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About the research

In 2018, the Government of Timor-Leste (GoTL) adopted the second Maubisse Declaration to improve the lives of rural women and girls over a five-year period (2018-2023). The Declaration recognises the need for all agents, public and private, to work together and notes the linkages between the Declaration and the objectives in the National Strategic Development Plan (2011-2030), the Programme of the 8th Constitutional Government, and Timor-Leste's commitments to the Sustainable Development Goals (SDGs).

This work provides an assessment of gender equality and social inclusion in public infrastructure projects in Timor-Leste by analysing GoTL commitments, progress to date, and areas for further strengthening. It was developed through consultations with over 70 representatives from government, development partners and civil society organizations.

About the author

This research was commissioned and led by Timor-Leste's Ministry of Planning and Territory, National Development Agency, and State Secretariate for Equality and Social Inclusion. It was supported by the Australian Government's Partnerships for Infrastructure initiative, with The Asia Foundation Timor-Leste coordinating primary data collection and analyses.

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Cover photo: Timorese women construct roads through the Australian Government's *Roads for Development* initiative

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ABBREVIATIONS & ACRONYMS

ADB	Asian Development Bank
ADN-IP	National Development Agency
ANAPMA	National Agency for Planning, Motorization, and Evaluation
CAFI	Administration Council for the Infrastructure Fund
CBA	Cost-Benefit Analysis
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CNA	Comissao Nacional De Aprovisionamento
CRPD	Convention on the Rights of Persons with Disabilities
DFAT	Australian Department of Foreign Affairs and Trade
GESI	Gender equality and social inclusion
GoTL	Government of Timor-Leste's
GRB	Gender-Responsive Budget
GS	Gender Specialists
GWG	Gender Working Group
GWP	Gender Working Plan
KPI	Key Performance Indicators
M&E	Monitoring and Evaluation
MOF	Ministry of Finance
MOP	Ministry of Public Works
MPS	Major Project Secretariat
MSPI	Ministry of Planning and Territory
MSSI	Ministry of Solidarity Social and Inclusion
MTC	Ministry of Transport and Communication
NPC	National Procurement Commission
O&M	Operations and Maintenance
P4I	Partnerships for Infrastructure
PBRC	Political Budget Review Committee
SDG	Sustainable Development Goals
SDP	Strategic Development Plan
SEII	Secretary of State for Equality and Inclusion
SERVE IP	Service for Registration and Verification of Entrepreneurship, Public Institute
SMEs	Small and Medium Enterprises
TBRC	Technical Budget Review Committee
TOR	Terms of Reference
UN	United Nations

FOREWORD

The Government of Timor-Leste is committed to the principles of inclusion, tolerance, and gender equality, which are essential to the goal of building a fair, modern, and socially developed country. This is reflected in our National Strategic Development Plan (2011-2030), and our dedication to the Sustainable Development Goals and the Convention on the Elimination of All Forms of Discrimination Against Women. The commitment of the VIII Constitutional Government is to "leave no one behind," especially vulnerable groups such as women, children, people with disabilities, and the elderly.

In 2018, the VIII Constitutional Government adopted the second Maubessi Declaration, which establishes commitments to improve the lives of rural women across the country. Recognising that infrastructure is a cornerstone of inclusive development, the Declaration includes targets related to the inclusion of women in this sector. These include:

1. Develop and approve policies that ensure that 30 percent of those employed by public infrastructure projects in rural areas are women
2. Ensure greater participation of women-owned business in public infrastructure
3. Improve gender- and vulnerable group-disaggregated data to allow for better monitoring of public infrastructure project implementation and adherence to gender and social inclusion targets.

Utilising these Maubisee Declaration targets as a starting point, the objective of this assessment is to analyse progress to date on, and to identify steps to improve, gender and social inclusion in the public infrastructure sector. To this end, it provides a comprehensive review of the infrastructure lifecycle alongside tangible recommendations based on international best practices and the existing challenges and opportunities specific to Timor-Leste.

I would like to extend my appreciation to the assessment team led by the National Development Agency and the Secretary of State for Equality and Inclusion, as well as to the Australian Department of Foreign Affairs and Trade (DFAT), which supported the assessment through its Partnerships for infrastructure (P4I) initiative and a technical team from The Asia Foundation Timor-Leste. Moreover, I would like to thank the over 70 individuals that provided their insights to the assessment team.

The assessment findings will serve to inform concrete approaches and actions to strengthen efforts to further action commitments to social inclusion in collaboration with stakeholders from civil society and the private sector.



Eng. José Maria dos Reis
Vice Prime Minister and Minister of Planning and Territory
September 2022

EXECUTIVE SUMMARY

Infrastructure plays a central role in every country's economic growth, sustainable development, and ability to reduce poverty. It is essential to improving access to services, education, and work opportunities. In Timor-Leste, rebuilding and expanding critical infrastructure in a sustainable manner is articulated as a high priority in the Government of Timor-Leste's (GoTL) Strategic Development Plan (SDP) 2011–2030.

Gender equality and social inclusion (GESI) are crucial to developing responsive and inclusive infrastructure; however, infrastructure remains a heavily male-dominated sector. Women and other marginalized groups are not only under-represented in the infrastructure workforce and key decision-making roles, but they are also under-represented during infrastructure planning and design. As such, infrastructure can frequently fail to take into consideration the different needs, roles, and concerns that women and other marginalized groups, such as people with disabilities, face when accessing or using infrastructure.

GoTL is committed to promoting gender equality. It has made significant progress toward establishing a framework for achieving this through increasing efforts to develop gender-sensitive legislation, policies, strategic plans, and programs to enable a positive development environment free of gender discrimination. Public infrastructure investments present an opportunity to increase economic connectivity and simultaneously contribute to important GESI-related social impacts. Importantly, the sector can serve to advance Timor-Leste's commitments to equality across all GESI populations.

The Ministry of Planning and Territory (MSPI), the National Development Agency (ADN-IP), and the State Secretariate for Equality and Inclusion (SEII), in collaboration with the Australian Government's Partnership for Infrastructure (P4I) initiative, identified the need to assess Timor-Leste's infrastructure development processes through a GESI lens to better understand the challenges and opportunities to improve the integration of GESI considerations throughout the infrastructure lifecycle.

Gender and Social Inclusion in Public Infrastructure Projects in Timor-Leste: An Assessment assess the current state of GESI integration in Timor-Leste's infrastructure processes, measure progress toward key GESI commitments and provides recommendations to strengthen GESI integration. The assessment focuses on inclusive participation in the construction of public infrastructure projects (PIPs) for two reasons. First, PIPs comprise a high proportion of GoTL expenditure per year—approximately 33% in 2019— offering important income-earning opportunities for Timorese construction companies and workers with meaningful opportunities to progress toward greater GESI. Second, GoTL has established commitments to increase GESI population participation in the construction of PIPs. One of the most important domestic commitments relating to gender and infrastructure is the Maubisse Declaration for Improving the Lives of Rural Women.

In 2015, the Timor-Leste Government committed to improving the socio-economic empowerment of women by signing the first Maubisse Declaration (2015-2017). The second Maubisse Declaration was adopted by the 8th Constitutional Government on 12 October 2018. The second declaration includes a range of commitments made by 17 institutions and aims to improve rural women's livelihoods by 2023. Several Maubisse Declaration targets pertain specifically to infrastructure.

This assessment utilises three specific Maubisse Declaration targets assigned to MSPI as a departure point for analysing how GoTL can bolster efforts to integrate GESI considerations in the planning and provision of PIPs. These targets focus on gender-inclusive employment, women-led business prioritization, and the use of disaggregated data.



Notably, the assessment goes beyond rural infrastructure; its analyses and recommendations are applicable to PIPs overall. While women are the primary population of focus, the assessment also examined, to the extent possible, opportunities for greater inclusion of people with disabilities in PIPs.

Methodology

Through a literature review and semi-structured interviews, the assessment explores three key topics:

- GESI employment in public infrastructure projects
- Promotion of GESI-led businesses
- Data and monitoring sources and requirements on the above

The areas of inquiry were analysed using an infrastructure lifecycle framework focused on seven key phases that are present in the planning, implementation, and monitoring of all infrastructure projects: 1) Strategic Planning, 2) Project Planning and Design, 3) Financing and Budget, 4) Procurement and Contracts, 5) Construction, 6) Operations and Maintenance, and 7) Monitoring and Evaluation.

This approach recognizes that greater GESI can be influenced at various points through the infrastructure development process and that each phase of the lifecycle presents a variety of entry points for GESI integration. Furthermore, the framework allows detailed analyses of Timorese actors involved in the lifecycle and the role they play or could play in expanding gender and social inclusion in PIP construction. While some best practices cut across the entire cycle, such as embedding GESI in stakeholder engagement and providing GESI-focused training and capacity building for project employees, other best practices are specific to each phase.

This assessment should act as a starting point for identifying priority areas in the infrastructure lifecycle and designing actionable roadmaps to address the implementation of recommendations. The target audience of this assessment and adjoining recommendations include decision-makers in GoTL, gender specialists (GS), technical advisors, and relevant stakeholders working in the planning and provision of public infrastructure in Timor-Leste. Although this assessment focuses on gender inclusion, it recognizes the importance of expanding this research to include the experiences and needs of other marginalized groups, such as people with disabilities.

Main Findings

The assessment identified several key findings based on interviews with over 70 GoTL, private sector, civil society, and international development organizations stakeholders.

Stakeholders universally expressed interest and openness to greater integration of GESI considerations in the government infrastructure processes and beyond. While it was clear that the government has started taking steps to consider GESI in different stages of the infrastructure lifecycle, overall, there was a lack of clarity on how to accomplish GESI integration, how, and who is responsible for leading efforts, to achieve Maubisse Declaration targets. It was also evident that the current actions being taken were not being coordinated strategically, nor were any stages of the infrastructure cycle being prioritized or targeted.

By exploring the three areas of inquiry, the following key challenges were identified:

Women's Employment in Public Infrastructure Projects
No legal framework or guidelines detailing how to reach 30% women employment
No actions or requirements to promote more GESI employment in public infrastructure
Low levels of understanding about GoTL commitment to gender inclusive infrastructure
Lack of GESI disaggregated data
Promotion of Women-led Businesses in the Procurement Processes for Public Infrastructure
No legal provisions or policies in the procurement law or elsewhere that prioritize or give preferential treatment to women-led businesses in public infrastructure projects
No centralized database available with updated data that identifies women-led businesses
No provisions or requirements exist in evaluation, tendering, or contract documents that identify or favor women-led business
No government-led capacity development programs to develop or mentor women-led businesses that could contend for public infrastructure contracts
Disaggregated Data and Monitoring Processes
No consolidated, central database with GESI disaggregated data. Though data is available to different extents, it is unconsolidated and difficult to find
Unclear roles and responsibilities regarding data collection, maintenance and analysis
Lack of tools to collect GESI disaggregated quantitative data and assess qualitative data, such as quality and experience
Insufficient institutional capacity to collect and analyze data, making evidence-based planning difficult

Recommendations

This assessment identified several entry points that provide opportunities for GoTL to strengthen GESI throughout the infrastructure lifecycle and make progress toward several key targets set out in the Maubisse Declaration. This assessment proposes three sets of recommendations to address current gaps and ensure sustainable gains to integrate GESI into Timor-Leste's infrastructure cycle.

Cross-cutting recommendations

Four key crosscutting issues and accompanying actions that can be taken to strengthen gender mainstreaming across all phases of infrastructure were identified:

1. *Develop Guidelines for Maubisse Declaration Implementation*
   The Maubisse Declaration sets out a variety of important targets, but clear, actionable guidelines are needed for implementation across different infrastructure lifecycle stages.

2. *Financing GESI Activities*
   Recognition that GESI targets and goals is impossible without adequate financing.
3. *Collecting, Maintaining, and Using Disaggregated Data*
   Disaggregating data by gender and other categories is critical for making evidence-based decisions to improve projects and reach GESI-related targets.
4. *Stakeholder Engagement, Awareness Raising, and Capacity Building GESI Commitments and Targets*
   Lack of awareness about GESI commitments, targets, and policies can lead to a disjointed approach to addressing the issue and, worse, can lead to no actions being taken. With greater socializing of GESI considerations and approaches, there can be strengthened coordination and enhanced momentum and support for change, making it more likely to implement reforms.

Maubisse implementation recommendations

Gender Inclusive Employment	Women-led Business Prioritization/Promotion	Disaggregated Data
Collection of baseline data Must collect gender disaggregated employee data in order to design evidence-based interventions to reach the 30% target and to know when the 30% target has been met	**Registry of women-led businesses** This should be centrally located and easily accessible to government and the private sector	**Accessible central database** Disaggregated data should be collected across all infrastructure phases but should be consolidated into one central database that provides data across sectors GoTL, through inter-agency and ministry collaboration, should establish a data system that includes a database of GESI disaggregated data across sectors
Ongoing gender-sensitive monitoring Quarterly and annual project reports should include a gender dimension Monitoring and evaluation should continue for the duration of the project life cycle	**Capacity and skills building for small and micro women-led businesses** Budget allocation for training and other skill building activities Training, capacity development, mentoring, financial support to small businesses, supplier diversity programs	**Clearly defined data responsibilities** GESI data collection and analysis responsibilities should be made clear for ADN, SEII, LM, MoF, Gender Specialists, Contractors/Suppliers among others
Gender friendly work environments Zero tolerance sexual harassment policies such as: separate bathrooms; childcare facilities; transportation provisions for accessing the workplace; recruitment of a project gender specialist	**Affirmative action for women-led businesses and small-scale contractors** Include requirements in the tendering and contracting that can include gender-related qualification criteria or mainstreaming gender considerations into contract performance clauses	**Streamlined tools and methods** GESI data collections tools and methods should be streamlined across relevant stakeholders and sectors to ensure comparable metrics can be used for evidence-based decision making.
Affirmative action for GESI workers Define minimum quota for GESI participation in infrastructure training and employment Prequalification and bidding documents indicate incentives for gender-sensitive contractors	**Create prioritization clause in the procurement law** The clause should stipulate preferential treatment to be given to women-led businesses and clearly define what constitutes a women-led business	**Data capacity and skills** Capacity and skill building training should be provided on how to generate, collect, interpret and use quality disaggregated data
Budget allocation for continuation of GESI activities for the duration of the project life cycle Project gender specialist should remain engaged through O&M and closeout to ensure the project is responsive to GESI needs and impacts	**Alleviate the financial challenges for women-led businesses to be competitive** Incentives in the form of capital subsidies should be considered for women-led businesses to reduce the significant obstacle they face in accessing capital and getting credit	**Qualitative GESI data** Ensure collection and use of qualitative disaggregated data that looks at infrastructure participation, use and benefits for different genders and groups.

These recommendations are based on the primary data collection and directly address the three research questions this assessment was tasked with exploring. These recommendations provide specific entry points to improve Timor-Leste's ability to increase women's employment in rural infrastructure projects to 30%, promote the inclusion and selection of women-led businesses in infrastructure projects and develop robust disaggregated data that can be used for evidence-based decision making.

GESI integration across infrastructure lifecycle recommendations

Phase-specific suggestions to improve the integration of GESI considerations by addressing gaps are identified in the seven phases of Timor-Leste's infrastructure lifecycle. Reflecting on the Timor-Leste infrastructure stakeholder and gap analysis and the findings from the primary research for this report, broad recommendations can be provided for ways to strengthen the integration of GESI considerations in each phase of Timor-Leste's infrastructure lifecycle.

