University of Timor-Leste joined the clandestine student movement. They helped to organize various activities to mobilize international support for the independence struggle - like demonstrations and international speaking tours.

It is through the collective efforts of women, men, girls and boys that Timor-Leste overcame the significant violence and conflict of its past.

¹For additional information, see the CAVR report, which provides evidence and figures regarding "general and systematic acts committed by members of the Indonesian security forces and their supporters (Hansip) that were involved in cases of rape, sexual torture, sexual slavery and other forms of sexual violence".

Challenges faced by women's in the post-conflict period

As a post-conflict nation, Timor-Leste acknowledges that the consequences of many years of conflict and violence remain visible in the lives and relations of Timorese people today. Because of their different roles and positions, women and men experienced the conflict differently, and the conflict differently impacted on their lives.

Despite the initial attention to gender equality by FRETILIN, 24 years of militarization and armed conflict placed men in dominant positions both within the Timorese political elite and amongst the resistance leaders. This male-led Timorese political system has continued in the post-conflict era. It contributes to a patriarchal political culture that favors a style of power through domination ('power over' instead of 'power with and for'). This also tends to marginalize the position of women and prevents their equal participation and leadership in politics and governance. Although women played vital roles as supporters of independence and resistance, many were subsequently pushed back to their 'traditional', invisible roles.

Given women's reduced access to land, property, education and livelihood opportunities – compared to most men, it has been relatively harder for women to recover from material and economic losses caused by the war. Because of this disadvantaged position, many Timorese women continue to live in relative poverty, and isolation for those in rural areas with less access to basic infrastructure and services.

Most women find it difficult to speak about the violence they experienced during war - especially sexual violence - and continue to suffer from trauma. Those who dare to speak risk facing discrimination or marginalization by their community or, in some cases, by their family.

The limited support for recovering from trauma means that many women continue to suffer from health problems caused during and after the conflict. These reduce their options to engage in economic activities to generate income.

Consequently, women who are victims of war-related violence often experience challenges of mental and physical health problems and lack of income. These problems are most significant for women who are widows and live in geographically isolated locations, far from government assistance programs.

The political and social crisis in 2006 affected the lives of the many people in Timor-Leste, including of the many women and children who were displaced during the crisis. Women and girls faced an increased risk of sexual violence and exploitation due to their displacement, although the focus of security responses was on an intensive institutional reform process to build a consolidated security and defense force supported and trusted by the community.

In 10 years since the crisis, the political context has been relatively stable, including after the departure of the United Nations mission at the end of 2012. Periodically, political and disenfranchised groups have challenged the Government's authority, limiting women's mobility and raising tensions within affected communities, but the reach of these groups has remained limited and been addressed through a strong security sector response.

Moving forward, the Government can best address the challenges faced by women and other marginalized groups by investing in a more inclusive approach to state-building, which responds to the needs of all people, as envisioned in the National Action Plan based on UNSCR 1325.

Part Three: The Way Forward

A National Action Plan UNSCR 1325 (2000) for Timor-Leste

"This plan is ours, It is made up of our voices, and our contributions. It is ours and we have come together to take it forward, into our future."

Veneranda Lemos Martins, Secretary of State for the Support and Socio-Economic Promotion of Women

The Process: developing a NAP on UNSCR 1325 for Timor-Leste

Following the lessons learned during the development of the NAP-GBV, it became clear that wider inter-ministerial collaboration was critical to address the full scope of the women, peace and security (WPS) agenda. This agenda includes a focus on women's participation in decision-making and conflict resolution processes, and their representation in key positions of leadership. It also involves greater engagement with the police and military on women's human rights, and ensuring women's needs and voices are integrated into transitional justice, economic recovery and wider development processes.

In Timor-Leste, the galvanizing force driving the establishment of the NAP on UNSCR 1325 was the creation of a critical mass of supporters. This critical mass has been mobilized over years, building on the efforts of advocates demanding justice for past crimes, and protection for women against ongoing violence and discrimination in the post-independence period. Thus, a diverse group of women, peace and security supporters evolved organically, ensuring the development of a deep sense of ownership amongst all stakeholders.

During a Validation Workshop organized for all actors involved in the development of the NAP on UNSCR 1325 in November 2015, one of the female participants reflected on the inclusiveness of the process, and the importance of including all opinions.

As a former political prisoner she commented, "I had been talking about these issues (specifically the recognition of women former political prisoners) whenever I had chance, but there were no results. This is now the time, and we have an opportunity to write it down... It is not only for me but for all women who have suffered as prisoners and victims of conflict."

Agreeing with the value of the NAP's inclusive development process at its Validation Workshop, Timor-Leste's Minister of the Interior, **Dr. Longinhos Monteiro** commented "Women's full participation in this process, and the politics of peace-making and peace-keeping is of vital importance to everyone's safety and security."

The Actors

After years of advocacy, national-level dialogue events and exchanges between national stakeholders and other countries involved in the global WPS Agenda, the Secretary of State for Security (SoSS) currently the Ministry of Interior (MoI) made a commitment to lead the development of a NAP on UNSCR 1325 late 2012 as part of its collaboration with UN Women. From the very beginning, the MoI included a wide range of governmental and non-governmental actors in the development of the NAP on UNSCR 1325.

