



UN Women Timor-Leste

# SAFE CITIES

# SCOPING STUDY





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**UN WOMEN TIMOR-LESTE OFFICE**  
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#### Acknowledgments:

This report was written by Katherine Belen, International Consultant for UN Women Timor-Leste, and edited by Sunita Caminha and Teresa (Alita) Verdial of UN Women Timor-Leste Country Office.

UN Women is grateful for the contributions of the more than 200 stakeholders in the development and validation of the Scoping Study, most especially the individuals who shared their experiences of sexual harassment, and took the time to speak with the team about the situation in their communities, including their concerns, challenges faced as well as their ideas on how to make their communities and streets in Dili safe for all people.

# **UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.**

UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

UN Women's Project Enhancing women's meaningful leadership and participation in state building and development in Timor-Leste, generously funded by the Government of Japan, supports and complements the implementation and monitoring of the National Action Plan on Women, Peace and Security (NAP-WPS) in Timor-Leste. The Project promotes multi-dimensional strategies toward women's participation and leadership in decision-making (including at local levels), women's participation in security and justice sectors, as well as gender-responsive conflict prevention.

## *Disclaimer:*

*The views expressed in this publication are those of the author(s) and do not necessarily represent the views of UN Women, the United Nations or any of its affiliated organizations.*



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# EXECUTIVE SUMMARY

Sexual harassment (SH) and other forms of sexual violence<sup>1</sup> against women and girls (SVAWG) in public spaces is a universal issue. In every country, women and girls experience and fear various types of sexual violence in public spaces, and range from unwanted sexual remarks and groping, to rape and gender-related killings. Although their experiences are context-specific, streets, buses and trains, near schools, in parks, public toilets, fields, at markets, water collection points are common sites of harassment across countries (in urban, peri-urban, rural, conflict or post-conflict settings).

The Scoping Study found that sexual harassment (*making unwelcome sexual advances or otherwise engaging in sexist practices that cause the victim mental anguish, loss of income, and the like*)<sup>2</sup> is recognized as a common occurrence in Timor-Leste's capital Dili, with a population of 277,279 as of 2015 (48% women). Notably, it is often not recognized as a form of violence against women, although respondents could easily share examples of the different types of sexual harassment – verbal, gestural/visual, and physical – against women in public spaces. Incidents are often accepted as behaviours to be expected, alongside an unspoken belief that women need to take measures to limit their mobility or movement in the city in order to reduce their risk of harassment. Women know they might be blamed for their experiences of harassment by their families and the wider community, which perpetuates victim-blaming and stigma for those who come forward. At the same time, limited recognition of sexual harassment as a form of violence means that there is often impunity to incidents of harassment in public spaces. Significant data gaps are a further barrier to understanding and addressing the different forms of sexual harassment in public spaces.

Young women were identified as the most targeted for harassment, which has a significant impact considering that three out of four people in the population are under the age of 35.<sup>3</sup> The reality of SVAWG in public spaces infringes upon the rights and freedoms of women and girls as equal citizens. It reduces women's and girls' ability to participate in school, work and contribute in public roles. It limits their access to essential services and enjoyment of cultural and recreational opportunities. It negatively impacts their health and well-being, and economic participation and as a result, impacts the economic and social viability of cities and countries.

In addition to the harmful impacts on the individual women who experience harassment and violence, the Study found that overall community stability and resilience was negatively affected by incidents of harassment. Examples were shared of male family members or brothers of a woman who has been harassed seeking revenge or using physical violence to retaliate against the harasser, contributing to additional tensions within communities.

Respondents from the FGD, CSO workshops and key informant interviews identified unanimously that streets were the most common sites of sexual harassment, with the second most common sites being parks, the *mikrolet* or public buses and around schools. Considering the importance of movement for education and the economy for the young nation, sexual harassment in public has a significant impact on the viability of Dili as a capital city.

In particular, women and girls living in poverty (who are particularly important to engage in the economy), are at greater risk of SVAWG, whether those working in the informal sector (e.g., market vendors), or from socially excluded and stigmatized groups (lesbian/bisexual/transgender, women living with disability, migrants, etc.). They also remain more vulnerable to the negative effects of harassment and violence given the lack of social safeguards available to these groups. The national employment strategy recognizes the importance to raise the percentage of diverse groups of women in the labour force from 21% if the country is to succeed in growing the economy, but this will require the country to address the harassment and abuse faced by the most socially and economically excluded groups of women.

The Scoping Study focused on the Comoro Village (one of the 31 villages in the Dili municipality), with a population of 76,681 (48% women) and 12,261 households.<sup>4</sup> The village was identified based on previous analysis and advocacy by women's organizations. The Comoro Village is ahead of national averages in terms of education and overall household wealth (noting that intra-household wealth analysis is not available). For example, it is notable that 96% of women and men between 15 and 24 years old are literate and over 20% have a university degree in Comoro, which is higher than the national average. Considering that 19% of the population in the municipality of Dili lived below the \$1.90 a day -the international poverty line<sup>5</sup> as of 2014, it is notable that the population in Comoro has

a higher percent of luxury items than the average for Dili municipality. Specifically, 94% of households in Comoro have a telephone or mobile phone, 51% have a motorbike, and 22% have a car, although the gender breakdown for ownership of these items is not available. Despite progress on the above areas, the Scoping Study validated that Comoro is an area with high-risk factors for SH and SVAWG in public spaces, mainly due to the lack of lighting, security patrols, and clear walk paths. Apart from physical infrastructure, there was also a lack of social infrastructure, marked by limited neighborhood groups and recent movement of people into and out of the area.

As Timor-Leste strives to reach its national vision for a “gender-fair society by 2030”, addressing women’s safety in public spaces is equally a global priority, as reflected in the dedicated target to eliminate all forms of VAW as included in the Sustainable Development Goals under Goal 5 (gender equality), its link to increased economic empowerment under Goal 8 (promoting safe and secure working environments – including market spaces, promoting safe and sustainable tourism and supporting youth employment), in relation to women’s safety issues under Goal 11 (making cities and human settlements inclusive, safe, resilient and sustainable) and under Goal 16 (eliminating all forms of violence). Beyond these explicit targets, there are linkages between addressing women’s safety with aspects of all 17 Goals.

The Study recognizes that Timor-Leste has a strong foundation of advocacy and organizations working for gender equality alongside the policy and legislative framework from which to improve women’s safety in public spaces. Existing laws cover some forms of sexual harassment and violence in public spaces, but the scoping exercise indicated that there is limited awareness on the laws and their applicability by community members as well as knowledge and capacities by institutions to enforcing these measures in practice.

Building on learning from UN Women’s Global Initiative “Safe Cities Free of Violence against Women and Girls”, launched in 2010 in partnership with UN-Habitat, and Safe Cities programming in over 30 cities around the world since, the Study identifies a multi-pronged approach to create a city that is safe for women in their diversity and becomes safe for all people. This relies on a gender-responsive locally relevant and owned intervention, which involves partnerships between the UN, civil society, local government, community groups and private sector partners. It will work to ensure that: comprehensive legislation and policies prevent and respond to SVAWG in public spaces; investments are made in the safety and economic viability of public spaces; and advance social and cultural transformation– to improve attitudes and behaviours related to women’s and girls’ rights to enjoy public spaces free from sexual violence.