Phases	Gap identification and recommendations for strengthening GESI integration into the infrastructure life cycle phases in Timor-Leste
Strategic Planning	• Conduct a needs assessment focused on GESI gaps in access to infrastructure, different patterns of use and preferences and identify measurable benefits and risks to different populations • In preparation for the 2023 Maubisee Declaration, GoTL should lead the development of a complementary Maubisse Action Plan in consultation with LMs. The Plan should provide guidance for implementing Maubisse Declaration commitments, define goals and indicators, provide a timeline and identify the roles and responsibilities of relevant stakeholders and corresponding lifecycle phases
Project Planning & Design	• Ensure each ministry has a Gender Specialist (GS) and an active Gender Working Group (GWG) • GS and GWG should oversee project gender analysis and creation of a gender action plan with guidance from SEII • GS and GWG groups should identify clear GESI indicators and develop a monitoring plan to measure progress • Conduct trainings with LMs on relevant national plans and GESI commitments with guidance on implementation • GS ensures participation of women and marginalized groups during stakeholder engagement in the planning phase • Include GESI considerations in Feasibility Studies
Financing & Budget	• MoF, with input from SEII, should hold specific session for LMs to forecast their budget on activities related to GESI and implementation of Maubisse Declaration and NAP on GBV • Include GESI activities in the budgeting process or specific percent of project budget to be allocated for GESI • Indicators for monitoring and evaluating the gender budget should be streamlined across LMs • Infrastructure fund should integrate specific GESI considerations
Procurement & Contracts	• CNA and LMs consider developing criteria in response to gender responsive procurement – CNA can include GESI considerations in evaluation criteria • GoTL should include GESI sensitive contract and tender agreement clauses and requirements • GoTL should consider evidence-based quotas or other incentives to prioritize women-led businesses for infrastructure contracts and supplier contracts • SEII and AND-IP should be involved in monitoring GESI requirements from contract agreements
Construction	• Strengthen coordination between AND-IP and LM in monitoring construction work to ensure project quality and accountability • Ensure women participation (particularly engineers) in the monitoring and inspection of ongoing construction works • Provide training to women and other marginalized groups to improve the capacity to monitor construction • Ensure ongoing consultations with a gender specialist • Ensure a safe and accessible work environment that is regularly monitored
Operations & Maintenance	• Seek out or require contracting of women-led businesses for O&M work • Provide capacity building and financial support to grow and support smaller women-led businesses involved in O&M • LM should allocate adequate GESI-focused maintenance budget annually • Improve in-house capacity, particularly IGE, to carry out gender-sensitive maintenance works of public infrastructure

	• Seek out or require contracting of women-led businesses for O&M work • Provide capacity building and financial support to grow and support smaller women-led businesses involved in O&M • Gender Specialist should ensure ongoing monitoring and response to GESI needs
Monitoring & Evaluation	• BB3A mentions that ex-post evaluation guidelines have been developed for the projects financed through the Infrastructure Fund. These should include GESI indicators and indicate institutional responsibility for carrying out the evaluation • Provide capacity building to carry out GESI-sensitive M&E activities including carrying out joint monitoring and evaluation activities with private firms or external consultants • Evaluate and report on key performance GESI indicators • Ensure women and marginalized groups participate in the monitoring and evaluation activities • SERVE IP – (Service for Registration and Verification of Entrepreneurship, Public Institute) should include GESI information in data collection • GoTL, through inter-agency and ministry collaboration, should establish a data system that includes a database of GESI disaggregated data across sectors



1. INTRODUCTION

Public infrastructure projects (PIPs)[1] are essential to Timor-Leste's socio-economic development. Infrastructure underpins core economic activity from national roads connecting regions and electrification across the country to rural roads and local water and sanitation solutions. Furthermore, it is an essential foundation for achieving inclusive and sustainable economic and social growth by enhancing access to services, education, health, and work opportunities.[2] Inclusive infrastructure planning, delivery, and management play a key role in creating an enabling environment to empower underserved, vulnerable, and marginalized groups (GESI populations) to actively contribute to the economy, benefit from development, and enjoy greater equality.

Achieving gender and social inclusion (GESI) in infrastructure development is a multidimensional effort ranging from inclusive consultation and design before the start of projects to evaluating their impacts on GESI population well-being once complete. Within this continuum, the participation of GESI populations in the construction of infrastructure plays a critical role and is the focus of this assessment.

The rationale for focusing this assessment on inclusive participation in the construction of PIPs is two-fold. First, PIPs comprise a high proportion of the Government of Timor-Leste's (GoTL) expenditure per year — approximately 33% in 2019[3] — offering income-earning opportunities for Timorese construction companies and workers. Likewise, greater engagement by GESI-populations in construction can create positive externalities and virtuous cycles within the public infrastructure ecosystem. For instance, incentivizing an increase in opportunities, and therefore demand, for women-construction workers can lead to greater private and public sector efforts to grow the supply of women workers. Over time, a greater supply of women construction workers can lead to a natural increase in opportunities and demand for their services, as well as increased opportunities for their voices and needs to be incorporated into projects.

Second, GoTL has established commitments to increase GESI population participation in the construction of PIPs. A prime example is GoTL's 2018 Second Phase of the Maubisse Declaration, which targets 30% employment of women in all rural PIPs. This assessment utilizes Maubisse Declaration targets as a departure point for analysing how the GoTL can bolster efforts to GESI population participation in the construction of PIPs. Notably, the assessment goes beyond rural infrastructure; its analyses and recommendations are applicable to PIPs overall. While women are the primary population of focus, the assessment also examined, to the extent possible, opportunities for greater inclusion of people with disabilities in PIPs.

The National Development Agency (ADN-IP) under the Ministry of Planning and Territory (MSPI), together with the Secretary of State for Equality and Inclusion (SEII), in collaboration with The Australian Government's Partnerships for Infrastructure (P4I) initiative, designed this assessment in 2021. Data collection and analyses were conducted from January to March 2022.

Through a literature review and semi-structured interviews with GoTL, private sector and civil society representatives, as well as development partners, the assessment explores three key areas of inquiry:

- GESI employment in public infrastructure projects
- Promotion of GESI-led businesses
- Data and monitoring sources and requirements on the above

The topics were analysed utilizing an infrastructure lifecycle framework (see section 4). This approach recognizes that greater GESI population inclusion in construction can be

[1] Public infrastructure projects receive support and financing from the Government.

[2] UNOPS

[3] World Bank Timor-Leste Expenditure Review pg. 101

influenced at various points in the stages of preparation, execution, and monitoring of PIPs. Further, the framework allows detailed analyses of Timorese actors involved in the lifecycle and the role they play or could play in expanding gender and social inclusion in PIP construction (see section 5).

The assessment recommendations include actions that GoTL could take in the short term. These include efforts that would not likely require regulatory changes and could be implemented relatively quickly. The assessment also identifies longer-term actions. Generally, these would require consideration from the highest level of government, as well as legal and or regulatory changes. This approach allows GoTL to implement short-term action efforts while considering longer-term interventions.

Although the assessment does not measure the impact of infrastructure on the well-being of GESI populations or systematically review if or how GESI populations are consulted in advance of infrastructure construction, the systematic information gathered and synthesized in this assessment, particularly around the infrastructure cycle, can serve as a foundation from which to design and future assessments that incorporate additional areas of inquiry.

The assessment report is organized as follows. Section three details the methodology of the assessment. Section four introduces the infrastructure lifecycle and reflects the global literature on best practices for achieving inclusive PIPs. Section five provides the overall Timor-Leste infrastructure lifecycle framework and stakeholder mapping. Section six presents the findings of the assessment. Section seven provides recommendations for Timor-Leste's infrastructure cycle and how to progress the three Maubisse Declaration targets. Lastly, section eight concludes the assessment.

2. BACKGROUND

Timor-Leste is one of the world's youngest democracies. Since its reclamation of independence, the country has embarked on the complex process of state-building, including working to combat high poverty levels, underdevelopment, and socioeconomic inequalities. Rebuilding and expanding critical infrastructure in a sustainable manner is articulated as a high priority in GoTL's Sustainable Development Plan (SDP 2011–2030). Public infrastructure investments present an opportunity to increase economic connectivity and simultaneously contribute to important social impacts around GESI. Importantly, the sector can serve to advance Timor-Leste's commitments to equality across all GESI populations.

GoTL is committed to promoting gender equality under its constitution, which guarantees equality between men and women and protection against discrimination based on sex (art. 16), and equality of rights and obligations in familial, political, economic, social, and cultural life (art. 17). Timor-Leste has made significant progress toward establishing a framework for achieving gender equality since independence and further exhibits its commitment through increasing efforts to develop gender-sensitive legislation, policies, strategic plans, and programs to enable a positive development environment free of gender discrimination.

Timor-Leste's efforts in addressing gender inequalities are also reflected in its international commitments, such as the Sustainable Development Goals (SDG) and the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). As articulated in the SDP 2011–2030, the government is working toward a vision that in 2030, Timor-Leste "will be a gender-fair society where human dignity and women's rights are valued, protected, and promoted by our laws and culture."

Further, GoTL has made a range of domestic and international commitments relating to the GESI and infrastructure. Some of the most significant include the Maubisse Declaration, the SDP 2011-2030; SDGs, particularly SDG Number 5; CEDAW; and GoTL's Economic Recovery Plan.

These commitments include targets related to infrastructure, which can be synthesized as follows:

- Achieving specific types of infrastructure which are of particular importance to women and people with disabilities
- Increasing access of women and people with disabilities to infrastructure and their participation in infrastructure planning, design, and use
- Increasing participation of women and people with disability in the delivery and construction of infrastructure
- Supporting an enabling environment for women and people with disabilities to participate in the delivery and construction of infrastructure
- Monitoring of GESI and infrastructure

While mention of gender inclusion is prevalent throughout Timor-Leste's legal frameworks and policies, people with disabilities are less visible.

Disability Rights in Timor-Leste

According to the most recent Population and Housing Census, there are just over 38,000 people in Timor-Leste with a disability, and the most prevalent form of difficulty is with sight, affecting 2.1% of males and 2% of females. The census also revealed that people with a disability, along with young female farmers and adolescent mothers, have poorer education outcomes than others, which can have a lasting impact on a person's life. For example, women 15 and above who have a severe disability have an adult literacy rate of 9.5%, well below the 60.2% of women overall.[4]

Timor-Leste's Constitution explicitly provides for non-discrimination and equal treatment for persons with mental or physical disabilities.[5] People with disabilities must have access to education, employment, and social assistance.[6] [7] Under its Penal Code, the mistreatment of a person with a disability can be imprisoned by up to six years.[8] The Ministry of Solidarity Social and Inclusion (MSSI) is the lead agency responsible to design, execute, and coordinate activities in the area of disability, through Decree Law 10/2008 (Article 10). However, no specific stand-alone anti-discrimination legislation exists. The Constitution of Timor-Leste provides guarantees against discrimination and an Action Plan on People with Disability (Tetum Abbreviation: Planu Asaun Nasionál ba Ema ho Defisiénsia (PAN-EhD) exists. The Action Plan is currently in its second phase, which runs from 2021-2030 and establishes a national commitment by GoTL to implement a national policy of Inclusion and Promotion of the rights of people with disabilities. GoTL, through MSSI, continues with its commitment to improve and strengthen the implementation of the Action Plan and address the challenges facing people with disabilities in Timor-Leste.

While Timor-Leste is a signatory to many international conventions and programs, including the Universal Declaration of Human Rights, it has yet to sign or ratify the Convention on the Rights of Persons with Disabilities (CRPD). Adopting the CRPD would be advantageous for countries like Timor-Leste as it could supplement remaining legal or policy gaps. Furthermore, the CRPD allows for the progressive implementation of measures to promote, protect, and fulfill the rights of people with disabilities; it is adaptable to the needs of developing countries that may not be able to immediately comply with all the standards contained in the Convention.[9]

2.1. The Maubisse Declaration

One of the most important domestic commitments relating to gender and infrastructure is the Maubisse Declaration for Improving the Lives of Rural Women.

In 2015 the Timor-Leste Government committed to improving the socio-economic empowerment of women by signing the first Maubisse Declaration (2015-2017). The second Maubisse Declaration was adopted by the VIII Constitutional Government on 12 October 2018. The second declaration includes a range of commitments made by 17 institutions and is aimed at improving the lives of rural women by 2023. Several the Maubisse Declaration targets pertain specifically to infrastructure. The Ministry of Planning and Territory (MSPI) was allocated three specific targets under the Maubisse Declaration:

1. Develop and approve a policy that guarantees that rural infrastructure projects supported and financed by the Government provide employment with a target of 30% women in rural areas.
2. Ensure that construction led by women receives preferential treatment in soliciting for Government infrastructure projects.
3. Improve the capacity of the Ministry of Strategic Planning and Investment (now the Ministry of Planning and Territory) to provide data disaggregated by sex and into

[4] UN Timor-Leste, "Improving Access to Information for Children and People with Disabilities in Timor-Leste | United Nations in Timor-Leste."
[5] GoTL, Constitution of The Democratic Republic of Timor-Leste.
[6] Education System Framework Law.
[7] Education System Framework Law 14/2008, Articles 12 (i) 29, 49; Regulation 2002/5 on the Establishment of a Labour Code, Chapter I, Section 2; Decree Law 10/2008 on Organizational Structure of Ministry of Social Solidarity, article 10, Decree Law 19/2008 on Support Allowance for the Aged and the Disabled
[8] GoTL, Penal Code Decree-Law No. 19/2009.
[9] UNMIT and UNHR, "Report on the Rights of Persons with Disabilities in Timor-Leste."

categories for women and men, people with disabilities, geographic location (urban and rural), age, and so forth.

Ensuring women's participation in the construction workforce and/or ensuring the preferential treatment of women-led companies are complex targets and are affected by a wide range of social norms and other structural issues. As a result, they are connected to other Maubisse Declaration targets that relate to the broader enabling environment.

In Annex A, a range of targets relating to other ministries that are similar or interlinked with the MSPI targets are outlined. For example, the Ministry of Public Works (MOP) is also tasked with developing and approving a gender strategy that guarantees that rural infrastructure projects receiving support and financing from the government provide work in rural areas with a target of at least 30% women. There are also several centrally important and related targets. For example, the Secretary of State for Equality and Inclusion (SEII) is tasked with establishing a committee for conducting socialisation, monitoring, and evaluating the implementation of the Maubisse Declaration. Most of the 17 implementing institutions were tasked with improving their capacity to provide disaggregated data. ADN-IP also has an important role to play in verifying the Maubisse Declaration targets. The agency's duties include carrying out merit and feasibility assessments of all development capital projects, as well as quality inspection and certification of all related development capital projects in coordination with the relevant governmental authorities.[10]

2.2. Assessment Objectives and Scope

The United Nations Office for Project Services (UNOPS)' best practice guidance[11] proposes two main approaches to developing inclusive infrastructure. The first is strengthening the enabling environment for mainstreaming gender in infrastructure development - this includes a strong policy and legal framework, well-governed and transparent public institutions, and the presence of well-trained and knowledgeable personnel. The second is to embed gender mainstreaming activities throughout the infrastructure lifecycle to avoid genderblind infrastructure, enable equal access, and promote gender equality and empowerment of women.

As outlined in the previous section, GoTL commitments to mainstreaming GESI in infrastructure are varied and include many targets that address both the enabling environment for inclusive infrastructure development and entry points throughout the infrastructure lifecycle to promote inclusion and empowerment.

This assessment focuses on three Maubisse Declaration targets under MSPI. It will therefore take a deep dive into the progress, barriers, and challenges to achieving GESI in the infrastructure workforce and infrastructure procurement processes, as well as the key data needed to report on these targets. While the assessment utilizes Maubisse Declaration targets as a departure point for analysing how GoTL can bolster efforts to GESI population participation in the construction of PIPs, it goes beyond rural infrastructure. Its analyses and recommendations are applicable to PIPs overall. The assessment does not explore underlying enabling environment factors, decision-making processes during infrastructure planning, or accessibility and appropriateness of infrastructure itself. While the assessment considers both women and people with disabilities, there is a stronger focus on the participation of women in construction.

[10] GoTL, Decree-Law No. 60-2020.

[11] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, Kumar S, Crosskey S & O'Regan N. (2020), 'Infrastructure for gender equality and the empowerment of women', UNOPS, Copenhagen, Denmark p.10.

2.3. Assessment Framework

The assessment focused on three main areas of inquiry and six guiding questions.