The NAP working group involved representatives of 13 governmental institutions and at least 10 civil society including women's organizations.

- Amongst the governmental representatives were Director General (DG) from the Ministry of Interior (Mol) including national police (PNTL), Ministry of Social Solidarity (MSS), Ministry of Justice (MoJ), Ministry of Defense (MoD) including national defense force or F-FDTL , the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM), and the National Directorate for Community Conflict Prevention (DNPCC). Secretary of State for Professional Training and Employment Policy (SEPFPOPE). Secretary of State for Youth and Sports, National University of Timor Leste (UNTL) and Universidade da Pas (UNPAS)
- *Civil society organizations* involved ACbit, APSCTL, representing Rede Feto, Ba Futuru, Belun, CEPAD, Fokupers, JSMP, and others .
- *Development partners*, contributed to the process for key actors to have the space and time to fully understand and embrace the necessity of the NAP on UNSCR 1325 and its relevance to Timor-Leste. In particular, UN Women provided guidance and technical assistance throughout this process.

“Working on this project has been completely new to many us. We have worked on this national action plan entirely on our own, without outside support. We have had to learn all about UNSCR 1325 from scratch to thoroughly understand it...and, so far, we have found that it is very important for the country... Step by step, we [the military] are finding out what good we can do for Timor-Leste with this work, and while armed forces are sometimes involved in human crises of wide scale, we know they can be a tool for both good and bad. This is a new opportunity for Timor to help the government in decision-making – and we see the importance of women's decisions making in all sector”

-Xisto da Cruz, Legal Officer at the Timor-Leste Defense Force (F-FDTL) and a member of the NAP-UNSCR 1325 Steering Committee

The Process: Creating Timor-Leste's National Action Plan on UNSCR 1325 - Women, Peace and Security

2007-2012: Laying the Foundations

The Office for the Promotion of Equality (was then Secretary of State for Promotion of Equality (SEPI) and now Secretary of State for the Support and Socio-Economic Promotion of Women- SEM), with civil society, including Rede Feto members, and support from the UN and international partners, conducted awareness- raising and advocacy on Women, Peace and Security (WPS). This included a learning exchange with Liberia and Ireland, a 1325 Implementation Plan for 2010 focused on protection, and Open Day Dialogues from 2010 onwards. In late 2012, the Secretary of State for Security (SoSS) made a commitment to lead the development of the WPS National Action Plan (NAP).

September 2013: A Learning Exercise

The SoSS (now Ministry of Interior) and UN Women organized a Learning Workshop on developing a NAP on UNSCR 1325 with stakeholders from the government, women's organizations, UN agencies and civil society. Following discussions with experts from the Philippines, Nepal and Indonesia about their experiences of developing a NAP on UNSCR 1325, the former SoSS and former SEPI reiterated their commitment to lead the development of the NAP on UNSCR 1325 in Timor-Leste.

February 2014: Developing Leadership and Internal Consultation

A series of internal consultations were facilitated with the SoSS, Secretary of State for Defense, and Gender Working Groups of the National Police (PNTL) and Defense Forces (F-FDTL), with advisory support from UN Women's Senior Gender Advisor in Indonesia. Stakeholders discussed the activities needed to implement United Nations Security Council Resolution 1325 (UNSCR 1325) in Timor- Leste and gained confidence to lead the NAP development process. As a result, SoSS led the establishment of a high-level Advisory Board, Steering Committee, a technical Working Group and a Drafting Team involving representatives from cross-section of key government ministries, institutions and civil society organizations, including women's organizations and academics.

March 2014: The First High-Level Consultation

The first high-level discussion of the formulation of the NAP involved approximately 50 people from government, political parties, women's organizations, and civil society organizations. Government representatives signed a Declaration affirming institutional support for the development and implementation of the NAP.

May 2014: First National Consultation and Study Tour to Indonesia

First national consultation involved approximately 100 people representing various partners and stakeholders from government, Civil Society including women's organizations, Faith- based organizations and development partners. Facilitated by UN Women Indonesia, a 5-day study tour to Jakarta was organized with key staff from SoSS, MSS, SEPI, SoD, PNTL and F-FDTL and 3 NGO partners, ACBIT, Ba Futuru and Rede Feto, to learn more from the Indonesian NAP development process.

June –December 2014: Consultation at the Grassroots Level

Community voices are invaluable for implementation of the NAP on UNSCR 1325. Using the four key pillars framed in the UNSCR 1325, the Working Group organized a series of community-based consultations across the 13 districts, reaching out to 473 people (243 women, and 230 men)

May –September 2015: The Drafting Process

The drafting process began with a workshop for the Steering Committee and Working Group members. Working from the results, the Drafting Team formed a collaborative draft NAP, based upon the results from the extensive consultations.

October-December 2015: Validation

The draft NAP validated at a participatory workshop held from October- December where stakeholders from government, civil society and development partners have been invited to provide feedback. The Drafting Team will then incorporate the results and present the final NAP to the Advisory Board and then presented to the Council of Ministers for approval.