This report provides an overview of key findings from *UN Women’s Safe Cities Timor-Leste Scoping Study* conducted in 2017 and validated in 2018, which will inform future interventions to improve women’s safety in public spaces.

**The initiative will work towards a vision where Women and girls are socially, economically and politically empowered in public spaces, because the risks of sexual harassment and other forms of sexual violence against women and girls have been reduced through sustainable local solutions.**

**SDG Target 5.2:** the elimination of all forms of violence against all women and girls in public and private spheres

**SDG Target 16.1:** Significantly reduce all forms of violence and related death rates everywhere

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1. Defined as: Any non-consensual sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person’s sexuality, by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work. See UN Women’s Virtual Knowledge Centre: <http://www.endvawnow.org/en/articles/347-glossary-of-terms-from-programming-essentials-and-monitoring-and-evaluation-sections.html>
2. IBID.
3. ADD Reference to population Census
4. See: 2015 Census Fo Fali: Suco Comoro: <http://www.statistics.gov.tl/wp-content/uploads/2017/03/Main-Dili-Comoro-20161213.pdf>, page 6
5. Ibid., p. 16



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# CHAPTER 1.

## Study Objectives and Methodology



The Safe Cities Timor-Leste Scoping Study was conducted by UN Women Timor-Leste from September through December 2017 and aimed to gather information and data on the issue of sexual harassment (SH) and sexual violence against women and girls (SVAWG) in public spaces, particularly in Dili.<sup>6</sup> The Scoping Study was undertaken in order for UN Women and related UN agencies in Timor-Leste, their governmental and non-governmental partners, and other relevant stakeholders to understand local needs and explore opportunities to promote safe cities and safe public spaces in Timor-Leste. Special attention was given to reducing risks for women, youth and other discriminated groups such as women with disabilities, migrants, and lesbian, gay, bisexual and transgender (LGBT) persons targeted for sexual harassment and various forms of sexual violence in public places.

In June 2018, validation workshops, round table discussions, programme design workshops and strategy meetings were conducted on the findings of the study, engaging over 200 female and male stakeholders from government, non-governmental organisations, community officials, youth leaders, university students, development partners and representatives from other UN agencies.

### 1.1. Safe Cities Scoping Study Objectives

Specifically, the Scoping Study purported to gather data and information to achieve the following:

- Present the local definition/ understanding / indicative prevalence and incidence/ scope and experience of the problem of sexual harassment (SH) and sexual violence against women and girls (SVAWG) in public spaces, including the impact on women and girls;
- Analyse the views of community members and other stakeholders regarding the causes of SH and SVAWG in public spaces, victim-blaming, suggested solutions to the problem, and the need for a Safe Dili Programme, and their definitions of programme success;
- Identify and appraise potential delivery partners among government and civil society;
- Assess existing community assets and challenges in the target communities;
- Identify opportunities and gaps in relevant policies, programmes and practices, relevant to ending SH and SVAWG in public spaces; and
- Identify possible other UN and development partnerships to implement the Programme.

### 1.2. UN Women Safe Cities and Safe Public Spaces Global Flagship Programme<sup>7</sup>

#### UN Women's Response: Safe Cities and Safe Public Spaces for Women and Girls Global Programme

As a key response to these issues, UN Women has implemented **“Safe Cities Free of Violence against Women and Girls”**, a Global Initiative launched in 2010 in partnership with UN-Habitat, leading women's organizations and over 50 global and local partners in five pilot cities – Quito (Ecuador), New Delhi (India), Kigali (Rwanda), Port Moresby (Papua New Guinea) and Cairo (Egypt). In June 2011, UN Women, UNICEF and UN Habitat launched the **“Safe and Sustainable Cities for All”** Joint Programme with the 8 cities of Greater Beirut (Lebanon), Dushanbe (Tajikistan), Metro Manila (Philippines), Marrakesh (Morocco), Nairobi (Kenya), Rio de Janeiro (Brazil), San José (Costa Rica) and Tegucigalpa (Honduras).

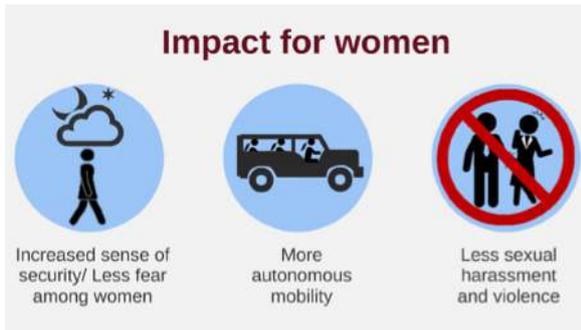
Building on the Global Initiative, UN Women has focused on the issue of women's safety in public spaces as a strategic thematic area, and developed the Safe Cities and Safe Public Spaces Flagship Programming Initiative (FPI), launched in 2015. UN Women's FPIs are high-impact, scalable programmes that will drive UN Women's results for women around the world, and each one is based on a comprehensive theory of change (TOC). The FPIs were selected and established to promote evidence-based and integrated policy and programme development that localize and address multiple SDGs in a synergistic manner. It provides global models and opportunities for joint programming with other UN agencies given the universality of women's safety issues and the impact these have on the achievement of security and sustainable development through promoting inclusive and violence-free societies. And since the UN Women Safe Cities FPI is informed by a global pool of knowledge informed by its implementation in over 30 cities around the world, it is able to: (1) have a universal presence through consistent strategies and application of the TOC but adapted to country contexts; (2) benefit from increased mobilization of dedicated resources to complement and optimize the impact of its core resources; and (3) monitor and report on development impacts in a causal & transparent manner through its global guidance note on its Impact Evaluation Strategy.

6. For more information on how data gathering was conducted and tools used, see UN Women's Guidance for Safe Cities Scoping Studies, available on UN Women's website at: [www.endvawnow.org](http://www.endvawnow.org).

7. Source: (UN Women Safe Cities and Safe Public Spaces Flagship Brief and Theory of Change, 2015); more details available at: <http://www.unwomen.org/en/how-we-work/flagship-programmes>

### Strategic Goal and Outcomes

The Safe Cities and Safe Public Spaces Programme aims to achieve transformative change, asserting that the increased recognition of SVAWG in public spaces and its impact, and willingness to end it will lead to achievement of the goal: **Women and girls are socially, economically and politically empowered in public spaces, because the risks of SH and other forms of SVAWG have been reduced through sustainable local solutions.**



Results will be achieved through multi-stakeholder partnership towards four outcomes below:

1. **Gender-responsive locally relevant and owned interventions identified:** Local ownership is the cornerstone for this Flagship. This outcome focuses on building this ownership by creating multi-stakeholder partnerships and providing the evidence-base for stakeholders to identify solutions. The scoping study is an essential component. It is designed to provide valid and specific data to ensure a deep understanding of local forms of SVAWG in public spaces and the context in which it occurs. Programme design workshops are used to engage key stakeholders in active reflections on the findings of the scoping study, and to enable them to develop programmes with a specific set of results, based on the local context, vision, and joint stakeholders' accountability.
2. **Comprehensive legislation and policies to prevent and respond to SVAWG in public spaces:** The capacity of local stakeholders will be assessed and enhanced to ensure that comprehensive legislation and policies to prevent and respond to SVAWG in public spaces are developed, and effectively implemented, including strengthening the capacity of services providers and institutions.