The first area of inquiry explored **GESI population employment in public infrastructure projects**. This links to MSPI's first Maubisse Declaration target. Guiding questions were:

1. What key progress has been made (in terms of policies and practices), and what are the key barriers and challenges remaining to increase women's (and other GESI populations as possible) employment in rural, public infrastructure projects?
2. What can policymakers in Timor-Leste learn from regional and global best practices to guarantee 30% of women's (and other GESI populations as possible) participation in the rural infrastructure workforce in Timor-Leste?

The second area of inquiry explored the **promotion of GESI-led businesses for public infrastructure projects.** This links to MSPI's second Maubisse Declaration target. Guiding questions were:

1. What key progress has been made (in terms of policies and practices), and what are the key barriers and challenges remaining to promote women-led (and other GESI populations as possible) businesses in procurement processes for rural, public infrastructure in Timor-Leste?
2. In which ways do procurement practices need to be improved to give preferential treatment to women-led (and other GESI populations as possible) businesses in rural, public infrastructure in Timor-Leste?

The third area of inquiry explored the role of **disaggregated data and monitoring processes** in supporting the achievement of Maubisse Declaration /SDG targets.

1. What types and sources of disaggregated data are needed to support the achievement of the Maubisse Declaration /SDG targets?
2. What are the current sources across GoTL ministries, and what gaps exist related to disaggregated data relating to GESI population participation in the infrastructure workforce, as well as the involvement of GESI-led businesses in infrastructure procurement?

3. METHODOLOGY

The assessment methodology was predominantly qualitative, supported by an extensive literature and policy review. MSPI, ADN-IP, SEII, P4I, through The Asia Foundation Timor-Leste, and the Australian Embassy in Timor-Leste designed the assessment throughout 2021. The Asia Foundation Timor-Leste, in collaboration with ADN-IP and SEII to lead the data collection and analyses between January and March 2022. The Foundation led semi-structured interviews with key stakeholders of public infrastructure, including GoTL, community organizations, development partners, and private sector actors. ADN-IP supported The Asia Foundation in identifying and refining the list of GoTL interviewees, as well as arranging these interviews.

The primary set of informants were from GoTL. Fourteen GoTL institutions were interviewed. The information gathered from GoTL was complemented by interviews with five civil society organizations, two private sector umbrella organizations, and three development partners. In total, 73 individuals participated in the interviews (see Annex C). The interviews set the context and base understanding of GoTL perspectives on GESI and Infrastructure.

A literature review was conducted over the same period and provided an overview of international best practices in the field of GESI and infrastructure.

The assessment team shared and discussed initial results with ADN-IP, SEII, ANAPMA, the Australian Embassy in Timor-Leste and P4I to validate early findings and confirm the framework for analysis and recommendation to produce the final report.

3.1. Limitations

The assessment does not explore questions related to the impact of infrastructure on the well-being of GESI populations (e.g. how a new road positively or negatively impacts the economic well-being of women or the potential displacement of GESI populations due to infrastructure development). Likewise, it was beyond the assessment's scope to systematically review how GESI populations are consulted in advance of infrastructure construction.

The assessment was also limited in its ability to assess the broad range of GESI populations. The assessment gave primary focus to women; though, it endeavoured to incorporate other GESI populations, namely people with disabilities, as best as possible given the available information. The emphasis on women was also due to the Maubisse Declaration targets that guided the focus of the assessment, which focused specifically on gender-based targets.

This assessment should be considered a first phase assessment. Based on this assessment's learnings and findings, a future follow-up assessment could be designed to incorporate additional Maubisse Declaration and SDG commitments and/or GESI populations.

4. THE INFRASTRUCTURE LIFECYCLE AND GLOBAL LITERATURE

Infrastructure plays a central role in every country's economic growth, sustainable development, and ability to reduce poverty. It is foundational to improving access to services, education, and work opportunities.[12] According to a report from the Asia Development Bank (ADB), USD 1.7 trillion per year in infrastructure investment will be required between 2016 and 2030 in developing Asia-Pacific countries to maintain growth, respond to climate change and eradicate poverty.[13] If the region is going to reach its infrastructure targets over the next decade, women's contributions and participation will play a key role.[14]

Multiple studies have shown both the financial and social benefits of improving gender equality and women's economic empowerment. According to a report by UNOPS, if equal participation of women in the economy was achieved, approximately USD 28 trillion could be added to the annual global GDP in 2025.[15] In Asia-Pacific specifically, closing the gender gap in labour force participation by just 25% could increase the overall GDP by approximately USD 3.2 trillion.[16]

Despite the evidence of economic gains through greater gender inclusion, specific industries and sectors worldwide remain heavily male-dominated, with infrastructure being one. Women are not only under-represented in the infrastructure workforce and key decision-making roles, but they are also under-represented when considering the user needs during infrastructure planning and design.[17] As such, infrastructure can frequently be gender-blind and fail to take into consideration the different needs, roles, and concerns that women and other minorities, such as people with disabilities, face when accessing or using infrastructure.[18]

Inclusive infrastructure considerations must be integrated into all the planning, delivery, and management phases. When women and people with disabilities partake in the decision-making processes, it becomes more likely that the varied impacts of infrastructure can be identified and gender-blind or GESI-blind infrastructure avoided,[19] allowing for the quality of services to be improved and for a larger portion of the population to be served, especially those who are already part of marginalized groups.

To achieve inclusive infrastructure, there needs to be a concerted effort to address constraints in two main areas: 1) the enabling environment and 2) the infrastructure process. Strengthening the enabling environment involves addressing underlying challenges of how GESI populations are impacted by poverty, unemployment, lack of economic empowerment, safety, and political representation. To create an environment conducive to mainstreaming gender in infrastructure development, awareness about the issue needs to be socialized through government and society. There needs to be robust legal frameworks and policies, transparent and trustworthy public institutions, and well-trained personnel that can guide the mainstreaming process.

To address the challenges in embedding more GESI inclusivity into the infrastructure process, it is important to take an infrastructure lifecycle approach that aims to integrate

[12] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, and Kumar S, Crosskey S & O'Regan N., "UNOPS Gender Infrastructure."

[13] Asian Development Bank, *Meeting Asia's Infrastructure Needs*.

[14] ILO Regional Office for Asia and the Pacific, "Game Changers."

[15] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, and Kumar S, Crosskey S & O'Regan N., "UNOPS Gender Infrastructure."

[16] ILO Regional Office for Asia and the Pacific, "Game Changers."

[17] OECD, "Women in Infrastructure."

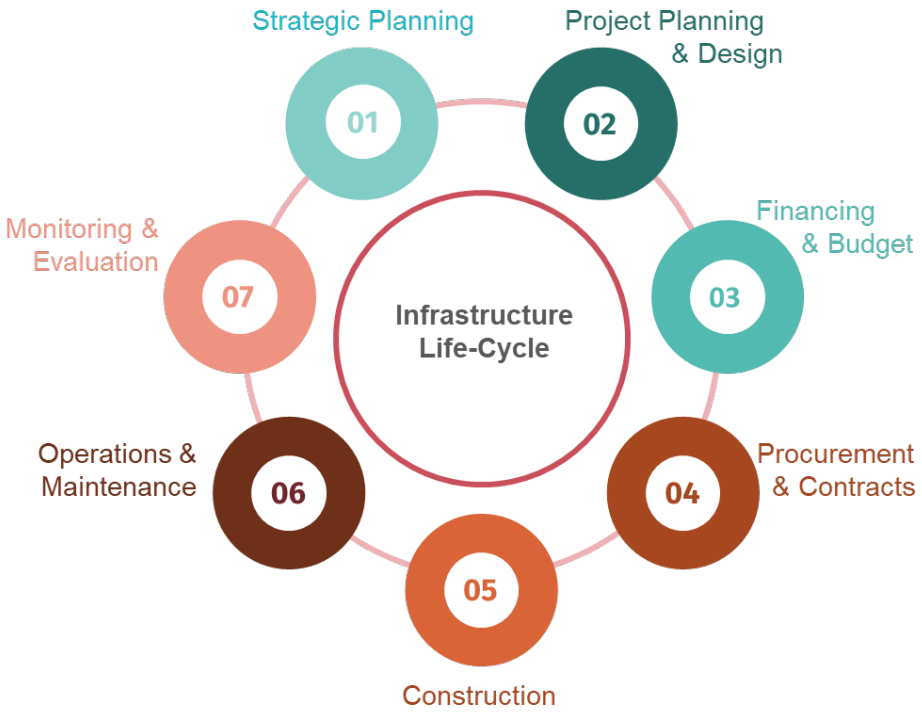
[18] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, and Kumar S, Crosskey S & O'Regan N., "UNOPS Gender Infrastructure."

[19] OECD, "Women in Infrastructure."

gender mainstreaming activities throughout all the phases of the infrastructure lifecycle. This approach helps ensure that inclusivity is considered from the conception to the completion of infrastructure projects. To fully understand how this approach can contribute to creating a more inclusive infrastructure, it is important to take a more detailed look at the different phases of the infrastructure lifecycle.

4.1. The Infrastructure Lifecycle

While no two countries take the exact same approach to addressing inclusivity in public infrastructure, there are common challenges and best practices that emerge upon reviewing examples from around the world. One such best practice is using an infrastructure lifecycle approach to ensure that GESI considerations are integrated into all phases of the infrastructure process from planning to completion.[20] The Infrastructure Lifecycle can be broken into countless phases depending on the level of detail required for analysis but underlying any infrastructure process are seven key phases that are present in the planning, implementation, and monitoring of all infrastructure projects: 1) Strategic Planning, 2) Project Planning and Design, 3) Financing and Budget, 4) Procurement and Contracts, 5) Construction, 6) Operations and Maintenance, and 7) Monitoring and Evaluation.



Each phase presents a variety of entry points where GESI considerations can be integrated. By taking this approach, entry points, and best practices can be identified throughout the cycle, allowing for ongoing improvement and an understanding of how changes in one phase impact other phases of the cycle. While some best practices cut across the entire cycle, such as embedding GESI in stakeholder engagement and providing GESI-focused training and capacity building for project employees, other best practices are specific to each phase.

To provide specific recommendations throughout different parts of the infrastructure process, the assessment examines each phase of the infrastructure lifecycle to present global and regional learnings for successfully integrating GESI into the public infrastructure process.

[20] OECD.

Table 1: Integrating GESI Considerations in the Public Infrastructure Lifecycle

Phases	Key Objectives	Common Global Challenges	Specific Entry Points/ Best Practices
Strategic Planning	Long-term infrastructure vision for gender-responsive infrastructure	• Absence of a strategic vision that pays due consideration to gender equality concerns • Lack of co-ordination between public entities in charge of progressing gender equality agendas, ministries of infrastructure and line ministries and subnational governments • Weak institutional capacity and insufficient data to support evidence-based analyses are also obstacles to the formulation of a strategic vision for infrastructure that is mindful of gender considerations • Lack on inclusivity in stakeholder engagement and decision-making processes	• National gender policy and laws • GESI considerations into long-term national development goals • GESI considerations into sectoral plans • Needs assessment based on gender-disaggregated socio-economic data related to GESI gaps in access to infrastructure, different patterns of use and preferences, as well as measurable benefits and risks
Project Planning & Design	GESI considerations in project appraisal, selection, risk assessment and design	• Gender is not always considered in the assessment of social impacts and risks during the project feasibility and design phases • Traditional project appraisal and prioritization use methodologies that don't account for direct and indirect impacts of infrastructure investments on GESI populations	• Gender analysis – to highlight differences in resources, opportunities, constraints and power between women and men in the context of the project • GAP – to address constraints and opportunities identified in gender analysis, design sex-disaggregated targets and relevant indicators into workplans • Hiring a gender and inclusion specialist • Training project staff • Requiring the cost-benefit analysis of capital budget proposals to include gender considerations • undertake ex-ante evaluations to assess the likely impact on gender equality of proposed infrastructure projects, such as gender impact assessments
Financing & Budget	Adopting gender budgeting frameworks	• Even after adopting gender budgeting tools, there is a risk that these will fall into disuse, especially if the political momentum loses traction. • Lack of key performance indicators to monitor the gender impacts of budgeting decisions	• Financing the GAP • Ensuring budget for O&M and monitoring • Adopt and use gender budgeting tools

Procurement & Contracts	GESI-sensitive infrastructure procurement and delivery	The lack of understanding on how to achieve gender objectives through public procurement practices	• Gender-responsive procurement frameworks • Gender diversity in contracting • GESI considerations incorporated into tender requirements and contractual provisions • Supplier diversity programs to encourage contracting of smaller GES-led businesses as suppliers • Women-friendly procurement processes
Construction	Integrating comprehensive provisions to improve and increase GESI participation in construction	• Risks associated with labour rights compliance and GBVH risks posed by construction sites • Lack of training on GESI considerations for recruitment and employment	• Gender-responsive construction supervision • Safe and inclusive work environment and labour rights • Reduce barriers to women's employment in the construction workforce • Ongoing consultation with gender equality and social inclusion specialist
Operations & Maintenance	Managing the project's workforce in a way that fosters gender equality and social inclusion	Lack of data, incentives, and policies to identify and engage GESI populations in the Operations and Maintenance stages	• Engagement of women and women-owned businesses in the operations and maintenance • Reducing their barriers to O&M jobs and contracts
Monitoring & Evaluation	GESI lens integrated throughout monitoring and evaluation	• Lack of gender-disaggregated data • Lack of GESI targets and outcomes and weak oversight • Lack of skills and competencies to evaluate and incorporate evidence into processes	• Gender-responsive monitoring and evaluation (M&E) through the use of gender-disaggregated data collection to measure performance. • Documenting lessons learned and best practices on gender equality and social inclusion

*Key Objectives adapted from OECD, *Women in Infrastructure*, 2021

4.2. Strategic Planning

Strategic planning plays a vital role in the sustainability of any gender mainstreaming in the infrastructure process. The objective of strategic planning is to ensure that a long-term vision of gender mainstreaming in infrastructure exists. It is critical that GESI considerations are not just incorporated project to project but that they are part of a strategic vision. Strategic planning differs from project planning because it creates the underlying context and guidelines to consider the project. For example, strategic planning can include explicitly aligning infrastructure targets with gender-related goals set out in national development goals, policies, and international agreements[21]. Because of the multi-sectoral nature of strategic planning, it is important that there is clear and consistent coordination between the ministries, Line Ministries, subnational government, special departments, and other government actors. Strong inter-governmental coordination at this stage increases the

[21] OECD.

chances of creating a holistic approach to gender-responsive infrastructure development by improving understanding of cross-cutting issues, overarching goals and targets, and potential areas for collaboration. In many countries, specific coordination agencies are mandated with mainstreaming gender decision-making and policy reform across government departments and ministries.

For strategic planning to be effective, it should be evidence-based, which requires access to gender-disaggregated data that allows for quantitative and qualitative analysis that examines infrastructure participation, use, and benefits for different genders. One of the most common and most important methods for collecting this data during the strategic planning phase is to conduct a comprehensive needs assessment based on diverse and inclusive stakeholder engagement. A needs assessment provides the evidence base to set priorities, identify gaps in data and share information for decision-making[22]. The capacity to collect, interpret and utilize data across all sectors is often missing, and, as such, it is critical that providing training and capacity building to government personnel be prioritized to ensure the necessary skills are available to allow for the use of data-driven and evidence-based planning processes.

4.3. Project Planning and Design

The project planning and design phase directly ensures that the conceptualization and design of a specific infrastructure project reflects the needs of diverse groups and provides GESI. Infrastructure projects are more likely to incorporate gender mainstreaming and considerations for people with disabilities when involved stakeholders, such as governments and private-sector participants, allocate the necessary time and resources to assess the gaps and needs of target groups from a cross-sectoral perspective.[23]

People with disabilities[24]

About 15% of the world's population live with a disability, yet, as a group, people with disabilities are often overlooked. There is a frequent conception that it would be too costly to take people with disabilities into consideration when planning, designing, and implementing infrastructure projects.

Directly involving people with disabilities in decision-making processes and stakeholder engagement from an early stage can be an effective way to keep costs of inclusion down and identify feasible solutions early on. This approach is considerably more cost-effective and efficient in retroactively adjusting during the construction or operational phases of the infrastructure lifecycle.