January—April 2016: Finalization and Adoption

October 2016-2020 Launch, implementation and monitoring!

Objectives and Activities of the Timor-Leste NAP on UNSCR 1325 (2016-2020)

Based on the specific context analysis for Timor-Leste and with the strong support and commitment of all stakeholders, a series of specific objectives were formulated for the National Action Plan on UNSCR 1325 for Timor-Leste, organized around the four pillars - or four P's - of Participation, Prevention, Protection and Peacebuilding².

The Participation Pillar

Participation means women's significant involvement in all aspects and at all levels of decision-making in public and private life. Equal participation of women in all decision-making processes is about increasing the number of women representatives in decision-making processes and about ensuring that women can actively and meaningfully participate in decision-making. Meaningful participation means that women represent their own interests and needs, have a voice that is heard and responded to by duty bearers, and hold duty bearers to account on their promises.

Challenges to women's participation in Timor-Leste

Timorese women in politics and governance

Women in Timor-Leste are more numerous in the Parliament and Council of Ministers than in most other countries in Southeast Asia. Thanks to the quota system, 38% of the parliamentary seats are currently held by women. The Sixth Constitutional Government had three women ministers (M.of Finance, M. of Health and M.of Social Solidarity), 2 vice-ministers (one of M. of Health, and one of M.of Education) and 3 Secretary of State (SoS) (SoS for Socio-economic Support and Promotion of Women, SoS Tourism and Culture and SoS for Parliamentarian Affairs. Participation of women at the *suku* ("village") level is still a challenge. Although two seats of the *suku* council are allocated to women representatives, only 11 of the 442 *suku* chiefs are women (2.4%). Another area of concern is women's *meaningful participation*, where women are expected to be present, but often pressured to be silent. These pressures come from limited support for women's leadership, lack of information, low self-esteem or confidence to speak up, among other challenges. Women who do voice their concerns might not have their contributions heard and responded to by duty bearers. Much remains to be done to ensure women's meaningful participation in all levels of decision-making.

Women in the PNTL and the F-FDTL

In November 2009, the National Police of Timor-Leste (PNTL - Polícia Nacional de Timor-Leste) had 608 female officers, amounting to 18%. However, barriers to women's equal and meaningful participation in the PNTL continue to exist. A recent district assessment by UN Women and the PNTL Gender Section (2014) found that most female officers are in low positions (logistics or administration), lack (equal) career prospects and education opportunities, lack facilities - such as separate change rooms or toilets - and are not allowed to carry weaponry during operations, even though they are trained to use them.

Cases of discrimination and sexual harassment in the force remain a concern for safety and security of female police personnel, and the recruitment of new female officers.

²Priorities were identified using the following sources: Public consultations in 13 municipalities, CHEGA Recommendations, CEDAW Committee 2015 Recommendations and PNTL Gender Assessment in 13 Municipalities

³Myrttinen 2009: 32

According to 2013 statistics, the current F-FDTL force strength stands at 1,821, with only 173 women (9.5%). There are also extremely low numbers of women represented in the officer cadre, currently standing at less than 2%⁴.

Participation Objectives of the NAP on UNSCR 1325 (2016-2020)

To promote and increase women's participation in all decision-making fora, including in the defense and security sector, the Timor-Leste National Action Plan on Women Peace and Security (2016-2020) defined the following aims:

- ◆ Increased representation of women elected or appointed to roles in decision-making positions in the security and justice sectors at local and national levels.
- ◆ Laws, Policies and Programs regarding peace and security are developed with maximum participation from various groups of women and men, and promote gender equality.
- ◆ Increased promotion, recruitment and representation of women in national institutions for security, defense and justice
- ◆ Community conflict resolution mechanisms and leaders provide opportunities for women to participate actively as mediators and focal points in peace and security.

This National Action Plan aims to particularly recognize women's capacity as actors for prevention and conflict resolution or mediators to eliminate the existing perception of women as victims only. More women must become national mediators and focal point for conflict prevention. According to **Anacleto Ribeiro, Advisor for Security and Defense Office of Prime Minister**, the role of women was vital when settling a heated conflict with martial art gangs in Comoro. *"We didn't spend any money on this initiative,"* said Anecleto. *"Simply, the presence of the community and the women who served as facilitators was enough - making a space for this kind of inclusive dialogue is crucial."*

The Prevention Pillar

Prevention of gender based violence, including sexual violence must be prioritised for sustaining peace. Prevention can be achieved through incorporating women's perspectives into early warning systems, public education, and the prosecution of violators of women's rights.

Challenges to conflict prevention in Timor-Leste

Community Conflict Prevention

Timor-Leste is a collectivist society meaning that group interests take precedence over individual interests. As a consequence, many community conflicts originate in the family and

household and later develop into a conflict between two families. Gender-based and domestic violence often appear to be triggers of such community conflicts. The National

⁴Timor-Leste's Beijing Platform for Action. National Review and Appraisal Report. (2014). Prepared by Office Secretary of State for the Promotion of Equality

Directorate for Community Conflict Prevention has trained numerous mediators in non-violent conflict resolution, and facilitated regular dialogue and mediation activities within communities. Although women have been trained to act as national conflict mediators, the number of women mediators remains low when compared to men. More women need to be recruited and positioned as brokers of peace and mediators. They can also play a role to provide peer support and referrals to services to female victims of domestic violence more easily than male mediators, potentially mitigating incidents of violence before they escalate into community conflicts.