3. **Investments in the safety and economic viability of public spaces:** including public infrastructure and economic development and with special concern for creating economic opportunities for women in the renewed public spaces. This includes building capacity of local governments to invest in engendering urban planning, including public infrastructure, such as markets, public transport, street lighting, social services, water and sanitation, that provide safety, and economic empowerment for women and girls and benefits for the communities.
4. **Social and cultural transformation – to ensure that attitudes and behaviours** related to women's and girls' rights to enjoy public spaces free from SV improved, including through activities at community, institutional and individual level, engaging girls and boys and other influential champions in transformative activities in schools, and other venues that promote respectful gender relations, gender equality and safety in public spaces.

In New Delhi, the Safe Cities baseline in 2012 revealed that 95% of women feel unsafe in public spaces and 92% experienced some form of sexual violence in public spaces in their lifetime.<sup>1</sup> In Port Moresby, a UN Women scoping study<sup>2</sup> reveals that over 90% of women and girls have experienced some form of SV when accessing public transportation. In Quezon City, Metro Manila, over 60% of women reported having experienced sexual harassment (unwelcome sexual comments, obscene gestures, being groped) in public spaces once in their lifetime, with 88% of women belonging to the age range 18-24.<sup>3</sup>

Sources:

1. New Delhi Scoping Study Report (2011)
2. UN Women (2014) Safe Public Transport Scoping Study
3. UN Women Quezon City Baseline Study (2016)



## CHAPTER 2.

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# Overview on

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# Country Context



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## 2.1. Timor-Leste – Country Overview

The context in Timor-Leste is dynamic as a fragile state moving toward inclusive development. In March and July 2017, the Government successfully managed peaceful Presidential and Parliamentary elections, the first time without a UN Mission in country. Lengthy political negotiations across parties formed a minority coalition government, whose Programme was rejected through the opposition-dominated Parliament and resulted in the dissolution of Parliament and early elections in April 2018. As a result, the VIII Government was formed at the end of June 2018, under the Alliance for Progressive Change coalition, led by the former-President Taur Matan Ruak as Prime Minister. Although the full set of Government seats are still in formation as of August 2018, the National Parliament has reached parity in women's representation for the first time in history at 40%, facilitated in part through a 33% quota.

According to a World Bank Economic Report<sup>8</sup> in March 2018, Timor-Leste's political impasse negatively impacted the economy, with government spending slipping 24% in 2017 compared with 2016. Further, the non-oil economy, which saw growth of 5% in 2016, contracted by 1.8% in 2017. The reduced oil production and coffee exports in 2017 was also caused by worse weather conditions, according to the report —annual coffee exports reached a record high of US\$23m in 2016, before collapsing in 2017 to US\$14m, reportedly due to a particularly bad harvest and poor rainfall.<sup>9</sup> The Bank projects that the economy will return to growth in 2018, with non-oil GDP increasing by 2.8% with a forecast of a return of private investment in the short term.

More than 40 percent of the population is estimated to lack the minimum resources needed to satisfy basic needs in Timor-Leste, based on the latest household survey, and 30 percent of the population still lives below the \$1.90 a day international poverty line.<sup>10</sup>

Over the last decade, Timor-Leste has been able to create jobs, but this has largely been due to expansion of the public sector, while the majority of the population remain in the subsistence agriculture sector.<sup>11</sup> According to the World Bank analysis, due to a fast-growing working age population, supporting the development of sustainable jobs in the private sector is urgent, both to accelerate

growth and prosperity, and to avoid the possible negative social impacts of a large and growing number of unemployed youth and adults.

The new Government aims to support economic diversification, improve quality service delivery and sustainable infrastructure, with better links to planning, the environment, and attention to accountable justice and public-sector management for development to better serve the people. Progress on gender equality as a cross-cutting issue is at risk given persistent gaps in resource allocations for GE commitments, constricted spaces for women as leaders and decision-makers, pervasive violence and women's marginalization in economic development. Opportunities to reverse these barriers include forthcoming decentralization, increased investments in economic diversification, pursuit of ASEAN accession and efforts to strengthen ties with the European Community and Portuguese-speaking countries. Upholding its promotion of human rights, Timor-Leste made its first report on the Convention against Torture in 2017 and accepted 146 of the 154 recommendations made by the Human Rights Council from the 2016 UPR. In 2019, Timor-Leste will submit its next CEDAW Periodic Report.

## 2.2. Gender Equality and Women's Empowerment in Timor-Leste

The national vision for a "*gender-fair society by 2030*" in Timor-Leste remains ahead of the realities within institutions and communities. Although women's representation in Parliament is high at 40%, they only represent 20% of the 30 Ministerial/Vice-Ministerial posts filled, noting that 8 Cabinet posts remain to be filled. Persistent gender stereotypes about women's capacity to lead exist in contrast to the significant progress made in establishing an enabling policy environment for gender equality and women's empowerment (GEWE). Women, who comprise only 21% of the labour force and cite family responsibilities as their main reason for not participating, are among those most affected by poverty, as are young people, who comprise 60% of the nation's population.

Prevalence of violence against women and girls in Timor-Leste is high. Two thirds (59%) of ever-partnered women have experienced physical and/or sexual violence from a male intimate partner at least once in their lifetime

8. Available at: <http://documents.worldbank.org/curated/en/889001521523777495/pdf/124434-WP-P165266-PUBLIC-TLERMARCHFINAL.pdf>

9. Ibid., p.7

10. Ibid., p. 16

11. Ibid., p. 16

(Nabilan Health and Life Experiences Survey, 2016). Most intimate partner violence that women experienced was repeated many times, with only 5% of women saying that the violence had only occurred once, while three-quarters of the women who had experienced physical violence had experienced severe acts of violence (ibid.). Approximately 80% of women and men agree that a husband is sometimes justified in physically beating his wife,<sup>12</sup> suggest that greater investment is needed to change the social norms that tolerate violence.

Nonetheless, notable achievements on GEWE made in 2017 include: approval of legislation which upholds joint ownership of land between women and men and puts in place a social security system; approval and launch of guidelines to address sexual harassment in the civil service; the launch of the second National Action Plan on Gender Based Violence (NAP GBV) and implementation of the NAP on Women, Peace and Security (WPS); development of a national employment strategy; and roadmaps for Public Finance Management and Achieving the SDGs in Fragile States, which include measures to promote gender-equality in plans, budgets, and monitoring. Awareness around Leaving No One Behind is emerging, as evident in the agreement by the Government on Universal Periodic Review (UPR) recommendations on LGBTI rights in 2017, the former Prime Minister's message in support of the first Pride march in June 2017 and the Secretary of State for Equality and Inclusion's Pride message in July 2018.