In the planning and design phase, a diverse stakeholder engagement process should be carried out, which should be led by a dedicated project GESI specialist or team of specialists who play the role of overseeing engagement and ensuring that otherwise under-represented or neglected groups are included in decision-making processes. Unequal participation in infrastructure decision-making stands in the way of incorporating gender-diverse priorities and allocating the necessary resources to achieve inclusivity. One way countries address the lack of diversity in infrastructure decision-making is by instituting policies promoting gender diversity in the government workforce. This can help ensure that government personnel bring diverse perspectives to infrastructure planning.

Another common way to ensure diverse voices are included in the infrastructure project planning and design phase is to conduct a Gender Analysis followed by a Gender Action Plan (GAP).

Gender Analysis is a socio-economic analysis of gender relations that collects and uses sex-disaggregated data and information about the different needs and conditions of women and

[22] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, and Kumar S, Crosskey S & O'Regan N., "UNOPS Gender Infrastructure."

[23] Global Infrastructure Hub, "Inclusive Infrastructure and Social Equity: Practical Guidance for Increasing the Positive Social Outcomes of Large Infrastructure Projects."

[24] Global Infrastructure Hub.

men and the different effects that projects may have on them.[25] A comprehensive Gender Analysis allows planners to understand the potential gender impacts of a project on women and men, such as impacts on livelihoods, safety, and access constraints. To collect this information and data, it is important that women and other neglected or vulnerable groups are represented in planning committees, stakeholder engagement, and data collection[26]. This requires allocating financial resources and a dedicated budget line to conduct gender-related analyses, assessments, and activities. Frequently policies and legal frameworks are developed to address gender inequality but are not accompanied by the needed budget to implement required activities. Ensuring that financial resources exist and are earmarked for gender-related actions at the planning stage is vital to creating inclusivity in the infrastructure process.

Conducting the Gender Analysis is a key action, but the true impact of this analysis is the use of the findings and information to inform project design. A GAP is used to do just that by synthesising the information from the Gender Analysis and using it to lay out the targets and project activities needed to address and ensure inclusivity. A strong GAP uses clearly defined indicators and targets throughout the project to create visibility and accountability for gender mainstreaming in a project. This can be done through the inclusion of quotas, targets, activities, and other design features that make addressing inclusion both explicit and tangible. The combined use of a Gender Analysis and GAP can help ensure that the design of the infrastructure project equitably meets the needs of women and men.[27]

Canada Example: Gender-Based Approaches[28]

Key areas for analysis in the Gender-Based Approaches framework to assess programs and projects in Canada:

Target population: Identification of intersecting identity factors across the target population, analysis of how program or project components address the needs of diverse populations, and consultation of targeted populations;

Program's indirect impacts: Identification of individuals outside the target population that might be impacted by the project and their socio-economic characteristics, consultation of key stakeholders, identification of the unintended impacts of the program, and formulation of strategies to mitigate such impacts;

Data availability: Adoption of data collection guidelines and processes that ensure sex-disaggregated data, including different factors and personal characteristics;

Project evaluation: Establishment of baseline indicators to assess impacts on targeted populations, data collection to measure projects' outcomes, analysis of gaps and unintended barriers in access and use of the service.

Another tool frequently implemented during the project planning and design phase is a Cost-Benefit Analysis (CBA). CBAs are usually carried out even where countries do not implement specific Gender Analyses or GAPs. Since most projects will have some form of CBA, it is worthwhile to consider how to integrate GESI considerations into it, especially if gender assessments and action plans are not being regularly carried out. CBA characteristically focuses on monetary values and other factors that translate into monetary values, which often leads to neglecting the inclusion of social impact calculations. Where possible, it is important that CBAs also consider the financial implications of positive and negative gender equality impacts.[29] In this way, the CBA can also contribute to highlighting GESI issues and important opportunities and constraints alongside providing a clear financial understanding of the feasibility of including such considerations in the corresponding budget proposal.

[25] Waqar and Shu Yu Wong, "Making Gender Matter in Infrastructure PPPs."

[26] Global Infrastructure Hub, "Inclusive Infrastructure and Social Equity: Practical Guidance for Increasing the Positive Social Outcomes of Large Infrastructure Projects."

[27] Waqar and Shu Yu Wong, "Making Gender Matter in Infrastructure PPPs."

[28] OECD, "Women in Infrastructure."

[29] OECD.

4.4. Financing and Budget

No infrastructure project can move forward without financing, which makes the financing and budget phase of the infrastructure lifecycle one of the most important. Here, a gender-responsive budget (GRB) is essential for ensuring that the gender components and actions presented in the GAP and CBA have full financing for the entirety of the project. The function of the GRB is to examine the impact of expenditures on women, men, and other under-represented groups and determine how to allocate resources for gender mainstreaming activities identified during the planning phase in the GAP and CBA. The purpose is the ensure a gender-equitable use of finances across the project that promotes equal consideration for all infrastructure users.[30] To this end, the project budget needs to be aligned with the planning process and must ensure there are funds for all phases of implementation, especially those that follow the completion of construction.[31] When the budget does not align with actions and targets identified through planning, it can end up addressing only short-term issues and fail to address social needs. For this reason, it is also vital that the project budget is accompanied by clear key performance indicators (KPIs) that can be used to monitor the gender impacts of budget decisions throughout the infrastructure lifecycle.

In the Asia-Pacific gender-responsive budgeting is essential for effectively integrating GESI into infrastructure development. According to a United Nations (UN) Women report in 2020, there are financing gaps of up to 90% for implementing national plans on gender equality in the Asia-Pacific.[32] This means that even where projects implement gender assessments and create GAPs, they are frequently going unfunded and, as a result, unrealized.

Project Budgeting

Key enabling factors for gender budgeting include:[33]

- political will and political leadership;
- high-level commitment of public administrative institutions;
- improved technical capacity of civil servants;
- civil society involvement;
- sex-disaggregated data.

A gender-responsive and socially inclusive project budget should include the following common elements:

- analysis of budgets and policies from a gender perspective;
- linking gender budgeting to overall gender equality objectives;
- restructuring budgets and amending policies;
- integrating gender perspectives throughout the budget cycle;
- monitoring and evaluation of achievements;
- transparency of the budget process;
- participation in the budget process.
- Development of sex-disaggregated indicators and targets for the budget period

Institutional capacities and skills can often be lacking with regards to developing, integrating, implementing, and monitoring GRBs. Governments should ensure that training and capacity-building opportunities are provided to relevant personnel to develop these skills and knowledge areas. A strong understanding of the finances required to realize gender equality goals in infrastructure will also be valuable in successfully mainstreaming gender in the procurement and contracts phase.

[30] Morgan G, Bajpai A, Ceppi P, Al-Hinai A, Christensen T, and Kumar S, Crosskey S & O'Regan N., "UNOPS Gender Infrastructure."

[31] UN Women Asia Pacific, UNOPS, and Menon, "Guide on Integrating Gender into throughout Infrastructure Project Phases in Asia and the Pacific."

[32] UN Women Asia Pacific, UNOPS, and Menon.

[33] European Institute for Gender Equality, "Gender Budgeting."

4.5. Procurement and Contracts

The Procurement and Contracts phase presents the opportunity for governments to use their purchasing power to influence inclusivity by integrating GESI considerations across several procurement procedures. Gender-sensitive procurement is a policy area that is gaining increasing support across governments because of its potential to support gender mainstreaming throughout the delivery of infrastructure projects even where those projects don't directly consider a gender angle.[34]

One way inclusive procurement can contribute to gender mainstreaming is by including affirmative action for women and other marginalized groups in activities related to procurement and contracts[35]. For example, inclusion can be addressed through incorporating gender considerations into tender and bidding requirements using quotas for employment, or by inserting gender considerations in qualification criteria and technical specifications and adding provisions in contract performance clauses.[36] Gender inclusivity can also be incorporated into the procurement process itself by making the tender process more gender-friendly by lowering the threshold for participation and simplifying pre-qualification selection and award criteria to make more space for women-owned businesses that frequently have less access to financing and time.

Chile Example: Supporting Women Enterprises and Data Collection[37]

The Central Purchasing Body in Chile introduced a programme to promote the participation of women-led companies in the public procurement market.

To better determine which companies were women-led or women-owned, ChileCompra introduced an electronic registry which certifies "female enterprises" (sole proprietors) and includes the data in the civil registry.

Inclusive procurement and contracting practices can also help in addressing the many gender-related risks found throughout supply chains, such as labour and human rights abuses and gender-based violence. Procurement strategies that promote responsible business conduct standards in contract implementation have the potential to create supply chains that take gender considerations into account.

[34] OECD, "Women in Infrastructure."

[35] UN Women Asia Pacific, UNOPS, and Menon, "Guide on Integrating Gender into throughout Infrastructure Project Phases in Asia and the Pacific."

[36] OECD, "Women in Infrastructure."

[37] ChileCompra, "Contratacion Publica: Una herramienta estrategica para la eficiencia del Estado."

Project Contracting

Gender equality considerations that can be incorporated in contractual provisions to ensure contractors' contribution to gender equality and eradication of Gender-Based Violence, include:[38]

- Compliance with labour law and regulations that protect female employees
- Equal pay regulations
- Adoption of codes of ethics and conduct that emphasize zero-tolerance for gender-based violence
- Grievance mechanisms for project-affected groups and communities
- Training requirements on gender equality aspects of recruitment and employment for all line managers and the staff performing the contract
- Gender equality in labour opportunities during infrastructure construction and operation phases
- And obligation for the contractor to ensure that accurate information about the working conditions of all people involved in the delivery of the contract is available throughout the duration of the contract.

The procurement and contract phase also provides the chance to collect valuable gender-disaggregated data. During the procurement process, suppliers can be required to include information about the percentage of women employed in the workforce and in executive and senior positions.[39] This data can be directly used to inform monitoring and evaluation (M&E) materials and KPIs, which can be used to assess the project during several phases of the infrastructure lifecycle.

4.6. Construction

A gender-inclusive construction phase is guided by the GAP, GRB, and procurement process. The construction phase involves directly implementing all outputs from the previous phases through construction activities, supervision, project output delivery, and execution of scheduling, budgetary, and quality assurance requirements.[40]

Construction is traditionally a heavily male-dominated sector and requires specific attention in the infrastructure cycle to ensure that activities from the GAP are followed through, and that safe and accessible work environments are available to women and other marginalized groups.

One way to ensure that construction is inclusive and gender-responsive is to ensure gender-aware construction supervision. Gender-aware construction supervision can play a critical role in preventing gender inequalities, reducing the risk of gender-based violence, human trafficking, HIV and STIs, and poverty while also building local capacity and creating livelihood opportunities for women and marginalized groups. According to UN Women, Construction Supervision that is gender-aware should include:

- Sexual harassment policy both an on-site gender and for subcontractors
- Skills building and training that target both women and men
- Women-friendly construction site practices, flexible working hours, and sanitary accommodation
- Safe work practices
- Family-friendly work practices

Another important component of inclusive construction is a diverse workforce. A diverse workforce allows government institutions and private companies to serve underserved populations better and respond to the needs of marginalized groups while creating livelihood

[38] OECD, "Women in Infrastructure."

[39] "Timor-Leste Gender-Responsive Budgeting Policy Note."

[40] UN Women Asia Pacific, UNOPS, and Menon, "Guide on Integrating Gender into throughout Infrastructure Project Phases in Asia and the Pacific."

opportunities.[41] However, it is important for companies and governments to take market conditions and labour supply into consideration when setting workforce diversity targets. If there are insufficient workers to meet the skills requirements for the work, then it may not be possible to integrate labour from marginalized and under-represented groups.[42]

Canada Example: Increasing Women's Representation in Construction[43]

In 2018, the Canadian government created a 'Women in Construction Fund' whose goal was to increase the participation of women in construction trades by investing CAD 10 million in training and support to attract more female labourers.

The support provided includes mentoring, coaching and training that can assist women in finding employment opportunities in construction and or infrastructure.

Where the opportunities to employ a diverse workforce are limited, it is important to understand and address the root causes. Frequently these can be related to work environment, accessibility, and skills:

- Women are disproportionately tasked with taking on responsibility for childcare and domestic work, which creates time restrictions for participation in other activities or work.
- Women have more limitations on transportation use (frequently not wanting to travel alone or after dark for safety reasons) and, as such, are less flexible when considering the distance to a job site.
- Construction work is stereotypically considered to be reserved for men.
- Frequently, even when women do participate in the infrastructure workforce, it is predominantly in unskilled labour roles and rarely in senior or supervisory capacities.[44]
- A lack of training and skills can stand in the way for women and marginalized groups to participate in a workforce.

International Labour Organization: Best Practices for Inclusive Construction[45]

- Position terms of reference for the infrastructure implementation team, including the Technical Advisor, should include a gender dimension.
- Recruit a project gender expert.
- The community's entry process should incorporate gender awareness-raising, i.e., it should be inclusive and participatory; have separate focus group discussions for women and men; and include appropriate interpretation in local languages, if needed.
- The community/workforce should be mobilized for the infrastructure works, ensuring the inclusion of both women and men, specifying that:
  - minimum quotas and justification for women's participation
  - the project should facilitate women's participation.
- Identify training needs and build the gender capacities of the implementing team (partners, project staff, contractors, project committees) as appropriate.
- Ensure a gender balance when selecting beneficiaries and project implementers.
- Identify the training needs and build the capacities of the female beneficiaries and small-scale contractors as appropriate.
- Prequalification and bidding documents indicate incentives for gender-sensitive consultants/contractors.
- Quarterly and annual work plans should include gender aspects.

[41] Asian Development Bank, *Sectoral Perspectives on Gender and Social Inclusion*.

[42] Global Infrastructure Hub, "Inclusive Infrastructure and Social Equity: Practical Guidance for Increasing the Positive Social Outcomes of Large Infrastructure Projects."

[43] Government of Canada, "Government of Canada Helps Women in Newfoundland and Labrador Prepare for High-demand and Well-paying Jobs in the Construction Trades."

[44] Gutierrez et al., *Women in Infrastructure Works*.

[45] ILO, *Illustrated Guidelines for Gender-Responsive Employment Intensive Investment Programmes*.

- Gender-sensitive monitoring data should be collected, and corrective action is taken as appropriate.
- Quarterly and annual project reports should include a gender dimension.

These constraints to participation can be addressed through a variety of gender-focused approaches, as seen in the Best Practices Box above. Importantly, gender-sensitive requirements and practices must be socialized across all those involved in the construction phase, from construction workers to advisors to managers to community members. It cannot be only the responsibility of a GS to ensure that gender-related activities are implemented. With so many people involved in this phase of the infrastructure lifecycle, it is critical that all project staff partake in implementing and delivering on GAP commitments and targets.

4.7. Operations and Maintenance

The Operations and Maintenance (O&M) phase are commonly insufficiently planned and budgeted for because it follows the completion of the actual construction of the infrastructure asset, but O&M ensures that an infrastructure project is maintained and delivers benefits equitably. It's a phase that's crucial to gender inclusion as it is the phase where the end-users interact with the infrastructure, and women's participation in the workforce can be increased substantially. O&M requires clear gender-mainstreamed plans that account for the needs of all end-users for the regular maintenance of infrastructure; infrastructure that is unable to be used can no longer benefit those it was built to serve. By gender-mainstreaming O&M plans, diverse opportunities can be identified for women and under-represented groups to participate in the many O&M jobs, including supervision and oversight, routine inspections, maintenance work, and administration. Typically, there is more opportunity to include women-led businesses and women employees in the O&M workforce.[46]

Australia Example: Strengthening Women's Infrastructure Skills and Infrastructure Workforce Participation[47]

The Australian government adopted an "Infrastructure Skills Legacy Programme" to support contractors in increasing the diversity of their workforce, with mandatory requirements for any infrastructure projects over AUD 100 million.

The programme's targets relate to skills, training, and diversity that agencies and construction contractors are required to meet, including doubling the number of women in trade-related work.