Gender-sensitive (customary) laws

In addition to increasing the number of women mediators, dispute resolution practices need to be made more gender-sensitive. Cases of domestic violence, for example, often tend to be solved as matters of honor between families, rather than by addressing victim needs and preferences for recovery and safety. Likewise, land disputes tend to be settled without considering the impact of the decision on women's access to land and resources. To ensure that local dispute settlements do not discriminate against female victims and complainants, both customary and formal dispute resolution practices need to be reviewed with a gender dimension. The new legislation for the definition of ownership of immovable property (Special Regime for Definition of Ownership of Immovable Property), for example, has not yet been reviewed on its gender-sensitivity: on how it will differently impact on the rights to land and property for women and men, boys and girls.

Prevention Objectives of the NAP on UNSCR 1325 (2016-2020)

To help prevent all kinds of violent conflicts and other forms of violence, the National Action Plan commits to:

- ◆ Integrate modules on gender in training manuals of defense, security and justice training institutions and provide mandatory courses on gender equality, human rights and HIV/AIDS awareness.-
- ◆ Include a gender perspective in conflict prevention mechanisms.
- ◆ Promote a culture of peaceful conflict resolution in the community.
- ◆ Ensure that laws and policies that guide conflict resolution and mediation are gender-sensitive.
- ◆ Strengthen (public) awareness on gender-sensitive conflict prevention through media.

Maria do Rosario F. Correia, the Executive Director of ALFeLa, a women's and children's legal aid organization, identified that *"due to poor monitoring practices, defendants who have been charged with domestic violence crimes are not serving their required sentences in jail... There is also minimum supervision for those who receive probation."*

As a result, the prosecution and sentencing of GBV cases appear to be ad hoc. **Correia** goes on to identify that ALFeLa has attempted to address this issue by advocating for the more serious monitoring of domestic violence cases, with the hope that perpetrators will serve the time they have been sentenced.

The Protection Pillar

Protection of women and girls covers all forms of gender based violence: physical, sexual, psychological, and economic, including experiences from the conflict and present period, in the home and in the community. Women and girls have a basic human right to live free from violence. Protection guarantees women and girl's safety, physical and mental health and economic security, and ensures that their human rights are respected.

Challenges to the protection of women's rights in Timor-Leste:

Domestic violence

Domestic violence remains one of the most pervasive human rights violations in Timor-Leste, with nearly 6 out of 10 women who had ever been in a relationship experiencing some form of physical or sexual violence in their lifetime, according to the 2015 the Asia Foundation prevalence study of women's experiences with violence⁵. In recent years, domestic violence has remained one of the most commonly reported crimes and correlates with a patriarchal value system and a society still struggling with the trauma of war.

The Law Against Domestic Violence (LADV, 2010) has been a great step forward in recognizing domestic violence as a crime. Police officers are now obliged to process cases of domestic violence. Barriers to reporting cases of domestic violence include fear, pressure to resolve the incident within the family/village and a lack of trust in the police and formal justice system. Data collection and monitoring systems also contribute to limited information on cases reported.

Sexual and Reproductive Rights and Health

Another area of concern are the reproductive rights of women and girls rights and their ability to protect themselves against infectious diseases. According to the UNFPA, Timor-Leste has a low HIV prevalence rate (0.2 per cent) but nonetheless, faces specific vulnerabilities that may accelerate the transmission of HIV and sexually transmitted infections (STIs). These include high levels of population movement and social displacement, high unemployment, low awareness of HIV and sexually transmitted infections and low condom use. Many young people are not equipped with the knowledge and life skills to manage STIs and HIV risk and there is a lack of access to facilities for HIV/AIDS and STI counselling testing in the districts.

Reparation and recognition of women veterans and victims of war

Various transitional justice mechanisms have been established in Timor-Leste to support recovery and reconciliation processes for victims of human rights occurring in between 1974-1999. Although these mechanism supported the peace and justice processes in Timor-

⁵The Asia Foundation, *Understanding Violence Against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study*, 2016. An earlier study, *Timor-Leste—Demographic and Health Survey 2009-2010* (National Statistics Directorate — Ministry of Finance, 2013) also found that 38% of Timorese women reporter suffering some form of physical abuse.

Leste, they did not provide sustainable recovery and livelihoods to women who suffered from violations, or played a role as combatants or independence supporters during the conflict. Women ex-combatants and veterans have not yet received reparations because they have not yet been recognized and valued for their contribution to the independence struggle and peace process.