The UN System has stepped up joint efforts, supporting the Timor-Leste Government to develop its SDG Roadmap, contributing an SDG gender data and analysis report, including amplifying voices of young women, LGBTI, unemployed and marginalized youth, and designing a joint action on GBV against persons with disabilities. UN Women leads coordination of GEWE efforts within the UN, as Chair of the Gender-Theme Group, and the UN continues to pursue joint partnerships to maximize its contribution to the Government's achievement of the National Strategic Development Plan toward a planet 50-50 by 2030.

### 2.3. UN Women Timor-Leste Country Programme

Taking stock of progress made to GEWE against its 2015-2019 Strategic Note, policy developments and traction are particularly notable around gender-responsive planning and

budgeting (GRPB) as part of Public Finance Management reforms and Government monitoring of GEWE, in addition to National Action Plans on GBV and WPS. These legislative, policy and system developments are the contributions of many, and link to UN Women's programming, normative and coordination around women's economic empowerment (WEE), ending violence against women, gender-responsive planning and governance and advancing the WPS agenda.

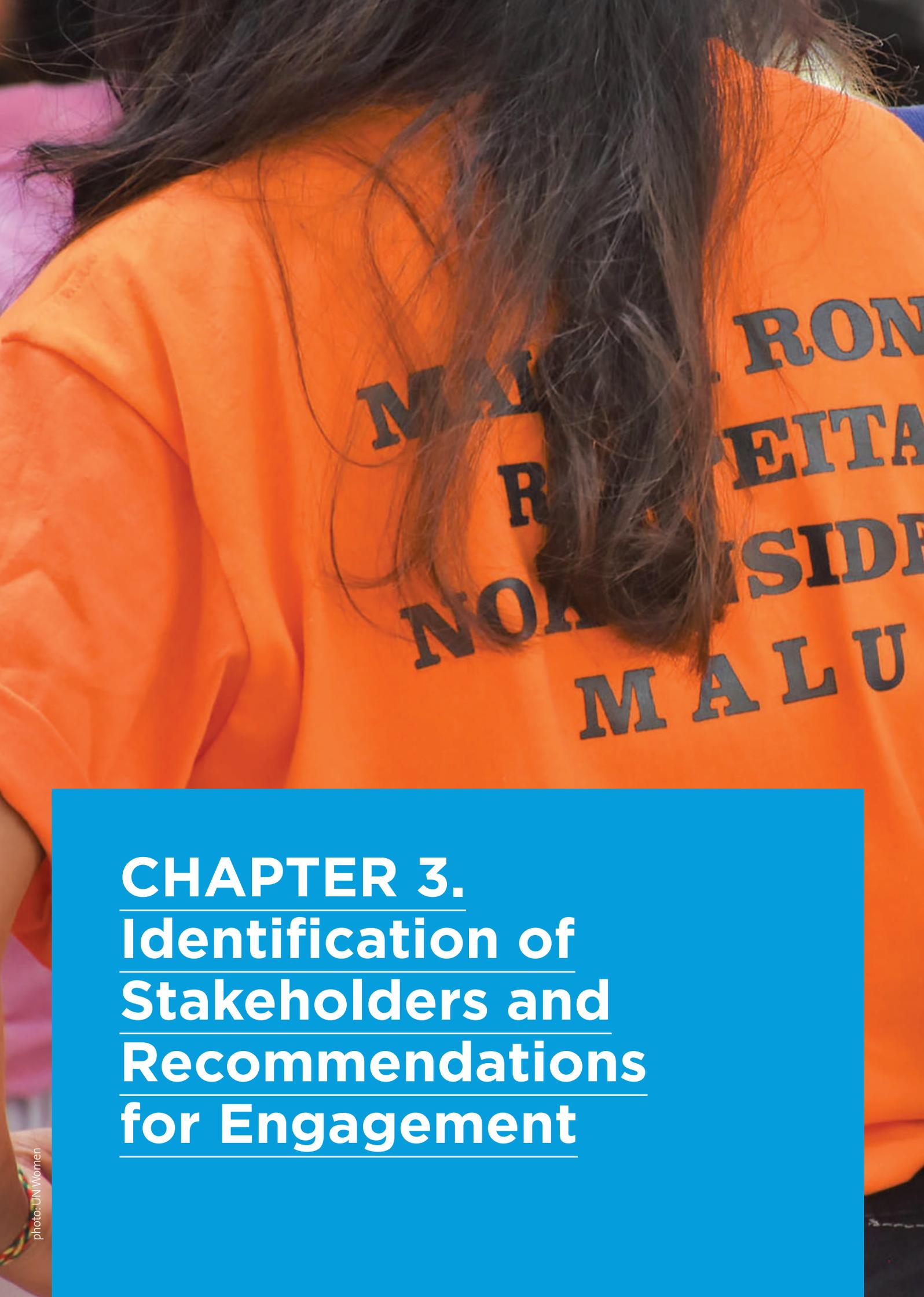
UN Women Timor-Leste works to turn commitments for gender equality into actions, in partnership with the Government, civil society, private sector stakeholders and development partners. UN Women's programming aims to empower women to have income security, decent work and autonomy, and to build sustainable peace and resilience through women's leadership and decision-making across sectors, including in the prevention of natural disasters and conflicts. These efforts support government plans and budgets that are gender responsive and create the conditions for women and girls to enjoy their right to live free of violence.

UN Women also coordinates and promotes the UN system's joint work in advancing gender equality, facilitating knowledge exchange based on best practices and connecting international gender equality commitments to the realities of diverse women and men across the country. These focus areas are key to accelerating diversification of the economy and equitable employment opportunities. The deeper investments in women's leadership and participation are also crucial as the country rolls-out decentralization. This will in turn contribute to more inclusive decision-making and accountable governance structures, harnessing the potential of all people in Timor-Leste for the country's future sustainable development.

UN Women's 2018 Work Plan is aligned with Timor-Leste's key development priorities, from national commitments including the country's Strategic Development Plan 2011-2030 as well as Roadmaps for the Public Finance Management Reform and the Sustainable Development Goals. It directly supports sector specific plans and gender equality commitments related to National Action Plans for Security Council Resolution 1325 on Women, Peace and Security (2016-2020), addressing Gender-Based Violence, advancing the recommendations of the CEDAW Committee and for improving the lives of rural women as set out in the 2015 Maubisse Declaration.

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12. General Directorate of Statistics - GDS/Timor-Leste. Ministry of Finance/Timor-Leste and ICF. 2018. Timor-Leste Demographic and Health Survey 2016. Dili, Timor-Leste and Rockville, Maryland, USA: GDS and ICF.