The programme specifically encourages contractors to increase female representation in non-traditional occupations such as environmental or construction management, drafting, and civil engineering.

In East Asia and the Pacific, women own 50% of micro-enterprises and 59% of Small and Medium Enterprises (SMEs),[48] and yet these SMEs frequently remain underserved by financial institutions and are denied opportunities to grow or scale up. The O&M phase provides the opportunity to subcontract implementation of operations and maintenance to smaller contractors that are more likely to be led by women or can integrate gender requirements and meet quotas more easily. This helps develop the capacity of smaller businesses and potentially develop technical and managerial skills to grow and compete for larger contracts.[49]

[46] UN Women Asia Pacific, UNOPS, and Menon, "Guide on Integrating Gender into throughout Infrastructure Project Phases in Asia and the Pacific."

[47] NSW Government, "Infrastructure Skills Legacy Program."

[48] UN Women Asia Pacific, UNOPS, and Menon, "Guide on Integrating Gender into throughout Infrastructure Project Phases in Asia and the Pacific."

[49] Gutierrez et al., *Women in Infrastructure Works*.

ADB Example: Road Maintenance[50]

Women's participation in transport and road maintenance has been the most documented, particularly through projects in rural areas. It has presented multiple examples of ways to integrate gender considerations into the O&M phase:

- Quotas for women and vulnerable groups in O&M employment
- Formation of, or engagement and contracting with, community-run women's groups, cooperatives, or local micro-enterprises
- Equal pay and safe working conditions.
- Skills training in O&M jobs (technical and on the job)
- Potential for O&M to contribute to empowerment:
  - Job creation
  - Technical and soft skills
  - Potential to increase agency

4.8. Project Monitoring and Evaluation

Project M&E is the final phase and critical to understanding the efficacy of gender-inclusive actions and impacts throughout the infrastructure lifecycle. Gender-mainstreamed M&E report on impacts, lessons learned, and best practices by monitoring and assessing the projects' contribution to GESI.

Several challenges need to be accounted for to ensure that M&E successfully delivers accurate findings on gender impacts. Primarily, M&E cannot be an afterthought; although it is the final phase of the infrastructure lifecycle, the necessary foundation for gender-mainstreamed M&E must have been built early in the project planning. Importantly, clearly defined and measurable gender-sensitive indicators must have been identified in the planning phase and consistently tracked through the progress of implementation. Failing to set clear gender indicators combined with insufficient oversight of infrastructure delivery can seriously hinder a project's ability to incorporate gender considerations throughout the lifecycle or to make evidence-based decisions for future actions.

A lack of monitoring data also makes it difficult to reasonably evaluate the impact of a project on gender equality or inclusivity. The monitoring process is vital to collecting data and evidence needed to conduct evaluations and make project adaptations to better respond to gender needs. Frequently, even where there is monitoring throughout a project, data is not consistently sex-disaggregated. Sex-disaggregated data is essential for learning, making evidence-based decisions, and improving a project's ability to reach gender outcomes and results. At a minimum, quantitative sex-disaggregated data should be collected, evaluated, and analysed; however, ideally, the GAP would also include gender-focused indicators that measure outcomes related to equality and qualitative results. This can be challenging due to a lack of skills and capacity to collect, evaluate and incorporate data into decision-making, and this lack of capacity can hinder the efficacy of the M&E process. It is particularly important to train personnel in M&E skills and build in M&E indicators and tools throughout the infrastructure cycle because if the GESI activities that have been implemented cannot be measured or assessed, then neither the successes nor failures can be learned from and used to strengthen future projects.

[50] Asian Development Bank, "Preparing the East to South Coast Road Connectivity Project and Strengthening the Road Sector Institutional Capacity."

ADB Example: Bangladesh Water Supply[51]

The ADB-financed Dhaka Water Supply Sector Development Program, which helped 5.44 million people access continuous potable water. Dhaka Water Supply was the implementing partner and Sewerage Authority (DWASA) was the first organization in Bangladesh to adopt its own gender strategy beyond the project period.

DWASA established a gender unit to promote mainstreaming gender equity through regular training on gender sensitivity, gender auditing, creating gender balance, and effective communication to raise awareness, gender-disaggregated data collection, networking, gender-responsive budgeting, and monitoring and evaluation of its gender strategy.[52]

[51] Asian Development Bank, *Sectoral Perspectives on Gender and Social Inclusion*.
[52] Asian Development Bank, *Meeting Asia's Infrastructure Needs*.

5. GESI AND PUBLIC INFRASTRUCTURE IN TIMOR-LESTE

Timor-Leste is one of the world's youngest democracies. Since its reclamation of independence, the country has embarked on the complex process of state-building, including working to combat high poverty levels, underdevelopment, and socioeconomic inequalities. Rebuilding and expanding critical infrastructure in a sustainable manner is articulated as a high priority in GoTL's SDP 2011–2030. Public infrastructure investments present an opportunity to increase economic connectivity and simultaneously contribute to important social impacts around GESI. Importantly, the sector can serve to advance Timor-Leste's commitments to equality across all GESI populations.

GoTL has a commitment to ensuring equitable access to infrastructure by issuing the MOP resolution no. 7/2019. The resolution secures accessibility in public and private infrastructure. An example of this can be seen in the creation of a regional hub infrastructure project, which was initiated by the Ministry of Transport and Communication (MTC). This project is currently under the Master Plan phase, and it will proceed to a feasibility study with support from ADB. It will consider a specific focus on how women, children, and people with disabilities can have access to such facilities.

GoTL has also shown its investment in creating gender-equitable systems by adopting the GRB policy, which was officially introduced through parliamentary resolution nº.12/2010 with the intention to outline institutional responsibilities and provide guidance to support ministries to integrate gender issues into the government budget cycle[53]. As a result of this policy, all government entities are meant to integrate gender issues into their Annual Action Plans. Within the Government, the national women's apparatus, SEII, the Prime Ministers' Office, and the Ministry of Finance (MOF) all have a central role in leading and driving GRB forward.

The SEII has worked across Line Ministries to support the inclusion of GESI considerations in their policies and activities. This combined with the approval of Resolution No. 35/2017 which established the Inter-Ministerial Working Group, National Gender Working Group, and Municipality Gender Working Groups is actively working to improve gender mainstreaming and coordination across ministries and sectors.[54]

Despite progress being made to create a strong GESI inclusive enabling environment and to integrate GESI considerations into certain infrastructure projects, a holistic approach to integrating GESI throughout the entirety of the infrastructure lifecycle in Timor-Leste has yet to be taken. To identify entry points for more inclusivity in infrastructure development, it is important to understand both the stakeholders involved in Timor-Leste's infrastructure cycle and the gaps that exist at each phase that present opportunities for improvement.

5.1. Key Public Infrastructure Stakeholders and Process Gap-Analysis

Infrastructure is defined as one of Timor-Leste's key pillars for development in the SDP 2011-2030.[55] The plan states that "a good national infrastructure is essential for Timor-Leste being able to develop economically and socially" (SDP, p.70). To achieve the infrastructure targets set out in the SDP, GoTL established the Infrastructure Fund in 2011 to finance strategic projects and improve core infrastructure, which can support and accelerate the economy and social growth of the country.[56]

Through the establishment of the Infrastructure Fund, the government has developed national standards, tools, and procedures to improve the planning, budgeting, and

[53] "Timor-Leste Gender-Responsive Budgeting Policy Note."

[54] SEII, "Timor-Leste's Beijing Declaration and Platform for Action (BPFA) National Review And Appraisal Report (2014-2018)."

[55] GoTL, "Timor-Leste Strategic Plan 2011-2030."

[56] MoF, "Budget Book - Ministry of Finance."

implementation of infrastructure projects in the country. The standards and tools include Project Appraisal Guideline, Project Brief Standard Form, Feasibility Study Guideline, Infrastructure Fund Administration Manual, and Ex-Post Evaluation Guideline (Budget Book, p.5). The main objectives of these standards and tools are to clarify the roles and responsibilities of the Line Ministries and government agencies, improve coordination among the involved stakeholders, and shed light on the step-by-step procedures across all the project cycle phases, from planning and preparation to M&E. The project cycle for the projects funded through the Infrastructure Fund is provided in the Feasibility Study Guideline[57] developed by the Major Project Secretariat (MPS) in 2020.

Although the above project cycle was developed for the projects financed through the Infrastructure Fund that are USD 1 million or above, all the projects financed through the state budget follow the same workflow without the need to go through project appraisal by MPS/CAFI if the projects are funded through Line Ministries' budgets. In general, this project workflow reflects the current project implementation process, the role of institutions, and the legal framework that regulates the roles and competencies of each government institution/stakeholder involved in the implementation of infrastructure projects in the country. The following figure illustrates the infrastructure project workflow and involved stakeholders.

The remainder of this section uses the infrastructure lifecycle approach to map out key stakeholders and processes in Timor-Leste's public infrastructure development process. This mapping is not exhaustive and is based on the assessment's literature review and key informant interviews. This snapshot of key stakeholders and processes allows for the identification of key entry points for greater GESI incorporation into public infrastructure procurement and identifies existing commitments that are, in practice, not being fully implemented to date.

5.2. Strategic Planning

The Strategic Planning phase for infrastructure development in Timor-Leste is guided by the SDP 2011 – 2030. The SDP serves as a reference for the formulation of Sectoral Plans for each sector (e.g., education and agriculture sectors) and for the government's five-year programs, which highlight government priorities. These high-level plans provide the foundations to develop each Line Ministry's five-year plan and their yearly activities as defined in the Annual Action Plan. The high-level plans underpin the planning process for ministries that conduct their own strategic planning to determine infrastructure projects for the following years. Each ministry independently determines and decides the five-year infrastructure project plan, with consideration given to other government programming. In this way, for example, the Ministry of Education (MOE) as the project owner, has full authority to set a target, for instance, to build 500 schools in the next five years, which it intends to achieve by constructing 100 schools annually.

Similarly, Line Ministries, public enterprises (such as TIMOR GAP, E.P,[58] and Bee Timor Leste, E.P), and public institutes (such as Authoridade Nacional Agua e Saneamento (ANAS) I.P.) have the responsibility to develop their own strategic plan and/or business plan which includes infrastructure they intend to build in the next five years.

Related to GESI, the commitments of GoTL on gender are well-established in the SDP and relevant laws, policies, and international treaties. Furthermore, government institutions, including the autonomous agencies, now have dedicated budgets for gender equality in their Annual Action Plan. However, according to key informant interviews, a recent GoTL assessment indicates that only about a third of GoTL institutions can relate their programs to the issue of gender. This signals the need for ongoing efforts to integrate gender mainstreaming into planning, budgeting, and monitoring systems.

[57] Major Projects Secretariat Fund, "Feasibility Study Guideline (FSG): Major Projects Secretariate Infrastructure Fund, TL."
[58] "TIMOR GAP E.P. National Oil."

5.3. Project Planning and Design

For a project to proceed to the planning and design phase, it must be aligned with the SDP and other existing higher-level plans for a specific sector, government programs, and the programs of the relevant ministry. Once alignment is ensured, the project owner may begin to carry out preparatory work in terms of answering the questions related to why this project is needed, what kind of problems it will solve, whether the project is feasible, and what kind of resources it requires. To answer these questions, the project owner needs to develop a project concept, which is the first step in the project preparation process. GoTL, through the Infrastructure Fund, has developed a Feasibility Study Guideline, which details the components and format of a project concept.

Once the project concept is ready, the project owner needs to bring it to the relevant authorities for approval. Typically, national and general directors in the Line Ministries will present the concept to the ministers and vice-ministers to get approval for the project. Once the project concept is approved, it will then go through additional confirmation and approval processes. Notably, the Line Ministries are responsible for the project planning and design. During this phase, they can tailor the project toward meeting certain social needs, including the authority to incorporate the needs of women and people with disabilities.

5.4. Financing and Budget

Finance and budget considerations may be addressed initially during the planning stage, but the finalization of financing and budgeting stands alone as a separate phase of the infrastructure lifecycle. The financing and budget for an infrastructure project may come from the budget of the Line Ministry and/or the Infrastructure Fund. While the process follows normal project workflow, approval from Administration Council of the Infrastructure Fund (CAFI) is required for projects that are to be financed through the Infrastructure Fund. Although a project may be financed through the Infrastructure Fund, the project owners are responsible for the overall management of project implementation. For instance, in a school construction project that is financed through the Infrastructure Fund, the MOE will be responsible for overseeing the project implementation because the MOE will be the one to sign the contract. However, during the construction process, the MOE may hire external supervision consultants to supervise the project or may seek support from the MOP to provide technical support to ensure that the project follows technical specifications. The project owner will then submit the progress report to ADN for inspection and verification before payment. This clearly defines the role of the project owner, which is to manage and monitor the implementation of the project, while ADN is responsible for inspection and verification.

For projects financed under the state budget, they must go through confirmation and approval processes by the technical budget review committee (TBRC), political budget review committee (PBRC), and the Council of Ministers prior to approval in the National Parliament. For a small-scale project that is financed through the Ministry's budget, such as rural water maintenance or a school construction project, the process of planning, design, and cost estimation can be done in-house (within the ministry) if there is adequate capacity. The Line Ministries, as the project owner, may request support from the MOP to help with the design and cost estimation of the project prior to submission to ADN for verification. After ADN verification, the project may proceed to the procurement and construction phases.

Meanwhile, for the large and strategic infrastructure projects (with a cost of over USD one million), the project owners may opt to seek financing from the Infrastructure Fund. In this case, approval from the CAFI is required during the budgeting and planning phases. Once the project is approved during the planning and budgeting phases, the project owners are required to submit relevant documents such as Terms of Reference (ToR) for ADN verification before the project proceeds to the next steps, such as conducting a Project Cost Estimation. Due to the complexity of large infrastructure projects and lack of in-house capacity, feasibility studies and design of projects financed through the Infrastructure Fund are outsourced to external consultants. During the financing and budgeting phase, it is

important to incorporate GBR practices, which Timor-Leste has begun to do through the development of a Gender Budget through Parliament Resolution No.12/2010. GoTL has taken additional steps to address gender inclusion in budgeting practices through the Resolution of Parliament No2/2006,[59] the Gender-Aware Budget Circular,[60] and the National Strategy and Action Plan for Gender and Private Sector 2014-2017.[61]

Gender requirements are specified in the Budget Circular, the budget preparation, the budget review process, budget monitoring, and budget reporting. GRB tools (gender marker and earmarked programs on gender equality) are integrated into the online program budgeting system (Dalan Ba Futuru). According to UN Women, 61% of institutional budgets (22 out of 36 government agencies) have integrated gender indicators to measure the implementation of gender equality commitments.[62]

5.5. Procurement and Contracts

The procurement process for public infrastructure projects depends on the source of financing or budget source. If a project is financed through the ministry's budget, then that ministry can initiate the procurement process internally, assuming that there is in-house capacity. At the same time, the ministry has the option to seek assistance from the National Procurement Commission (NPC)[63] to help organize a procurement process based on the legal procurement regime as well as international best practices. The NPC is the agency responsible for carrying out procurement procedures and providing technical assistance and advice during the procurement process as mandated under the Decree-Law 14/2011.[64]

If the project is financed with the project owner's budget, the project owner has the full authority to procure and hold the contract. On the other hand, if the project is financed through the Infrastructure Fund, then the procurement process must go through the NPC. When this is the case, the NPC will collaborate with the project owner to conduct the procurement process. Once the procurement process is concluded, and the contract is signed by the project owner, the NPC hands over the contract to the project owner for contract implementation. As such, the role of the NPC will end after the contract is signed, and the project owner will be the ultimate contract holder as it will manage the implementation of the contract.