Protection Objectives of the NAP on UNSCR 1325 (2016-2020)

To ensure women's protection from all forms of gender based violence during and after conflict, the Timor-Leste National Action Plan on Women Peace and Security (2016-2020) defined the following aims:

- ◆ Improve the gender sensitivity of the formal justice system through the implementation of gender-sensitive laws and the equal and gender-sensitive interpretation of laws and regulations.
- ◆ Expand awareness and accessibility of voluntary counselling and testing for HIV/AIDS and STI's in municipalities.

The Peacebuilding Pillar

Peacebuilding can only be sustained in an environment that promotes inclusion and equality. It is about promoting the role of women in peacebuilding and conflict resolution and ensuring the participation of women in all areas of planning and development, including as part of economic growth and through gender responsive budgeting.

Challenges to Women's Inclusion in Timor-Leste's Peacebuilding

Transitional justice and implementation of the CAVR recommendations

The CAVR recommendations concerning women's rights and participation in peacebuilding process provide an important foundation for building a stable and sustainable future for Timor-Leste. These recommendations include support for programmes to counter discrimination against victims of sexual violence, for women's initiatives to prevent and resolve conflict, and for mainstreaming of 'gender equality and the full participation of women in the economic, social and cultural and political life of Timor-Leste⁶. The needs of female victims and war combatants must be recognized and addressed for the entire population to benefit from independence and the country to move past its history of conflict. Recognition and justice for women victims and veterans will in turn contribute to the building of a strong and accountable state and a vibrant civil society that uphold the values of justice and democracy.

Women's social and economic empowerment

In order to fully participate and contribute to Timor-Leste's reconstruction and development, the social and economic empowerment of Timorese women is vital. Women's civil society organizations generally emphasize land and inheritance rights, access to credit (including grants and interest-free loans), equal access to education for women and girls, a strong investment in skills-training and capacity-building, and attention to the needs of female-headed households⁷. The last census conducted in Timor-Leste in 2015 indicated that 20 percent of households are female-headed . These women and their families are particularly vulnerable to poverty as women traditionally do not inherit land and property whilst they largely depend on it for income generation. Ministerial and district authorities should therefore make an effort to ensure that recovery and social-economic development programmes especially benefit poor and vulnerable women.

Peacebuilding objectives of the NAP on UNSCR 1325 (2016-2020)

To ensure the participation of women in peacebuilding and all areas of post-conflict planning, economic reconstruction and development, the National Action Plan commits to:

- ◆ Ensure women have access to natural resources - including land, clean water and other basic needs - to allow them to build sustainable livelihoods and contribute to a stable and peaceful society.
- ◆ Promote women's roles in peacebuilding and conflict resolution at the community level.
- ◆ Implements the government recommendations and provisions of the Timor-Leste CAVR and CVA regarding women's rights.
- ◆ Former women combatants and veterans receive justice and recognition for their contributions to peace.

The Implementation Structure of the Timor-Leste NAP on UNSCR 1325

The success of the implementation of this NAP requires strong and effective leadership by the Government of Timor-Leste. This NAP adopts an implementation structure that shares responsibility for implementation between the different ministries and governmental authorities involved, under the oversight of the Office of the Prime Minister .

- The Ministry of Interior is responsible for the overall leadership and coordination for implementation of the Timor-Leste NAP on UNSCR 1325 (2016-2020)
- The Ministry of Social Solidarity (MSS), Ministry of Justice (MoJ), Ministry of Defense (MoD) and the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM) are responsible for implementation of separate activities that will be implemented under each of the four pillars in their respected area of work. They will each:
 - ◇ Allocate budgets for the concerned activities,
 - ◇ Coordinate the various partners involved in those activities,
 - ◇ Monitor progress and achievements, and
 - ◇ Ensure accountability and transparency to public and beneficiaries.
- Civil society organizations will support implementation of the NAP on UNSCR 1325 activities, advocate resource allocation and implementation of the plan, and develop shadow reporting of the progress achieved.
- The Steering Committee for implementation of the NAP on UNSCR 1325 consists of Director Generals of the involved Ministries/Institutions and of the Executive Directors of involved civil society organizations. The Steering Committee will:
 - ◇ Provide approvals and reviews of the NAP on UNSCR 1325
 - ◇ Develop and submit funding proposals to donors in case of insufficient national funding
 - ◇ Act as ambassadors and advocates of the NAP on UNSCR 1325

⁶ CAVR 2005a, part 11, 4.1

⁷ Ibid

Matrix of
NAP on UNSCR 1325
On Women, Peace &
Security

PILAR I - PARTICIPATION

Women have equal and active participation in decision making processes relating to governance, peace and security