# **CHAPTER 3.**

## **Identification of Stakeholders and Recommendations for Engagement**



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### 3.1. Government Agencies and Units

A variety of partners must be engaged as part of efforts to improve women's safety in public spaces. These include formal partnerships as well as informal partnerships, involving government agencies and non-governmental organisations, as well as community stakeholders in

their diversity. Given UN Women's existing partnerships and opportunities identified during the Scoping exercise, the following key stakeholders were identified to continue development and implementation of a Safe Cities Timor-Leste Programme.



### 3.2. Non-governmental Organisations (NGO)<sup>13</sup>

#### 3.2.1. Rede Feto Timor-Leste

A leader in advocacy in women's rights in Timor-Leste, with member organisations including the important players in the field of development of advocacy and services for women, particularly rural women. UN Women will continue coordination and information-sharing with Rede Feto as an important NGO ally and champion of the issue as a follow-up to their engagement during the Scoping Study and validation of the results and given that they

started gathering data in 2013 via the Women's Danger Zone Mapping of areas from Cristo Rei to Bebonuk. Many of the member organisations have ongoing or previous collaborations with UN Women TL such as Alola, Ba Futuru, Fokupers, to name a few. There may also be future opportunity for collaboration in working with the youth movement that the Rede Feto Board currently supports.<sup>14</sup>

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13. This section can be reviewed in conjunction with UN Women's **Report on updated package of CSO partners for LPAC (May 2017)**, which contains information on selected CSOs' Governance and Structure, Programme Management Capacity, Technical Capacity (although this provides more information on issue focus rather than detailed capacity indicators), and Financial and Administrative Capacity.
14. See Full Scoping Study for all consultations and interviews conducted.

### 3.2.2. Member organisations

- APSC-TL - Asia Pacific Support Collective-TL\* <https://www.en.apsctl.com/>
- Alola Foundation\* <http://www.alolafoundation.org/>
- Ba Futuru\* (Bafuturu, n.d.) <http://bafuturu.org/>
- CAUCUS - Feto iha Politika\*
- Estrela +
- FHF - Feto Hadomi Familia
- FHMF - Fundasaun Hari Moris Foun
- FKSH Feto iha Kbiit Servisu Hamutuk
- Fokupers\*
- GFFTL - Grupo Feto Foin Sae TL– East Timor Young Women’s Ass
- HAFOTI - Hamahon Feto Timor-Leste
- MOFFE Timor-Leste – Movimentu Feto Foin Sae Timor-Leste <http://suara-timor-lorosae.com/moffe-haforsa-lideransa-feto/>
- OPMT - Organizaasaun Popular da Mulher Timor
- PRADET; <http://www.pradet.org/>
- WWCTL: <https://www.facebook.com/WWCTL/>  
<https://workingwomenscentretimor-leste.blogspot.ro/>

#### Other Rede Feto Partners include:

- FONGTiL – Forum of Orgs Non-Government <http://fongtil.org/>
- ALFeLa – Legal Aid for Women and Children [www.alfela.tl](http://www.alfela.tl)
- JSMP - Justice Systems Monitoring Program <http://jsmp.tl/>
- CNJTL Timor-Leste National Youth Council
- RHTO (Ra’es Hadomi Timor Oan) Disabled Person’s Organisation <http://dpo-rhto.wix.com/timor>
- PATRIA – Women in Politics
- Casa Vida International (supporting women and girl survivors of sexual assault);
- CODIVA -Coalition for Diversity & Action

### 3.2.3. Belun

Belun is a key implementing partner of UN Women Timor-Leste with a recently signed PCA<sup>15</sup> with the WPS Programme. Belun’s mission is to serve society and prevent conflict with integrity and innovation. Based in Dili, Timor-Leste, Belun has a dedicated team of over 40 staff, supported by 86 volunteer district monitors across the country. Belun’s vision is Timor-Leste’s society has the ability, creativity and critical thinking to strengthen peace for development. Belun is among the largest national non-government organizations in Timor-Leste and holds the most extensive community outreach program across the country.

They have set up an **Early Warning, Early Response (EWER) system**, which uses a volunteer monitoring network to gather data and information about violent incidents and situational change in all 13 districts of Timor-Leste. In the past, they had 86 monitors operating in 43 sub-districts collect the data, which is then transmitted via tablet computer to the Belun office for analysis and Belun’s new Incident and Conflict Potential Data Portal. Due to funding reductions, the system is operating on a smaller scale and only covers some municipalities. (See more details: <http://www.belun.tl/en/early-warning-and-early-response-ewer/>)

UN Women will explore how to integrate women’s safety issues using the Women’s Safety Audit Methodology and Tools to identify risks for SH and SVAWG in public spaces in target communities, proposing specific infrastructure investments to decrease the risks, and engage community leaders in improving community safety. Belun management and conflict prevention coordinator along with their municipality focal points (e.g., Dili focal point who supported women’s safety audit and FGDs in Suco Comoro) are key allies in addressing SH and SVAWG in public spaces and key to the integration of the issue in the capacity building and community organizing activities on the ground. Explore ways to continue support or build on the EWER mechanism established, by integrating women’s safety issues and using mobile technology such as Safetipin.

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15. Partnership Contract Agreement or PCA is UN Women’s main modality (programmatic action) to partner with nongovernmental organisations.



## **CHAPTER 4.**

# **Sexual Harassment (SH) and Sexual Violence Against Women and Girls (SVAWG) in Public Spaces: Understanding the Local Context**



- Sidade seguru no Fatin públiku seguru  
Ami hakarak Sidade seguru agora!  
Feto sira no Ema hotu # livre husi tauk!

25 Novembru, 2017, Comoro, Dili

change  
the  
world

No Smoking  
Prohibido de Fumar  
Labelo Fuma

Logos: TOMAK, UN Women, and other organizational logos.

Ha'u sei la NONOK  
na Asédiu Seksuál

**4.1. Existing knowledge of the issue and current advocacy efforts**

**Sexual harassment of women in public spaces is a widely known issue in Timor-Leste; however, not everyone understands it to be a form of violence against women.**

The issue of sexual harassment of women in public spaces in Timor-Leste, and in Dili in particular, is undeniably a prominent concern when it comes to discussions about women’s and girls’ safety issues. Every one of the respondents, women and men, were able to share incidents of sexual harassment and sexual violence that they have witnessed, heard of or experienced. Although there is limited organised data on sexual harassment and sexual violence

in public, participants in this Scoping Study’s workshops, interviews and focus group discussions readily shared that the problem plagues women and girls in Dili.