The procurement process in Timor-Leste is regulated by the Procurement Legal Regime of the Decree Law 10/2005[65] and Public Contracts Legal Regime of the Decree-Law 12/2005.[66] The Procurement Legal Regime has since been amended several times in the forms of Decree-Law 14/2006, Decree-Law 24/2008, Decree-Law 01/2010, and Decree-Law 02/2010. At the same time, the MOF of Timor-Leste has developed "a series of guides on the procurement process and required documentation for government officers who purchase goods, services or works on behalf of the Government of Timor-Leste." The guides include topics on strategic procurement planning, tender specification writing, tender process and documents, contract establishment, and contract management, among others.[67]

To date, there are no policies in place that seek to enforce women's participation and inclusion of people with disabilities in the procurement process. The NPC has the authority

[59] Resolution of Parliament No 2/2006, 2 April 2006 is the legal base established in the first Government of TL to form the Women Parliament Groups (GMPTL – Portuguese Abbreviation). Their core activities include: (1) Integrate perspective of gender in the legislation, program, and state budget, including democratic representative.

[60] For the first time, the 2013 Budget Preparation Circular included gender aspects which called for State organs, Ministries, and agencies to follow guidelines from SEII in their budget preparation.

[61] The primary goal of the National Strategy and Action Plan for Gender and Private Sector is to ensure that the needs of women entrepreneurs are better catered for alongside men's, at districts and at national level. It further aims to guarantee a gender sensitive approach in private sector development through an enhanced collabouration of key stakeholders in Timor-Leste.

[62] UN Women Asia Pacific, "Timeline of Key Gender Responsive Budgeting Milestones in Timor-Leste."

[63] Ministry of Finance, "CNA-Comissao Nacional De Aprovisionamento."

[64] GoTL, Decree Law 14/2011.

[65] GoTL, Decree-Law 10, 2005.

[66] Decree Law No. 12/2005 of the Public Contracts Legal Regime.

[67] MoF, "Budget Book - Ministry of Finance."

to take the initiative to amend the evaluation criteria to include ways to involve women and people with disabilities, but without specific legislation or policy in place, it is difficult for such changes to be implemented. Discussion on this topic is already taking place, but the lack of legislation, policy, and data available on women and people with disabilities in relation to infrastructure has posed a challenge to moving this forward.

5.6. Construction

During the construction phase, the project owners are responsible for managing the construction and liaising directly with the contractor. If the project is financed with the project owner's budget, the project owner may oversee and liaise with the selected firm directly through a project management team if they have the adequate in-house capacity to do so. However, if the project is financed through the Infrastructure Fund, it is recommended that an external supervision consultant be hired to liaise with the construction firm on behalf of the project owner, given that the complexity of the project exceeds the in-house capacity to manage.

Regardless of the financing source, the project owner will be supported by the AND-IP during the construction phase in terms of inspection and verification of the completed works. The mandate of the AND-IP is to review capital development projects based on the analysis of their respective cost-benefits, as well as to monitor the implementation and execution of projects through a quality certification system as defined by its organic law.[68] The ADN-IP, ultimately, will provide essential technical support during the construction phase to ensure that the project is being implemented according to specifications stipulated in the contract.

5.7. Operations and Maintenance

After an infrastructure project is completed, the project owner will be responsible for operations and maintenance. However, the issue of insufficient budgetary allocations for maintenance has been raised as the main challenge during the maintenance phase. Occasionally, the government will outsource maintenance works of large infrastructure projects because the government is under-resourced to carry out maintenance works of this nature or scale. Similarly, during emergencies or under urgent circumstances, the government will hire private firms to carry out maintenance works because private firms can mobilize and respond more quickly.

5.8. Monitoring and Evaluation

In the current infrastructure development workflow, there is no clear indication of a specific institution responsible for carrying out M&E after a project is completed. Although the roles of the ADN have been mentioned to include verification and inspection, this role applies only up to the completion of the construction of the project.

[68] Decree Law No. 8/2011 ADN Organic Law

6. ASSESSMENT FINDINGS

GoTL has taken significant strides toward greater gender equality and GESI population inclusivity in public infrastructure and in general. Legal frameworks and policies have been developed that have begun to establish an enabling environment conducive to greater equality, participation, and representation for women and people with disabilities; however, as is the case with many policy reforms, the actual implementation required to follow through on commitments set out in the Maubisse Declaration has proven challenging.

The MSPI was allocated three specific targets under the Maubisse Declaration:



To understand the progress, challenges, and opportunities for Timor-Leste to achieve these three Maubisse Declaration targets, the assessment team conducted a policy review and two rounds of key informant interviews and focus group discussions with stakeholders from GoTL, the private sector, civil society, and international development organizations (see section 2).

Each group of stakeholders shared important information, insights, and suggestions, which can be seen in the table below.

Government Stakeholders

Stakeholders from different government departments and ministries were interviewed. Government stakeholders shared challenges standing in the way of greater progress toward the Maubisse Declaration targets, GESI integration into the infrastructure process, and key suggestions for improvement.

Key challenges that were identified included:

- There could be greater coordination across ministries and improved clarity about roles and responsibilities regarding GESI issues.
- There is a lack of socialization across government ministries about the Maubisse Declaration and the importance of including GESI populations in the procurement process.
- A lack of resources and capacity to conduct the needed data collection.
- Lack of laws, policies, and guidance around GESI integration in general.

Key suggestions for improvement included:

- Before or alongside integrating GESI populations into procurement, more needs to be done to address gender equality at large. Capacity building and training for government ministries about GESI integration could help mainstream and push forward the idea.
- Policy needs to be created or strengthened that provides clear guidance on GESI integration.
- Clear supporting guidelines should be developed on how to address and support GESI populations within public works and infrastructure projects.
- The SEII should be more active with the Line Ministries in discussing GESI integration in the planning and implementation of major projects.

Private Sector Stakeholders

In the consultations with key stakeholders from the private sector, there was a strong emphasis on the importance of cooperation among private sector actors and GoTL to drive GESI integration forward in infrastructure development.

Regarding the participation of women in the infrastructure workforce and women-led businesses in project implementation, the private sector stakeholders interviewed indicated that the capacity existed to improve this. There were several references made about the private sector's involvement in donor-led development programs such as Enhancing Rural Access (ERA) and Roads for Development (R4D), where the Women's Business Association (AEMTL) was able to provide a list of women-led companies in each municipality to participate in the tendering process.

According to AEMTL, the Municipality of Baucau reached 50% of participation from women-led companies in the tendering process, and Viqueque had 70%, as did Maliana and Lospalos.

Private sectors stakeholders interviewed also suggested that to ensure women's participation in infrastructure projects; there should be:

- A clause in every contract that clearly sets a percentage or standard for participation;
- Capacity building opportunities, economic empowerment, and other forms of support should be given to women-led companies and the GESI workforce to increase the number of these companies that can compete for infrastructure contracts;
- Incentives in the form of capital subsidies since capital was identified as a key obstacle for women-led businesses.

These findings are supported by complementary findings in a World Bank Economic Report that includes a special focus on enhancing private sector development. Improving the competitiveness and performance of local businesses is identified as a key ingredient to accelerating growth and raising living standards. Lack of access to finance, cumbersome import and business regulations and low workforce skills have all been associated with weaker firm performance – among others. Policy priorities for enhancing business performance include increasing access to finance, skills, and affordable inputs, as well as reducing regulatory uncertainty.[69]

[69] World Bank, "October 2019 Timor-Leste Economic Report."

Civil Society Stakeholders

Throughout the meetings and consultations with selected civil societies organizations, there were several major concerns and suggestions that were shared about integrating GESI considerations into the infrastructure cycle.

Main recommendations from interviewed civil societies actors included:

- Ensuring that the government has an effective strategy that promotes the spirit of cooperation and good faith among all parties involved to achieve the GESI goals. This includes improving the socialization of goals and programs, involving more women in the decision-making process, and creating conditions that are inclusive and safe for workers.
- Calling on SEII to be more proactive in advocating the importance and roles of women's participation in the infrastructure area and requesting that SEII take the lead in the qualitative monitoring and evaluation of GESI impacts.
- Implementing Line Ministries should include monitoring and reporting requirements about GESI impacts which should be shared with SEII through the line ministerial Gender Working Group meeting.
- Ensuring the participation of the community and creating inclusive and environmentally safety laws/policies to protect the employees of infrastructure projects.
- Recommending the government to work closely with civil society and to view them as a resource that can provide well-reflected insights through systematic research.
- To learn from what was done under the VI Government, where civil society conducted the social audits for public projects.

Across all sectors and stakeholders, interviewees expressed interest and openness to greater integration of GESI considerations in the government infrastructure process and beyond. While it was clear that the government had started taking steps to consider GESI in different stages of the infrastructure lifecycle, it was also evident that the approach was not being coordinated strategically, nor were any particular stages of the infrastructure cycle being prioritized or targeted.

Overall, there was a lack of clarity on how to accomplish GESI integration in infrastructure, how to reach the Maubisse Declaration targets and who would be responsible for taking what steps to do so. By exploring the three areas of inquiry and analysing the primary assessment findings in the context of the infrastructure lifecycle phases, it becomes easier to identify gaps and opportunities.

6.1. Women's Employment in Public Infrastructure Projects

The first area of inquiry explored women's employment in public infrastructure projects which links to MSPI's first Maubisse Declaration target that aims to provide employment to 30% of women in rural areas through rural infrastructure projects.

During the literature and policy review, it was evident that GoTL has integrated gender equality throughout government policies that are vital to creating an enabling environment conducive to reaching the 30% Maubisse Declaration target. For example, Resolution No. 38/2017 supports the rights of men and women to receive equal pay at work[70]. Additionally, the Constitution clearly states that men and women "have the same rights and duties in all areas of political, family, economic, social, and cultural life." A specific objective of the government is "to create, promote and guarantee the effective equality of opportunities between women and men" (Constitution of the Democratic Republic of Timor-Leste, Section 6 and 17, 2002). Timor-Leste has also developed the SDP 2011-2030 that commits to achieving gender equality and identifies key goals, including empowering women through livelihood programs, reproductive health programs, and zero tolerance for violence in schools and homes. It has set a goal that by 2030, Timor-Leste will be a gender-fair society where human dignity and women's rights are valued, protected, and promoted by our laws

[70] SEII, "Timor-Leste's Beijing Declaration and Platform for Action (BPFA) National Review And Appraisal Report (2014-2018)."

and culture.[71] In addition to domestic policies, GoTL has also signed and ratified major international gender commitments, including the SDG, Beijing Platform for Action, CEDAW, and UN Conventions on Human Rights.[72]

While these legal and policy reforms indicate a strong commitment to integrating GESI concerns across sectors and issues, they have yet to be leveraged to make progress toward the Maubisse Declaration target of having 30% women participation in the rural infrastructure workforce. When key government and civil society stakeholders were interviewed about the progress toward this target and the key barriers and challenges remaining to increase women's employment in rural, public infrastructure projects, it became evident that a lack of information and data, and incentives existed.

Four important findings resulted from this area of inquiry:

1. There is currently no legal framework nor guidelines that address or dictate how to reach 30% employment
2. No specific actions have been taken thus far to seek out or include companies with a certain percentage or number of female employees in the infrastructure projects
3. There are low levels of understanding about commitments under the Maubisse Declaration and about GESI inclusivity in infrastructure development more broadly
4. There is no centralized and accessible source of gender or GESI disaggregated data available on the composition of employees working on infrastructure projects

The lack of data, information, and legal framework/guidelines present clear areas for action but do not fully represent the challenges that underly the lack of progress toward this specific target. Before making recommendations, it is vital to fully understand the scope of the issues behind the four findings and the challenge of reaching 30% female employment in infrastructure projects in Timor-Leste.

Due to a variety of social, political, and economic inequalities, women are often at a disadvantage compared to men and do not participate in or benefit from infrastructure development in the same way as men. According to an assessment of women's entrepreneurship in Timor-Leste by the American Bar Association, women's work in Timor-Leste can be categorized into three areas: 1) Household tasks, 2) Subsistence Agriculture, and 3) Supplementary Economic Activities - micro and small-scale businesses. Timorese women's labour force participation rate accounts for only 25.6% compared to 53.6% for men.[73]

The infrastructure sector has historically been a male-dominated sector. Across the globe, women have low levels of representation in senior and decision-making roles in public infrastructure and the infrastructure workforce.[74] In part, this can be attributed to the gender stereotypes that identify construction work as being more suited for men. Still, it is also due to the inaccessible and often unsafe work environments for women and the social limitations and obligations restricting women's participation. When these considerations are considered in the Timor-Leste context, where GESI participation in the formal workforce is already low,[75] it would not be surprising to find even lower levels of GESI employment in public infrastructure projects.

Several constraints stand in the way of reaching 30% employment of women in public infrastructure projects. These include:

[71] "Gender-Responsive Budgeting Policy Note: Mainstreaming Gender into the Public Financial Management Reform (2017-2021)."

[72] USAID, "He Local Health System Sustainability Project Timor-Leste Activity (USAID Health Systems Sustainability Activity)."

[73] Erica Sale, Beverly Brul, Christine Violago, Bindi Jhaveri, And Amelia Kuklewicz, "Women's Entrepreneurship in Timor-Leste: An Assessment of Opportunities, Barriers, and a Path Forward Key Findings and Recommendations."

[74] OECD, "Women in Infrastructure."

[75] SEII, "Timor-Leste's Beijing Declaration and Platform for Action (BPFA) National Review And Appraisal Report (2014-2018)."

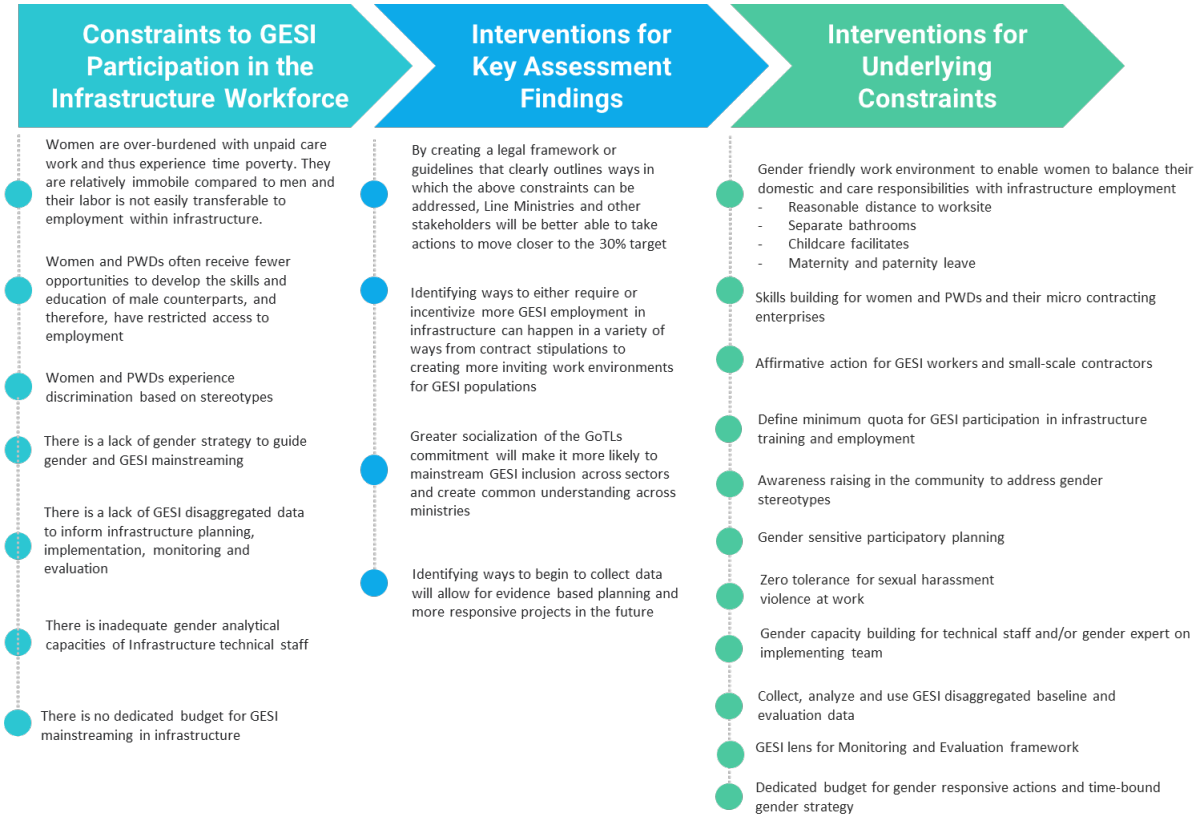
- Women have disproportionate unpaid care work, which results in time poverty.
- Women and people with disabilities have less access to transportation than their male counterparts and, as a result, have greater restrictions on traveling for work.
- Women and people with disabilities often receive fewer opportunities to develop the skills and education of their male counterparts, which further limits their access to employment.
- Women and people with disabilities experience discrimination based on stereotypes.
- There are an inadequate number of gender specialists among technical infrastructure staff.
- There is a lack of GESI disaggregated data to inform infrastructure planning, implementation, monitoring, and evaluation.
- There is no dedicated budget for GESI mainstreaming in infrastructure to be used to address low levels of female and people with disabilities employment in the infrastructure workforce.