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead *
			2016	2017	2018	2019	
1.1. Increased representation of women elected or appointed to roles in decision-making positions in the security and justice sectors at local and national levels.	1.1.1 Develop and strengthen the capacity needed by women candidates for national and local elections before and after elections	# and % of women and men elected to local and national governance including: - Aldeia Chiefs - Suco Chiefs - Administrative Posts - Municipalities # and % of women elected to parliament		x	x	x	SEM
	1.1.2. Undertake advocacy and lobbying to develop criteria for the promotion of gender equality as a pre-requisite for the appointment of women to governance and community leaderships		x				SEM
	1.1.3. Integrate modules regarding promotion of women in elections for local and national governance in civic education for communities regarding the electoral and political and campaign process laws		x				SEM
1.2. Laws, Policies and Programs regarding peace and security are developed with maximum participation from various groups of women and men, and promote gender equality.	1.2.1. Develop the capacity of drafters to integrate gender equality in legislation, policies, and programs for peace and security including members of parliament and male and female ministry officials	# and % of ministries/ institutions laws, policies and plans integrated gender perspective		x	x	x	MoJ
	1.2.2. Consultation between members of Parliament (women and men) and civil society organizations to analyses and conduct reviews of laws, policies and programs from a gender perspective aligned with CEDAW, SCR regarding Women, Peace and Security and other international obligations such as human rights		x		x	x	GMPTL
	1.2.3. Ensure that the perspective of women and minority/marginalized groups contribute to the planning, writing and implementation of legislation, policies and programs particularly related to large-scale/mega projects (Tasi Mane, ZEESM, etc)		x		x	x	SEM

* Relevant Government and civil society organizations and development partners to be identified

PILAR I - PARTICIPATION

Women have equal and active participation in decision making processes relating to governance, peace and security

Output	Specific Activities	Performance Indicators	Implementation Year					Government Lead
			2016	2017	2018	2019	2020	
1.3. Increase promotion, recruitment and representation of women in national institutions for security, defense and justice .	1.3.1. Revise regulations (recruitment, promotion and human resources) in Defense institutions including the Defense Forces (F-FDFTL) and Security including (PNTL) Fire-brigade and Civil Security to eliminate discrimination including violations of defense and security staff and promote equal participation.	# of defense and security institutions with a gender analysis of human resource regulations	x	x				MoD & MoI
	1.3.2. Conduct trainings for women with the potential to be interested to enter defense and security institutions including F-FDFTL, PNTL, Civil Security, Fire-Brigade and Prison Guards (from selection documents)	# and % of participants (by sex) accepted for entry into defense and security training centres		x	x	x	x	MoD & MoI
	1.3.3. Disseminate information from PNTL and F-FDFTL to secondary schools including to female and male students regarding recruitment and careers with defense and security institutions.	# and % of students (by sex) completed the training and recruited for defense and security institutions.	x	x	x	x	x	MoD/F-FDFTL, & MoI/PNTL
	1.3.4. Provide capacity building to promote women into leadership roles in Defense and Security institutions including Defense Forces (F-FDFTL) and National Police (PNTL), Fire-Brigade and Civil Security through scholarships, education, training, orientation, women's associations, and comparative studies	% of defense and security female personnel reached by by capacity development activities annually	x	x	x	x	x	MoD/F-FDFTL & MoI/PNTL
	1.3.5. Adopt quotas to promote recruitment and representation of women in defense and security institutions including the F-FDFTL, PNTL including Suco Police Officers (OPS)	Establishment of quota for female personnel in security and defense institutions	x	x				MoI, MoD, SEM
	1.3.6. Take steps to increase the number of female judges, lawyers (prosecutors and public defenders) and also judges with expertise in international law	# and % of women recruited to F-FDFTL and PNTL (minimum quota 15 % per year) # and % of female judges, lawyers(prosecutors and public defenders) that have demonstrated awareness of international law	x	x	x	x	x	MoI,

PILAR I - PARTICIPATION

Women have equal and active participation in decision making processes relating to governance, peace and security

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead	
			2016	2017	2018	2019		2020
1.4. Community conflict resolution mechanisms and leaders provide opportunities for women to participate actively as mediators and focal points in peace and security.	1.4.1. Develop public campaigns to promote opportunity and resources to encourage/ensure women's participation in all aspects of community life in relation to conflict resolution.	% of cases that reported to DNPCC annually resolved by female mediators	x	x	x	x	x	MSS, MI
	1.4.2. Take measures to increase numbers of women recruited as Coordinators, Mediators and Focal Points for conflict prevention at municipal levels.	# and % of women mediators, coordinators and focal points recruited by Ministry Interior						

PILAR II - PREVENTION

Prevention of conflict including gender based violence

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead
			2016	2017	2018	2019	
2.1. Defense, security and justice training institutions include modules on gender in their training manuals and provide mandatory courses on gender equality, human rights and HIV/AIDS awareness.	2.1.1. Develop and integrate materials for gender, human rights, treaties and conventions (CEDAW, UNSCR regarding Women, Peace and Security, humanitarian law, HIBV/AIDS awareness etc.) in security, justice and defense institutions training centres	# of security defense and justice training centre which integrate gender equality into orientation curricula.		x	x	x	MoI, MoD, MoJ
	2.1.2. Develop specialized courses for defense, security and justice personnel regarding gender equality, human rights, HIV/AIDS awareness, including information about reproductive health in defence and security training centers.	# and % of defense and security personnel by sex, demonstrating awareness of gender equality, human rights, HIV/AIDS	x	x	x	x	MoI, MoD, SEM
	2.1.3. Develop specialized courses for judicial actors regarding gender equality, and human rights at judicial training centre.			x	x		MoI, SEM
	2.1.4. Training about protection of civilians, including their rights and needs, particularly of women's inclusion in peace-keeping operations and peacebuilding and also awareness raising about HIV/AIDS for peace-keeping forces prior to deployment.	# new training modules used # and % of security personnel participating in peace keeping and peacebuilding operations (by sex) demonstrating awareness of gender-responsive civilian protection	x	x	x	x	PNTL Training Center and F-FDTL training center