The first data gathering activity conducted in the Scoping Study was an introductory workshop with women’s rights NGOs, including UN Women civil society partners. The one-day activity focused on gathering initial data on the level of awareness on sexual harassment and sexual violence in public spaces, and how these were defined locally. In small groups participants were asked to define and give examples of three terms: sexual harassment, sexual violence, and violence against women (VAW). Below is a table of responses from the CSO Consultation Workshop held on 10 October 2017:

Sexual Harassment	Sexual Violence	VAW
<p><b>Verbal Examples:</b></p> <ul style="list-style-type: none"> <li>• “You are a pretty girl”, “Your body is nice”, “I want to fuck you”, “Big butt”</li> <li>• whistle</li> <li>• SH happens through the music <sup>16</sup></li> <li>• the way men talk to women with harm</li> </ul> <p><b>Gestural / visual examples:</b></p> <ul style="list-style-type: none"> <li>• Sending pornographic materials through phones / email</li> <li>• Tattoo with pornography and penetration</li> </ul> <p><b>Physical examples:</b></p> <ul style="list-style-type: none"> <li>• Touching a women’s body</li> <li>• To poke one’s hand into, grab, grope, to rub,</li> <li>• To threaten</li> </ul> <p><b>Other information:</b></p> <ul style="list-style-type: none"> <li>• Happens in the workplace, school classroom, market, public transport (mikrolet)</li> <li>• Teachers also get harassed by other teachers</li> <li>• LGBTI persons also get harassed</li> <li>• Doctors can also harass patients</li> </ul>	<ul style="list-style-type: none"> <li>• Force</li> <li>• Threat and use power for sexual violence</li> <li>• Forced penetration</li> <li>• Sexual violence occurs sometimes when women are collecting water / firewood</li> <li>• Rape, force with penis</li> <li>• Incest case</li> </ul>	<ul style="list-style-type: none"> <li>• Physical: beating, punching, kicking</li> <li>• Psychological, economic,</li> <li>• Shouting /yelling, using harmful words</li> <li>• Punishment, and control from men/ husband</li> <li>• Force, use power for sexual harassment</li> <li>• Abandonment (by the father); there’s criminal and civil abandonment based on the law</li> </ul>

16. Rock / pop / rap songs played on mainstream radio were cited as a form of sexual harassment due to the lewd / lascivious language of some.

**The participants' definition of violence against women (VAW) is primarily based on how it is defined in the country's anti-domestic violence (DV) law.**

As aforementioned, sexual harassment was not initially identified as a form of violence against women. This is because 'VAW' was described based on how it was defined in existing legislation. Examples of VAW given were the types of domestic violence – physical, economic, psychological, sexual – and were based on how it is defined in the national anti-DV Law; and upon probing, sexual harassment in public spaces is not typically or automatically identified as VAW.

**Sexual violence examples are limited to what is in the anti-rape provisions of the penal code**

1. It was observed that the word “rape” was not among the first examples of sexual violence identified by respondents; instead they listed answers such as “force”, “threat” “physical force” and “penetration”. Physical overpowering was the concept described more, and participants used elements as defined in the anti-rape law (i.e., force, threat and penetration of penis) but not the word rape until there was a follow-up question. This may be because there is no word in Tetun for rape or possibly because the Criminal Code requires the use of force or threat, and the translator used the Indonesian term for rape “*perkosa*”. However, it was observed that none of the respondents use this term. Further, there is also no Tetun term for sexual harassment. An adaptation of Portuguese is now used to describe the term sexual harassment- “*asédiu seksual*”.

**Other observations:**

In general, there were fewer examples of sexual harassment provided by participants of the CSO consultation workshop compared to the community members that attended the focus group discussions (FGD). This could be because the CSO staff do not necessarily know all the types and examples of SH and SVAWG in public spaces that women and girls experience in the communities, or they are not comfortable to say out loud the specific words or sexual taunts used.



Photo 1. Sample sticker developed for 16-day campaign period: “Respecting others is way to respect yourself.”

**It is, however, notable that sexual harassment and other forms of sexual violence against women and girls in public spaces has been taken up as an advocacy issue by local civil society since 2013.**

The Rede-Feto network, an alliance of 14 NGO member organizations, began documenting some incidents, conducting workshops to taxi drivers on gender-based violence (GBV) and mapping areas in the city where there are poor lighting and limited police presence. They also presented at UN Women’s first Global Safe Cities Leader’s Forum – held in New Delhi, India from in June 2015 – wherein they shared known incidents in the country of severe forms of violence against women in public spaces, including abduction, gang rape, and femicide (Rede-Feto Timor-Leste, 2015). Belun similarly has been documenting incidents of sexual assault and sexual harassment (classified as ‘*asalta seksual*’ and ‘*asédiu seksual*’) as part of their Early Warning, Early Response (EWER) Programme since 2014 (See section below for further details). Belun and Rede Feto were also key respondents in this Scoping Study and design phase, and their data contributions are cited accordingly.

In August 2016, UN Women organized a march wherein approximately 600 women, girls, men, and boys of different backgrounds flowed through Dili chanting “We want safe streets now!”. It involved members of civil society, including Rede Feto, Pradet, Casa Vida, CODIVA, LGBTI activists, Alola Foundation, Fokupers, Patria, Catholic Relief Services, Marie Stopes International; government, such as the members of the Youth Parliament, the Deputy Ombudsman; other UN agencies such as UNFPA and UNHCR; and donor agencies, such as DFAT and The Asia Foundation, with support from the Indonesian telecommunications company Telkomsel Timor-Leste.

Campaign and communication activities to highlight the issue has also been taken up jointly by UN Women and the Secretary of State for Equality and Inclusion (SEII),<sup>17</sup> during the 16 Days of Activism to End Gender-Based Violence held every November.

17. Formerly Secretary of State for the Support and Socio-Economic Promotion of Women (SEM)

#### 4.2. Types of sexual harassment (SH) and other forms of sexual violence against women and girls (SVAWG) in public spaces

**All the types of sexual harassment of women in public spaces – verbal, gestural/visual, and physical – were identified by respondents to be present in Timorese society, and respondents were able to share many forms that these take.**

Information on the examples of sexual harassment and sexual violence that women and girls experience in public spaces were gathered mainly from: (a) focus group

discussions with community members; (b) key informant interviews with NGO management and staff (ex: Fokupers, Rede Feto, Alola Foundation, Belun, Ba futuru), with government officials (ex: the Head of PNTL’s vulnerable persons unit [VPU], Mol, MoDIR); (c) site visit and interviews with market vendors in Manleuana Market; (d) the CSO consultation and women’s safety audit workshops; and (e) the safety walk held in Comoro, Dili.