For the government of Timor-Leste to begin to address these constraints, the four key findings mentioned previously must first be addressed.

Findings	Action
No legal framework or guidelines detailing how to reach 30% women employment	By creating a legal framework or guidelines that clearly outline specific ways in which constraints can be addressed, Line Ministries and other stakeholders will be better able to take actions to move closer to the 30% target.
No actions or requirements to promote more GESI employment in public infrastructure	Identifying ways to either require or incentivize more GESI employment in infrastructure can happen in a variety of ways from contract requirements to creating more inviting work environments for GESI populations to providing capacity building opportunities aimed at infrastructure employment.
Low levels of understanding about GoTL committeeman to gender inclusive infrastructure	Greater socialization of GoTL Maubisse Delectation commitments will make it more likely to mainstream GESI inclusion across sectors and create common understanding across ministries.
Lack of GESI disaggregated data	Identifying ways to begin to systematically collect GESI data will allow for evidence-based planning and more responsive projects in the future.

Addressing these key issues will allow GoTL to better implement direct actions to address the underlying constraints to greater female employment in the public infrastructure workforce, as seen in the image below.[76]

[76] Adapted from UN Women Guide to Gender in Infrastructure, 2019



6.2. Promotion of Women-led Businesses in Procurement Processes

The second area of inquiry examines the promotion of women-led businesses in procurement processes for rural, public infrastructure. This links to MSPI's second Maubisse Declaration target.

During the literature and policy review, it became clear that while there are policies about gender equality and economic empowerment, there are no specific policies or laws that directly promote or prioritize the participation of women-led businesses in public infrastructure projects. The Maubisse Declaration stipulates that the MSPI should ensure that women-led construction businesses receive "preferential treatment in the process of soliciting for Government infrastructure projects." This most directly links to the infrastructure procurement phase; however, the current procurement process is based on the Decree law 10/2005 and subsequent amendments as recently as 2021, which does not have any stipulations for preferential treatment or prioritization of women-led businesses in any sector. On the contrary, Article 4 of the law states, "The conditions to get access and participate are the same for all of those interested and such criteria shall be duly expressed throughout the procurement procedure steps, any discrimination among the competitors being forbidden."

When raising this issue during key informant interviews and focus group discussions, interviewees shared that they were not aware of any specific policy or strategy currently in place to promote or address the participation of women-led businesses in the infrastructure development process. Interviewees felt that the lack of participation of women-led businesses in infrastructure projects was multifaceted. While the fact that there was no formal policy or provision to prioritize women-led businesses was an apparent constraint, interviewees also identified the lack of available data, low capacity, access to capital for women-led businesses, and high thresholds for participation in the tendering process as other key restricting factors.

As a result of the interviews and policy review, four key research findings were identified:

1. No policy or law exists in the procurement law or elsewhere that prioritizes or gives preferential treatment to women-led businesses in the process of soliciting government infrastructure projects
2. No provisions or requirements exist in evaluation, tendering, or contract documents that identify or favour women-led businesses
3. There is no centralized database available that provides updated data that identifies women-led businesses
4. There are no government-led capacity development programs to develop or mentor women-led businesses that could contend for public infrastructure contracts

The development of policies or provisions within the procurement process that prioritizes women-led businesses would be a positive action for addressing this target; however, if the underlying problem is a lack of women-led businesses in infrastructure, then a more holistic approach is needed.

Across different sectors, the percentage of female employees in the infrastructure workforce is extremely low, especially in senior positions. Women-led businesses have poorer performance metrics than male-led businesses. Women-led businesses are usually smaller in the number of employees, revenue generation, and experience lower growth rates on average than male-led businesses.[77]

In Timor-Leste, women are disproportionally represented in the informal labour economy[78] and in the formal labour economy. They participate predominantly in micro and small-sized enterprises (MSMEs) with a general focus on produce, handicrafts, and selling basic necessities. The National Strategy and Action Plan for Gender and Private Sector for 2014-2017 reported that Timorese MSMEs generally have low levels of profitability, particularly those that are operated by women. Furthermore, though female entrepreneurs comprise 43% of MSMEs in Timor-Leste, they still face more challenges in growing their business, formally registering, accessing capital, and getting credit than their male counterparts.[79] MSMEs can lack the required documents for the registration process or have difficulty navigating the system without support; women have an even more difficult time because they face the extra challenge of having less access to financial services than men.

In order to progress toward the goal of prioritizing women-led businesses in public infrastructure projects, GoTL will need to address the underlying issues of capacity, access to capital, and lack of data, while also considering adding provisions to the tender and contracting stages that actively prioritize women-led businesses.

Findings	Action
No legal provision, policy, or law exists in the procurement law or elsewhere that prioritizes or gives preferential treatment to women-led businesses in the process of soliciting government infrastructure projects	An addition can be made to the procurement law that clearly stipulates the preferential treatment to be given to women-led businesses and clearly defines what constitutes a women-led business
No provisions or requirements exist in evaluation, tendering, or contract documents that identify or favour women-led businesses.	Progressing gender equality in procurement can be done through incorporating gender considerations into tender requirements: integrating gender considerations in technical specifications, including gender-related qualification criteria or grounds for exclusion, and mainstreaming gender considerations into contract performance clauses.

[77] OECD, "Women in Infrastructure."

[78] SEII, "Timor-Leste's Beijing Declaration and Platform for Action (BPFA) National Review And Appraisal Report (2014-2018)."

[79] Erica Sale, Beverly Brul, Christine Violago, Bindi Jhaveri, And Amelia Kuklewicz, "Women's Entrepreneurship in Timor-Leste: An Assessment of Opportunities, Barriers, and a Path Forward Key Findings and Recommendations."

There is no centralized database available that provides updated data that identifies women-led businesses.	A registry can be implemented that requires companies to share information about ownership; gender-specific evaluation criteria can be included in the tendering and contracting process allowing the collection of data.
There are no government-led capacity development programs to develop or mentor women-led businesses that could contend for public infrastructure contracts.	Training, capacity development, mentoring, financial support to small businesses, supplier diversity programs.

Addressing these constraints can help governments and companies identify and include women-owned businesses in the supply chain, which has the potential to allow companies to diversify their supply chains and expand their markets while also empowering women and creating livelihoods.[80]

6.3. Disaggregated Data and Monitoring Processes

The third area of inquiry addresses the role of disaggregated data and monitoring processes in supporting the achievement of the Ministry of Strategic Planning and Investment's (now the Ministry of Planning and Territory) Maubisse Declaration Targets.

Across all three areas of inquiry, the issue of data availability and capacity to collect and effectively use data came up repeatedly. Weak institutional capacity and insufficient data to support evidence-based analyses create serious obstacles to establishing a strategic vision for infrastructure that includes GESI considerations. An evidence-based approach is necessary for successfully mainstreaming gender considerations in the infrastructure lifecycle. It is critical that GoTL identify gaps in gender-disaggregated data and ensure not only in its collection but also in dissemination and systematic use for planning and decision-making.[81]

All stakeholders interviewed during this assessment unanimously reported insufficient availability of and access to disaggregated data. Many felt that there was a lack of resources and capacity to conduct the needed data collection. Furthermore, the lack of easy access to data made it difficult to address the other Maubisse Declaration targets because it made it significantly more challenging to identify women-led businesses or establish a baseline for the existing number of female employees in the infrastructure workforce. When asked what data would be most beneficial to improving the integration of GESI considerations in infrastructure and progressing toward the Maubisse Declaration targets, three answers came up repeatedly:

- Data on the number of existing women-led companies, GESI employment, GESI needs, and other factors may help ensure the quality of participation of GESI populations.
- A monitoring system with a database of GESI information across all sectors.
- Additional data that identifies the needs of people with disabilities working and women in infrastructure and public employment.

In Timor-Leste, a centralized database for gender-disaggregated data related to public infrastructure is currently unavailable. Furthermore, data on GESI experiences within the different infrastructure phases also does not currently exist. There are a variety of challenges that have restricted the collection and use of disaggregated data in Timor-Leste:

- Lack of technical capacity to collect disaggregated data: Currently, Timor-Leste lacks the capacity to generate, interpret, and use quality data on gender and other social vulnerabilities.[82] Across the world, expertise in collecting, interpreting, and using

[80] "The Power of Procurement."

[81] OECD, "Women in Infrastructure."

[82] USAID, "He Local Health System Sustainability Project Timor-Leste Activity (USAID Health Systems Sustainability Activity)."

quality data is inconsistent across sectors, and as such, capacity building is a key entry point to improve data collection and use.

- Lack of policies and guidelines: Currently, no ministry is mandated with collecting gender-disaggregated employee or business ownership data or maintaining a centralized and accessible database. Having clear guidelines on collecting this data and what kind of data to request would help line ministries implement changes. There are various entry points that would allow for data collection, but there needs to be support provided to the Line Ministries and the National Procurement Commission (CNA) to take these actions.
- Lack of centralized database: SEII is currently working to lead the establishment of a data system that includes a database of GESI data across sectors but will require staff with the capacity and resources to collect and maintain such a database.
- Using data for decision-making: Collecting disaggregated data cannot help GoTL reach the Maubisse Declaration targets if it is not used to inform the design of GESI-sensitive and inclusive infrastructure projects and processes.
- Qualitative disaggregated data: data is also missing that is needed to evaluate the impact of infrastructure processes and projects on GESI populations. Collecting quantitative data is important, but it must be accompanied by disaggregated data that looks at infrastructure participation, use, and benefits for different genders and groups.

There are multiple entry points across all seven of the infrastructure lifecycle phases to address underlying causes and direct limitations to achieving more inclusive infrastructure and progressing toward the three Maubisse Declaration targets being considered. It is impossible to address all entry points and constraints at once, so it is important to identify strategic priorities and realistic short-term and long-term goals. By doing this, tangible actions can be taken immediately that begin improving inclusivity in infrastructure.

7. RECOMMENDATIONS

Several entry points have been identified that provide opportunities for GoTL to strengthen gender equality and social inclusivity throughout the infrastructure lifecycle and make progress toward several key targets set out in the Maubisse Declaration.

This assessment proposes three sets of recommendations to address current gaps and ensure sustainable gains in integrating GESI into Timor-Leste's infrastructure cycle.

1. The first set of recommendations focuses on crosscutting issues and accompanying actions that can be taken to strengthen gender mainstreaming across all phases of infrastructure.
2. The second set of recommendations proposes phase-specific suggestions to improve the integration of GESI considerations by addressing gaps identified in the seven phases of Timor-Leste's infrastructure lifecycle.
3. The final set of recommendations are the Maubisse Implementation Recommendations, which focus on the three areas of inquiry that were the primary focus of the assessment. These recommendations identify relevant entry points across the infrastructure lifecycle that would allow for progress to be made toward the three Maubisse Declaration targets.

7.1. Crosscutting Recommendations

1. Develop Guidelines for Maubisse Declaration Implementation

The Maubisse Declaration sets out a variety of important targets, but clear, actionable guidelines are needed for implementation across different infrastructure lifecycle stages.

- In preparation for the 2023 Maubisee Declaration, GoTL should lead the development of a complementary Maubisse Action Plan in consultation with LMs.
- The Plan should provide guidance for implementing Maubisse Declaration commitments, define goals and indicators, provide a timeline and identify the roles and responsibilities of relevant stakeholders and corresponding lifecycle phases.

Relevant Infrastructure Lifecycle Phase: The Maubisse Action Plan for Implementation should be developed during the Strategic Planning phase of the infrastructure lifecycle but will require GESI disaggregated data gathered during other infrastructure phases to ensure evidence-based decision making.

2. Financing GESI Activities

Realisation of GESI targets and goals is impossible without adequate financing.

- Line Ministries should actively include GESI-focused infrastructure activities in their own budgets and support the gender budgeting process overall (this has started to happen through the Programa 980, which guides Line Ministries that are responsible for the implementation of gender equality policies to be aligned with their M&E systems)
- Allocate resources for GESI trainings for project personnel and government staff on gender budgeting; SEII, ANAPMA, CPI and MoF should provide this capacity building to Line Ministries
- Line Ministries to ensure budget allocations are made for GESI activities for the life of the infrastructure project, including later stages of O&M
- Clear indicators should be established to monitor and evaluate the gender budget
- Ensure that financing is available not only for data collection but for the staff, training, and technology needed to conduct quantitative and qualitative GESI evaluations

Relevant Infrastructure Lifecycle Phase: Financing of GESI Activities should take place during the Financing and Budget Phase, but monitoring and evaluation of the gender budget should be ongoing for the life of the infrastructure project.

3. Collecting, Maintaining, and Using Disaggregated Data

Disaggregating data by gender and other categories is critical for making evidence-based decisions to improve projects and reach GESI-related targets.

- Disaggregated data should be collected across all infrastructure phases but should be consolidated into one central database that provides data across sectors;
- GoTL, through inter-agency and ministry collaboration, should establish a data system that includes a database of GESI disaggregated data across sectors;
- GESI data collection and analysis responsibilities should be made clear for ADN, SEII, Line Ministries, MoF, Gender Specialists, and Contractors/Suppliers, among others;
- GESI data collection tools and methods should be streamlined across relevant stakeholders and sectors to ensure comparable metrics can be used for evidence-based decision-making;
- Capacity and skill-building training should be provided on how to generate, collect, interpret, and use quality disaggregated data;
- Ensure collection and use of qualitative disaggregated data that looks at infrastructure participation, use, and benefits for different genders and groups.

Relevant Infrastructure Lifecycle Phase: Disaggregated data collection and maintenance should be ongoing throughout the infrastructure lifecycle, but the M&E phase should be used to address them in more detail. Disaggregated data should be used during any phase requiring decision making, but it is particularly vital to use during the Planning and Design phase to ensure integration of learnings.

4. Stakeholder Engagement, Awareness Raising, and Capacity Building GESI Commitments and Targets

Lack of awareness about GESI commitments, targets, and policies can lead to a disjointed approach to addressing the issue and, worse, can lead to no actions being taken. With greater socializing of GESI considerations and approaches, coordination can be strengthened and enhanced momentum and support for change, making it more likely to implement reforms.

- Members of GESI populations should be engaged at all stages of the infrastructure lifecycle
- Ensure each line ministry has a gender specialist (GS) and potentially a gender working group (GWG)
- Line Ministries and SEII should design GESI capacity building approaches and work with the Gender Specialists in each Line Ministry to conduct trainings and develop awareness-raising materials, including for senior-level officials.
- Line Ministries GSs and GWGs, in coordination with SEII, should engage with relevant stakeholders to discuss cross-sectoral approaches to GESI integration in infrastructure development

Relevant Infrastructure Lifecycle Phase: Awareness-raising activities should be ongoing throughout the infrastructure lifecycle but will have the greatest impact during the early stages, such as Planning and Design, where activities can be fully integrated into the project and budget.