PILAR II - PREVENTION

Prevention of violent conflict including gender based violence

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead
			2016	2017	2018	2019	
2.2. Conflict prevention mechanism include a gender perspective.	2.2.1. Conduct gender reviews in debates/discussions of existing laws, policies, plans and strategies relating to conflict prevention and conduct socialization for the community/public from the national level to rural areas	% of early conflict warning and disaster and violence risk reduction reports which integrate a gender perspective (i.e. sex-disaggregated data and gender -specific recommendations)		x	x	x	
	2.2.2. Evaluate and revise the conflict early warning system and disaster and conflict escalation risk reduction system and to include/incorporate further gender sensitive indicators and monitoring mechanisms		x	x	x		
	2.2.3. Dissemination about, early warning systems to local authorities, community leaders, including Suco Council members and other community members particularly women, youth and minority groups		x	x	x		
	2.2.4. Training for mediators (men and women) to have knowledge of conflict resolution with a gender perspective (including MSS mediators)		x	x	x		
2.3. Promote a culture of peaceful conflict resolution in the community.	2.3.1. Conduct awareness raising for young women and men regarding non-violent conflict resolution	# of incidents of violent crime committed by youth (by sex) in villages reached by awareness raising on non-violent conflict resolution activities.	x	x	x	x	
	2.3.2. Civic education including gender sensitive non-violent conflict resolution integrated into primary and secondary school curricula		x	x	x		

* Relevant Government and civil society organizations and development partners to be identified

PILAR II - PREVENTION

Prevention of violent conflict including gender based violence

Output	Specific Activities	Performance Indicators	Implementation Year					Government Lead
			2016	2017	2018	2019	2020	
2.4. Ensure that laws and policies about conflict are gender-sensitive,	2.4.1. Conduct consultation with civil society and the parliament including women's organizations to be able to ensure that law and policies relating to traditional conflict prevention/traditional (barlake) customs are gender sensitive	% of laws and policies related to traditional conflict prevention/ traditional (barlake) customs which integrate gender-related recommendations		x	x	x	x	SEM
	2.4.2. Conduct dialogues with women at the community level to identify the causes and consequences of practices that regulate traditional practices including reducing the # of barlake	# and % of villages providing recommendations for improving the gender-responsiveness of customary practices		x	x	x	x	MoJ
	2.4.3. Socialization of the land and property laws approved by the NP to inform people about legal rights including compensation policies for communities, particularly for women's access and rights to land and property when the government undertakes mega-projects e.g. ZEESM (Special Economic Zone for the Social Market Timor-Leste Oecusse, South Coast and Covalima.	% of villages receiving information on women access and rights to land and property under the land and property laws		x	x	x	x	MoJ- Sekretaria Estado Terras e Propriedades
2.5. Strengthen the (public) awareness on gender-sensitive conflict prevention through awareness raising and media activities.	2.5.1. Develop the capacity and involve the media, particularly in activities in rural areas to disseminate information that is gender sensitive with a peacebuilding and security perspective	#/% of villages reached by about gender equality media content (published or broadcast in the newspapers, radio, TV,etc.)		x	x	x	x	SEM

* Relevant Government and civil society organizations and development partners to be identified

PILAR III - PROTECTION

Protect and respond adequately to violent conflict and gender based violence

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead
			2016	2017	2018	2019	
3.1. There is access to testing for HIV/AIDS and STI's in municipalities.	3.1.1. Dissemination to students and the general community including immigration and border personnel providing border control services, at the ports, airports, land-border to be recognize the warning signs of violence, human trafficking, drugs, HIV/AIDS and Sexually Transmitted Infections (STI)	% of PNTL posts with visible information on voluntary counselling and testing services for HIV/AIDS and other Sexually Transmitted Infections	x	x	x	x	CNCS/MoH
	3.1.2. Create access and provide services and facilities to the public/community for HIV and STI testing for early prevention.	% of health posts equipped to provide voluntary counselling and testing services for HIV/AIDS and other Sexually Transmitted Infections	x	x	x	x	MoH
3.2. The gender sensitivity of the formal justice system will be improved through the implementation of gender-sensitive laws and the equal and gender-sensitive interpretation of laws and regulations.	3.2.1. Capacity building for judges, and public defenders regarding women's human rights, non-discrimination in laws and policies in relation to gender equality including issues relating to cultural practices that have a negative effect on women integrated into judicial training centre curricula	# and % of judges and lawyers /public defenders by sex received/ reached by capacity building activities annually	x	x	x	x	MoJ
	3.2.2. Accusation made against perpetrators of crimes committed during the war must be processed within a determined time-frame	% of serious crime cases processed through formal justice mechanisms annually	x	x	x	x	MoJ