##### 4.2.1. Sexual Harassment in Dili

Majority of the specific examples of SH and SVAWG came from the FGDs, organised below by type:

#### A. FGD with women and girls:

Type	Women and Girls Shared
Verbal	<p>Examples of catcalling / and sexual taunts that men / boys call out to women / girls:</p> <ul style="list-style-type: none"> <li>• “Your body is like a guitar.”</li> <li>• “Hi, you have a good body.”</li> <li>• “Sexy” / “Bonita” (beautiful or pretty)</li> <li>• “Just behave normal, we know each other anyway.”</li> <li>• “If your body is that good and you date me, I’ll surely marry you.”</li> </ul> <p>When the girl ignores the catcalling, the “compliments” turn into insults:</p> <ul style="list-style-type: none"> <li>• “Rubbish. You’re acting expensive.”</li> <li>• “You’re not pretty anyway.” / “Your hair is ugly.” / “Your face is ugly.”</li> </ul>
Gestural / Visual	<ul style="list-style-type: none"> <li>• A man licking his lips.</li> <li>• A man taking out his penis, waiting for school children to come out of the school campus.</li> <li>• An elder man left his pants open while in a <i>mikrolet</i> and his “things appear” (penis is exposed).</li> <li>• A man masturbating in a narrow alley in the village; which is a shortcut to the university.</li> </ul>
Physical	<ul style="list-style-type: none"> <li>• A teacher narrated that one of her students (18-years old), was taken by a man in his car where he forcibly kissed her and touched her; telling her she’s beautiful and he loves her.</li> <li>• An incident of a father sleeping with his daughter (incest) in the community.</li> <li>• Men grabbing the butt of women in the shopping mall or in a hotel</li> <li>• An incident wherein a 12-year old girl was with her family at the beach for a picnic. Someone called her by name and asked to swim with her, then he dragged her into the deep end and in the middle of the water, he took out his penis and asked her to touch it. She screamed and the family came to her and beat up the boy, who was approx. 17- to 18-years old.</li> <li>• One respondent shared that when she was 8-years old she went into a shop and the shop owner touched her “things” (referring to vagina). She ran away and told her dad, who is a police man. He called his fellow police colleague and they took the man away.</li> </ul>

#### Other observations:

1. The women respondents were quite hesitant in the beginning to share the specific examples of SH and SVAWG that they know about in the communities. But after a few respondents shared their experiences, the others followed suit as they became more comfortable in the course of the discussion.
2. Methodological note: It is important to the respondents to continually have their views appreciated and to be thanked for their contribution. It was also observed that they were more comfortable sharing the more they understood and got reminded that the purpose of the FGD, and research in general, is to support Timor-Leste in addressing this issue, and that this contributes to a global knowledge pool, wherein not much data on TL is available.

## B. FGD with men and boys

Type	Men and Boys Shared
Verbal	<p>Examples of catcalling / and sexual taunts that men / boys call out to women / girls:</p> <ul style="list-style-type: none"> <li>• “Bonita” (beautiful or pretty)</li> <li>• Calling out based on what they are wearing: “<i>Saya Uane</i>” (Look at your skirt), or calling out body parts of the woman that they pay attention to; e.g., “<i>Uy Kidung</i>” (big butt or nice butt or look at that butt), “<i>Susun</i>” (breast)</li> <li>• “<i>Cie</i>” (Hey)</li> <li>• “Can I use you?” / “BTK” – <i>Bikan Tinan Kik</i> (a colloquial or street slang term used to mean prostitution at a young age)</li> <li>• “<i>sinku</i> or \$5” “\$10”; while “\$20” is called out if she’s in a restaurant” (i.e., the respondents explained that it means she’s more fancy than those eating in cafeterias)</li> <li>• “<i>Kabosu</i>” / “<i>Boneka</i>” (chubby, referring to a chubby toy girls play with)</li> <li>• “Can I have your number?”</li> <li>• “<i>Feto badu</i>” (Shape of the woman’s body)</li> <li>• “<i>Kupu-kupu kalan</i>” (Directly translates as ‘night butterfly’ also referring to a prostitute)</li> <li>• “<i>Gampang</i>” (Bahasa for “easy” referring to a woman who rides easily in a man’s car/ bike, or goes with a man after one phone call, or gets attracted to a man easily)</li> </ul>
Gestural / Visual	<ul style="list-style-type: none"> <li>• A man licking his lips.</li> <li>• Throwing stones at the direction of a woman to get her attention.</li> </ul>
Physical	<ul style="list-style-type: none"> <li>• Grabbing</li> <li>• Touching or squeezing the butt of women (and foreigners) running along the beach road</li> <li>• One participant shared that he watched his older cousin following a woman fetch water and in the dark, he shone a light on her and grabbed her breasts; as a child he thought this is what men do to women, and it’s alright.</li> <li>• A dentist placing his elbow on the patient’s breasts</li> <li>• Grabbing touching women in concerts or “wherever there is a crowded place and an opportunity”</li> <li>• <i>Mikrolet</i> conductor grabbing the butt of female passengers.</li> </ul>

### Other observations:

1. It was easily evident that the boys/men were much more comfortable sharing the terms used to catcall women and give specific terms. Similar to the respondents in the FGD with women, they gave examples of catcalls in two categories: those that the boys consider to be a positive compliment, and those that are more of an insult. However, they were not able to explain if indeed they believe that the terms they consider to be a compliment actually make the women or girls feel like they are being complimented.
2. One man from FGD shared that he experienced being teased by a group of girls calling him “Hey handsome, hey, mistou (mixed race)!” He recalled that he wasn’t happy about it because he didn’t know it was a sincere compliment or if they’re teasing him.
3. The men and boys shared a Tetun term for catcalling “*Goza*”, which translates roughly to verbal teasing. While “*Bok*” refers to when there is touching involved. Tetun terms were also shared for other more severe offenses. Example: *Asaltu seksual/abuso seksual* – sexual assault / sexual abuse. The respondents didn’t appear to be clear on the difference between sexual assault and sexual abuse. This can possibly be because there is also no clear legal provision differentiating the two in national laws.

**All foreigners interviewed, with no exception, also experienced and/or witnessed all forms of sexual harassment.**

International volunteers, international staff of UN agencies, and other expats, both women and men, all expressed serious concern about the safety of women in public spaces in Dili. They shared many examples of verbal, visual, and physical sexual harassment similar to the ones

gathered from the FGDs, and one international volunteer began consolidating these incidents onto a list.<sup>18</sup> One expat shared that she does not feel safe driving around the city or out of town without having a Timorese man with her. Another male expat shared that, much to his dismay and contrary to his values, he has started advising his wife to avoid wearing skirts when going out because of how women are treated in the streets.