7.2. Recommendations for GESI Integration in Public Infrastructure Lifecycle

Reflecting on the Timor-Leste infrastructure stakeholder and gap analysis and the findings from the primary research for this report, broad recommendations can be provided for ways to strengthen the integration of GESI considerations in each phase of Timor-Leste's infrastructure lifecycle. These recommendations are based on best practices and highlight gaps in the current processes. Still, they require additional research to identify responsible stakeholders and make prescriptive suggestions for specific ministries and agencies:

Table 2: Recommendations for GESI Integration

Phases	Gap identification and recommendations for strengthening GESI integration into the infrastructure life cycle phases in Timor-Leste
Strategic Planning	• Conduct a needs assessment focused on GESI gaps in access to infrastructure, different patterns of use and preferences and identify measurable benefits and risks to different populations • In preparation for the 2023 Maubisee Declaration, GoTL should lead the development of a complementary Maubisse Action Plan in consultation with LMs. The Plan should provide guidance for implementing Maubisse Declaration commitments, define goals and indicators, provide a timeline and identify the roles and responsibilities of relevant stakeholders and corresponding lifecycle phases
Project Planning & Design	• Ensure each ministry has a Gender Specialist (GS) and an active Gender Working Group (GWG) • GS and GWG should oversee project gender analysis and creation of a gender action plan with guidance from SEII • GS and GWG groups should identify clear GESI indicators and develop a monitoring plan to measure progress • LMs and SEII should design capacity building approaches on relevant national plans and GESI commitments with guidance on implementation • GS ensures participation of women and marginalized groups during stakeholder engagement in the planning phase • Include GESI considerations in Feasibility Studies
Financing & Budget	• MoF, with input from SEII, should hold specific session for LMs to forecast their budget on activities related to GESI and implementation of Maubisse Declaration and NAP on GBV • Include GESI activities in the budgeting process or specific percent of project budget to be allocated for GESI • Indicators for monitoring and evaluating the gender budget should be streamlined across LMs • Infrastructure fund should integrate specific GESI considerations
Procurement & Contracts	• CNA and LMs consider developing criteria in response to gender responsive procurement – CNA can include GESI considerations in evaluation criteria • GoTL should include GESI sensitive contract and tender agreement clauses and requirements • GoTL should consider evidence-based quotas or other incentives to prioritize women-led businesses for infrastructure contracts and supplier contracts • SEII and AND-IP should be involved in monitoring GESI requirements from contract agreements
Construction	• Strengthen coordination between AND-IP and LM in monitoring construction work to ensure project quality and accountability • Ensure women participation (particularly engineers) in the monitoring and inspection of ongoing construction works

	• Provide training to women and other marginalized groups to improve the capacity to monitor construction • Ensure ongoing consultations with a gender specialist • Ensure a safe and accessible work environment that is regularly monitored
Operations & Maintenance	• Seek out or require contracting of women-led businesses for O&M work • Provide capacity building and financial support to grow and support smaller women-led businesses involved in O&M • LM should allocate adequate GESI-focused maintenance budget annually • Improve in-house capacity, particularly IGE, to carry out gender-sensitive maintenance works of public infrastructure • Seek out or require contracting of women-led businesses for O&M work • Provide capacity building and financial support to grow and support smaller women-led businesses involved in O&M • Gender Specialist should ensure ongoing monitoring and response to GESI needs
Monitoring & Evaluation	• BB3A mentions that ex-post evaluation guidelines have been developed for the projects financed through the Infrastructure Fund. These should include GESI indicators and indicate institutional responsibility for carrying out the evaluation • Provide capacity building to carry out GESI-sensitive M&E activities including carrying out joint monitoring and evaluation activities with private firms or external consultants • Evaluate and report on key performance GESI indicators • Ensure women and marginalized groups participate in the monitoring and evaluation activities • SERVE IP – (Service for Registration and Verification of Entrepreneurship, Public Institute) should include GESI information in data collection • GoTL, through inter-agency and ministry collaboration, should establish a data system that includes a database of GESI disaggregated data across sectors

7.3. Maubisse Declaration Implementation Recommendations

This set of recommendations is based on the primary research and directly addresses the three research questions this assessment was tasked with exploring. These recommendations provide specific entry points to improve Timor-Leste's ability to increase women's employment in rural infrastructure projects to 30%, promote the inclusion and selection of women-led businesses in infrastructure projects and develop robust disaggregated data that can be used for evidence-based decision making.

Gender Inclusive Employment

- Collection of baseline data
  - Must collect gender-disaggregated employee data in order to design evidence-based interventions to reach the 30% target and to know when the 30% target has been met
- Ongoing gender-sensitive monitoring
  - Quarterly and annual project reports should include a gender dimension
  - Monitoring and evaluation should continue for the duration of the project lifecycle

- Gender friendly work environments
  - Zero tolerance sexual harassment policies; separate bathrooms; childcare facilities; transportation provisions for accessing the workplace; recruitment of a project gender specialist
- Affirmative action for GESI workers
  - Define minimum quota for GESI participation in infrastructure training and employment
  - Prequalification and bidding documents indicate incentives for gender-sensitive contractors
- Budget allocation for the continuation of GESI activities for the duration of the project lifecycle
  - Project gender specialists should remain engaged through O&M and closeout to ensure the project is responsive to GESI needs and impacts

Women-led Business Prioritization/Promotion

- Registry of women-led businesses
  - This should be centrally located and easily accessible to the government and the private sector
- Capacity and skills building for small and micro women-led businesses
  - Budget allocation for training and other skill-building activities
  - Training, capacity development, mentoring, financial support to small businesses, supplier diversity programs
- Affirmative action for women-led businesses and small-scale contractors
  - Include requirements in the tendering and contracting that can include gender- related qualification criteria or mainstreaming gender considerations into contract performance clauses
- Create a prioritization clause in the procurement law
  - The clause should stipulate preferential treatment to be given to women-led businesses and clearly define what constitutes a women-led business
- Alleviate the financial challenges for women-led businesses to be competitive
  - Incentives in the form of capital subsidies should be considered for women-led businesses to reduce the significant obstacle they face in accessing capital and getting credit

Disaggregated Data

Recommendations for collection, maintenance, and use of disaggregated data can be found under the Crosscutting Recommendations above.

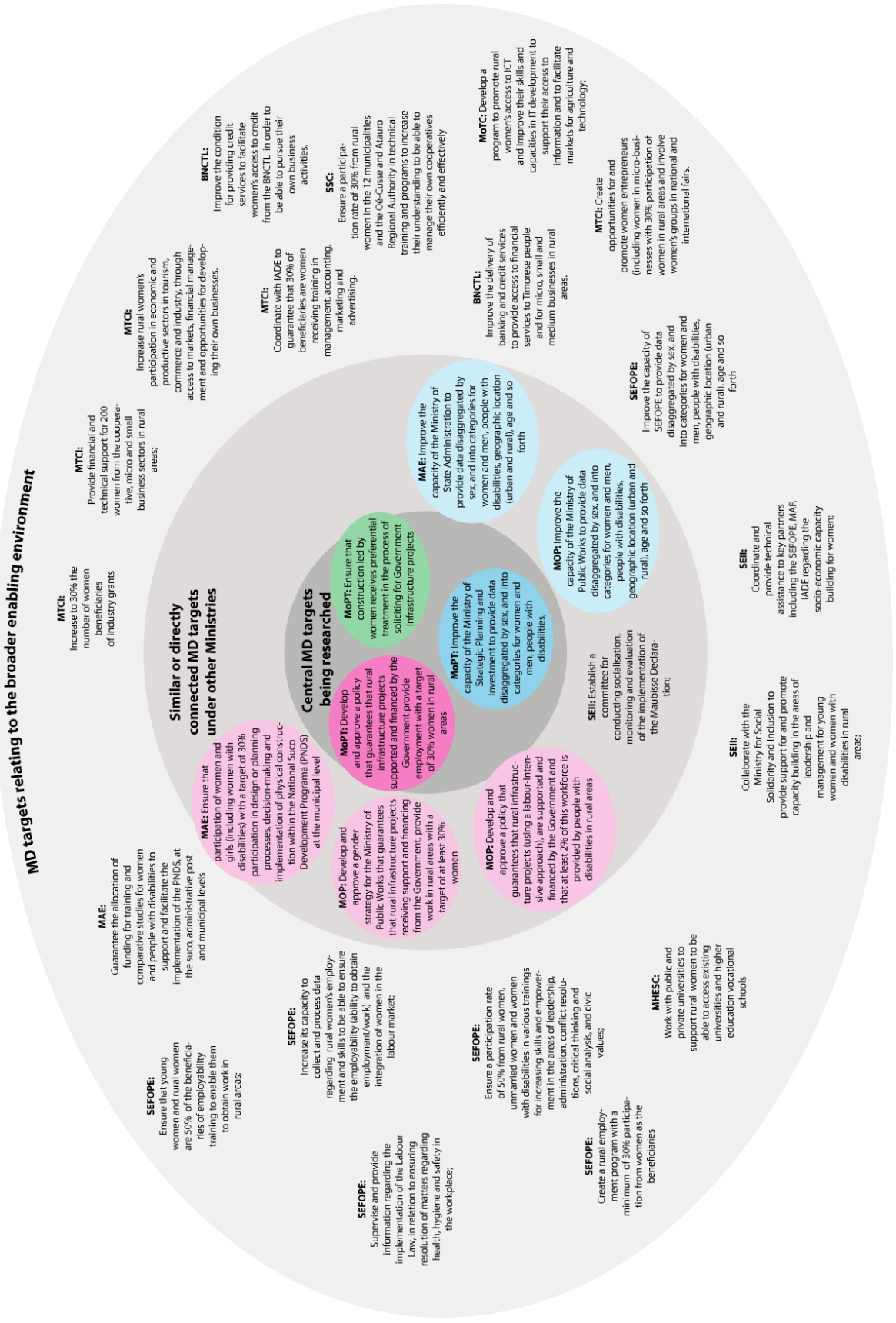
8. FUTURE WORK

This assessment should act as a starting point for identifying priority areas in the infrastructure lifecycle and designing actionable roadmaps to address the implementation of recommendations. A primary area that requires additional research and road mapping is the collection of disaggregated GESI data and the establishment and maintenance of a centralized database. Data is foundational to understanding the current state of GESI involvement in the infrastructure lifecycle and reaching Maubisse targets. As such, it is a clear area to prioritize for additional research and action.

Another important area for further research is the experience and impact of infrastructure development on other GESI populations. Although this assessment focuses on gender inclusion, it recognizes the importance of expanding this research to include the experiences and needs of other marginalized groups, such as people with disabilities.

The target audience of this assessment and adjoining recommendations include decision-makers in GoTL, GS, technical advisors, and relevant stakeholders working in the planning and provision of public infrastructure in Timor-Leste. Future action plans and research should also be designed to be utilization-focused and be directed at a similar target audience of decision-makers and implementers.

ANNEX A: MAUBISSE DECLARATION TARGETS



ANNEX B: DEFINITIONS OF KEY GENDER TERMS

From Timor-Leste Gender Responsive Budgeting Policy Note[83]

Key-terms	Definition
Gender Equality	It denotes a condition where women, men, boys, and girls can contribute to and benefit from economic, social, cultural and political development.
Gender Equity	It denotes equivalence in life outcomes for women, men, boys, and girls recognizing their different needs and interests, and requiring a redistribution of power and resources.
Gender mainstreaming	It is a process to ensure concerns and needs of women, men, boys, girls are taken into account during the design, implementation, monitoring and evaluation of all policies, legislations, programs and budgets in all areas and at all levels.
Gender marker	A tool that assists in tracking the proportion of funds earmarked for the promotion gender equality.
Gender-Responsive Budgeting (GRB)	It refers to the process of policy formulation, revenue collection, conceiving planning, allocating resources, executing, monitoring, analysing and auditing budgets in a gender sensitive way that response to the needs of different group of the citizens. It is a strategy aiming to integrate gender perspectives into policy-budget cycle to ensure that the state's both national & international commitments on gender equality is translated into action plans with corresponding budget equitably for the implementation.
Gender relations	Hierarchical relations of power between women and men that tend to disadvantage women.
Gender analysis	It is a type of socio-economic analysis to identify, understand, and examine the difference in the status of women, men, boys, and girls and their differential access to assets, resources, opportunities, and services.
Gender impact assessment	Examining policies, programs, and budgets proposals to see whether they will affect women and men differently, with a view to adapting these proposals to make sure that discriminatory effects are neutralized, and that gender equality is promoted.
Gender discrimination	A systematic and unfavourable treatment of individuals on the basis of their gender which denies them rights, and access to opportunities and resources.
Gender-sensitive indicators	It is an indicator that measures and compare gender-related changes in society over time. Using gender-sensitive indicators can help us analyse the effectiveness of programs and understand how changes in gender relations happen, which enables more effective planning and service delivery. Gender indicators can refer to quantitative indicators (based on statistics broken down by sex) or to qualitative indicators (based on women's and men's experiences, attitudes, opinions and feelings).
Sex-disaggregated data	The collection and separation of data and statistical information by sex to enable comparative analysis, sometimes referred to as gender disaggregated statistics. (European Commission, 1998)
Gender-sensitive evaluations	It is used to reveal whether a programme addresses the different priorities and needs of women and men, to assess if it has an impact on gender relations, and to determine the gender aspects that need to be integrated into monitoring and evaluation systems.
Gender-responsive Budget Circular	Official notices issued by the Ministry of Finance to instruct government agencies how they must submit their demands for budgets for the coming year.

[83] DFAT, "Timor-Leste Gender-Responsive Budgeting Policy Note."

Gender Budget Statement	It is a government report that reviews the budget and summarizes its implications for gender equality with different indicators. It requires a high degree of coordination throughout the public sector and is essentially an accountability report by government regarding its commitment to gender equity (Budlender et al. 2002)
Costing tools / Costing studies	It calculates the unit cost of a particular service or item used to address needs.
Gender Audit	It is an accountability tool used by the government to show the kinds of spending the governmental agencies have done within their institutions in terms of addressing gender inequalities. Gender audits must be in the form of an official document, open and transparent.
Gender statistics	Statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life (United Nations, 2006). Gender statistics are defined by the sum of the following characteristics: (a) Data are collected and presented by sex as a primary and overall classification (b) Data reflect gender issues (c) Data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives (d) Data collection methods take into account stereotypes and social and cultural factors that may induce gender bias in the data (Gender statistics manual: Integrating gender into statistics, UN, 2013)

ANNEX C: RESPONDENTS

No.	Institution	Male	Female	Total
Government of Timor-Leste				
1.	Secretary State for Equality and Inclusion (SEII)	1	2	**3**
2.	Mega Project Secretariat (SGP)	2		**2**
3.	National Procurement Commission (CNA)	1	1	**2**
4.	Ministry of Planning and Territory (MPO)	2		**2**
5.	Ministry of Finance (MoF)	1	2	**3**
6.	Secretary State for Vocational Training and Employment (SEPFOPE)	4	1	**5**
7.	Ministry of Transport and Communications (MTC)	2		**2**
8.	Ministry of State Administration (MAE)	1	2	**3**
9.	TL National Commerce Bank (BNCTL)	3		**3**
10.	Institute of Entrepreneurship Development Support (IADE)	2		**2**
11.	TL Women's Business Association (AEMTL)		3	**3**
12.	TL Chamber of Commerce and Industry (CCITL)	4		**4**
13.	National Development Authority (AND.IP)	1	3	**4**
14.	Ministry of State Administration (MAE)	1	2	**3**
15.	Planning, Evaluation and Monitoring Unit (UPMA/ANAPMA)	5		**5**
16.	Ministry of Public Works (MOP)	5		**5**
17.	Ministry of Tourism, Commerce and Industry (MTCI)	4	1	**5**
18.	Registration and Verification of Business Services (SERVE)		2	**2**
19.	National Statistic Department	1		**1**
Development Partners				
20.	ILO - ERA Project	2		**2**
21.	ILO - R4D Project		1	**1**
22.	Asian Development Bank (ADB)		2	**2**
23.	UN Women		3	**3**
Civil Society Organizations (CSOs)				
24.	The East Timor NGO Forum (FONGTIL)	1		**1**
25.	TL Disability Association (ADTL)	1		**1**
26.	Women Network (Rede Feto Timor-Leste)	1	1	**2**
27.	Lao Hamutuk		1	**1**
28.	Luta Hamutuk	1		**1**
Total Respondents		46	27	**73**

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