PILAR IV - PEACEBUILDING

Peacebuilding through post-conflict justice and planning

Output	Specific Activities	Performance Indicators	Implementation Year				Government Lead		
			2016	2017	2018	2019		2020	
4.1. Women have access to natural resources - including land, clean water and other basic needs – to allow them to build sustainable livelihoods and contribute to a stable and peaceful society.	4.1.1. Conduct monitoring of basic infrastructure development to provide benefits to communities particularly women.	% of female population reporting access to basic infrastructure facilities including health, sanitation and water)		X	X	X	X	MSS	
	4.1.2. Socialize and disseminate gender sensitive mechanisms for natural disasters so that communities understand how to provide immediate response if natural disasters occur.	% of village disaster response networks demonstrating awareness of gender sensitive-DRR		X	X	X	X		MoI/MSS
4.2. Promote women's roles in peacebuilding and conflict resolution at the community level.	4.2.1. Training for local authorities, community leaders, community members and media about the elements of peacebuilding and conflict resolution as well as human rights including women's rights	% of village stakeholders trained (by sex and affiliation) with gender equitable attitudes		X	X	X	X		MSS
	4.2.2. Create cultural and sporting activities to promote peace (specifically for youth)	% of youth (by sex) reached through sport and cultural activities reporting changes in their attitude about peace		X	X	X	X		SEJD, SEM
	4.2.3. Facilitate former Timorese refugees living in Indonesia to return to gather with their families that have been separated by conflict and ensure their safety and security	% of refugees/missing family members reunited /reintegrated peacefully annually		X	X	X			MNEC
	4.2.4. Continue conducting reconciliation activities at the community level			X	X				MNEC/Gab. PM

* Relevant Government and civil society organizations and development partners to be identified

PILAR IV - PEACEBUILDING

Peacebuilding through post-conflict justice and planning

Output	Specific Activities	Performance Indicators	Implementation Year					Government Lead
			2016	2017	2018	2019	2020	
4.3. The State/Government implements the recommendations and provisions of the Timor-Leste CAVR and CVA regarding women's rights.	4.3.1. Establish an Institute of Memory to look after the implementation of recommendations from the CAVR and CVA (including re-submitting the draft Law of the Institute for Memory to the National Parliament)	% of CAVR recommendations regarding women's rights implemented		x				PM Office
	4.3.2. Implementation of CAVR and CVA's recommendations including monitoring in relation to women's rights including women victims of sexual violence and people with disabilities particularly victims of the war		x	x	x	x	PM Office	
4.4. Former women combatants and veterans receive justice and recognition for their contributions to peace.	4.3.3. Undertake monitoring to guarantee a history curriculum from the CAVR and CVA reports to be widely disseminated to all schools in Timor-Leste (basic education to higher education)	# of basic education schools using gender-sensitive history materials	x	x	x	x	MoE	
	4.4.1. Strengthen victims association/networks work and services to meet the needs to recuperate from conflict through (a). Service for counseling and access to health treatment, for those in situations of separation/war trauma;(b). Support for access to credit and agricultural equipment and for income management.	% of National Victim Association members (by sex) accessing support services (by type- health, counselling, etc.)		x	x	x	x	MSS
	4.4.2. Undertake monitoring of programs/projects provided to veterans to ensure that they are receiving benefits		x	x	x	x	PM Office	

* Relevant Government and civil society organizations and development partners to be identified

PILAR IV - PEACEBUILDING

Peacebuilding through post-conflict justice and planning

Output	Specific Activities	Performance Indicators	Implementation Year					Government Lead
			2016	2017	2018	2019	2020	
4.4. Former women combatants and veterans receive justice and recognition for their contributions to peace.	4.4.3. Establish an independent commission to undertake monitoring for verification of veterans' data/applications/ documents	# and % of women veterans registered and receiving support for credited/tools or equipment		x	x	x	x	MSS, Gab. PM
	4.4.4. Undertake advocacy and lobbying with the state and government to provide recognition for women's contributions and women's struggle for independence and peace through building monuments and commemoration activities in accordance with community decisions, etc. - Conserve historical sites as touristic attractions.		x	x	x	x	MSS	
	4.4.5. Conduct advocacy for the State to provide pensions for women veterans in accordance with existing laws	% of women veterans accessing their pension entitlements annually		x	x	x		MSS
	4.4.6. Undertake advocacy for the State and government to recognize and make reparations for former political prisoners including health care			x	x			MSS

* Relevant Government and civil society organizations and development partners to be identified



Security Council

Distr.: General
31 October 2000

Resolution 1325 (2000)

**Adopted by the Security Council at its 4213th meeting, on
31 October 2000**

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and *recalling also* the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and *recognizing* the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard *noting* the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard *calls on* Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and *urges* the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, *invites* Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and *further requests* the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;

8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;

(b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;

(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard *stresses* the need to exclude these crimes, where feasible from amnesty provisions;

12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;

16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further invites* him to

submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. *Decides* to remain actively seized of the matter.



**Ministry of Interior
Democratic Republic of Timor-Leste**

**Vila-Verde
Dili, Timor-Leste**