**C. Other examples with some specific incidents from interviews, meetings and workshops**

Type	Men and Boys Shared
Verbal	<p>Examples of catcalling / and sexual taunts that men / boys call out to women / girls:</p> <ul style="list-style-type: none"> <li>• “Hey bonita” (pretty)</li> <li>• “Hey china, where are you going?” (calling out to Korean female volunteers)</li> <li>• “Come and sleep with me.”</li> <li>• “Why don’t you have a Timorese boyfriend?” (a taxi driver asks foreign volunteer) “What are you doing tonight? We can go out tonight.” Then says, “I want to have sex with you.”</li> </ul>
Gestural / Visual	<ul style="list-style-type: none"> <li>• A man licking his lips.</li> <li>• Public exposure (a man pulling down his pants and calling or shouting at a woman across the street to look at him)</li> <li>• A taxi driver taking passengers and he’s not wearing any pants or underwear</li> <li>• A man masturbating outside PATEO supermarket near University of Timor-Leste (UNTL), and calling out to a woman to see him.</li> <li>• A foreign volunteer was sent a pornographic drawing by a student from the school across her house: human stick figures where a boy is having sex with a woman standing up and from behind, and labelled the boy figure as himself “This is me.”, and the girl figure was labelled “This is you.”</li> <li>• A mikrolet driver projecting a pornographic movie on the TV of his vehicle for all passengers to see.</li> <li>• A woman reported to the VPU about how a man blackmailed her that he will circulate the one naked photo she sent him, if she did not send her more, following instructions of how she should pose or what actions she should do. The man befriended her on WhatsApp, and wooed her in the beginning, professing love for her, etc. which is why she sent him the first photo.</li> </ul>
Physical	<ul style="list-style-type: none"> <li>• Grabbing a woman’s body / arm / hand</li> <li>• Touching her body, breasts, butt</li> <li>• Rubbing against her breasts with an elbow</li> <li>• A man in a motorbike passes by and touches a woman’s body on the roadside waiting for a taxi</li> <li>• A taxi driver grabbing the hand of the passenger while she tries to pay, and doesn’t let go</li> <li>• A man in mikrolet rubbing his elbow against a woman’s breast</li> <li>• A man riding at the back of a motorbike, and standing to pee on a woman on the side of the street or a man throwing pee on women on the side of a street from a water bottle</li> <li>• Group of young men came to the marketplace in the night time to pee on vegetables then run away.</li> </ul>

**Various forms of sexual harassment are experienced by university students, from their professors.**

• During one of the round-table discussions with university students and youth leaders, the participants shared sexual harassment examples that female students experience in school, such as:

- Physical: Grabbing the student’s hand, embracing the student
- Sexual propositions: “We could go to the hotel and sleep there”; “You may see me at my office at 7 or 8pm.”
- Typically, the students are afraid to report the Professor, because he is “higher”

18. See Annex G.1.

- Examples of harassment in schools and around the school grounds were also shared during the round-table with suco officials and community members. One suco official was emphatic. *“There needs to be a law to prevent harassment in schools, and government officials should pay attention to this issue.”*

#### 4.2.2. Sexual Violence in Dili

**The examples of sexual violence experienced by women in Dili include rape and gang rape, perpetrated in public places. Detailed Annexes from VPU, Belun and others in full report.**

- Multiple key informants shared the same story of a rape that occurred a few days before the Scoping Study began. It concerned a tourist who was raped by a mikrolet driver when she hired the transport to travel from Dili to a municipality over an hour away. The perpetrator was subsequently arrested and brought to trial.
- Other cases shared involved a group of men attacking couples having sex in public, wherein a woman is raped in front of the boyfriend. One was in Dili, behind Cristo Rei, where it has been reported that couples go to have sex.
 

*“In 2012, a lady went with her boyfriend behind Cristo Rei, and a big group of men came to assault them, and they said we can rape your girlfriend, and the boy said she is my lover. Then the men said, ‘No, you can give her to me.’ They raped her in front of the boyfriend. The case is already sent to court; 6 suspects are in jail. They carried knives and threatened to kill them ‘if you don’t give me the lady.’”*
- The key informant continued into a second story of similar nature:
 

*“In Tasitolu, in 2013, there was a story similar as in Cristo Rei - the boyfriend and girlfriend are having sex and then other people come and took a video of them having sex. They were telling the boyfriend what to do, like directing a pornographic film. The 2 suspects are already sent to jail. The things happen in public, behind a tree, in the beach road, behind the church, etc.”*

#### 4.3. Public spaces where sexual harassment and violence against women and girls occur commonly, and other descriptions of circumstance

*(i.e., time of day, specific locations, does it happen when women are on their way to work/school, while in the market or collecting water, when they are in school or the workplace, or in health centres, etc.)*

**Sexual harassment and other forms of sexual violence against women and girls occurs in almost all types of public spaces in Dili.**

Sexual harassment and other forms of sexual violence against women and girls occurs in a wide variety of places in Dili. Information from this study revealed that there is no type of public spaces that people feel is certainly safe from experiencing sexual harassment. Respondents from the FGD, CSO workshops and key informant interviews name the following places as *typical* places where harassment happen:

- *Jardins* (public gardens)
- Public parks
- *Mikrolet* (the main public transport which is like a van or minibus)
- Outside / around school campus
- Beach road
- Side of the street
- Narrow alleys in villages
- *Mikrolet* stop
- Street stalls (informal market areas beside *mikrolet* stops)
- Hotel
- On the beach
- Shops
- During concerts
- In a yellow taxi (a lot of foreign volunteers / NGO workers have reported incidents of SH especially from the yellow taxi drivers themselves)

During the Validation Workshop, participants ranked the places where they feel SH happens the most, and all 3 groups unanimously identified the streets as number 1.<sup>19</sup>



#### 4.3.1. Specific locations cited in Dili

**Special mention was given to the area behind Timor Plaza as a high-risk area in Dili.**

- As part of an exercise, this area was assessed by the participants at the Women’s Safety Audit (WSA) workshop using the WSA Safety Walk Guide and Recording Tool designed for this Scoping Study. The participants assessed the Timor Plaza lot behind the mall to be dark (not having enough lighting or lights are not working); *“it has very poor visibility as there really aren’t many windows or streets where someone can see you if you are in the back of the mall; it has narrow pathways so it is not easy to exit; and lastly, it is a known hangout for marital arts gangs”*. They noted that harassment occurs during the day when it’s crowded due to cockfighting, and at night when there are very few people and it becomes an isolated place.

The validation workshop participants confirmed that Suco Comoro is an area with high-risk factors for SH and SVAWG in public spaces to occur, mainly due to the lack of lighting, security patrols, and clear walk paths. Apart from physical infrastructure, there was also a lack of social infrastructure.

Dili Department Administrator shared his observation: Comoro is a new residential area, many people from different places relocated there, so people do not know each other; the other villages (the old ones) it is not such a threat because the families know each other, people know each other. He added, Comoro to Fatuhada to Bebonuk are all new settlements.

**There was no typical time where sexual harassment of women in public spaces occurred. And most stories shared were in fact during the daylight hours between 8:00 a.m. to 6:00 p.m.**

- Almost all the women and men in the Scoping Study activities shared that people in general avoid going out at night in Dili due to safety concerns; particularly they feel that there is real danger for sexual assault at night, as well as being caught in the crossfire of gang fights and violence. However, all respondents also shared that sexual harassment of women – whether verbal, gestural / visual or physical – happens at all times of the day.

**Although SH happens in most types of public spaces, there are particular areas in Dili that were mentioned repeatedly by several respondents as an unsafe area, and where severe forms of SVAWG such as rape and gang rape in public spaces occurred.**

- Behind Cristo Rei<sup>20</sup> is the location of several reports of gang rape, both from the VPU Chief and from online news reports.
- Tasitolu (Western part of Comoro Suco, Don Aleixio subdistrict of Dili) - where gang rape has been reported both by Rede Feto and the VPU; similar to the above case, a group of men came to assault a couple having sex in a public space and started directing them what sex positions to do and taking a video.
- On the road from Dili to Los Palos (the eastern most municipality)

19. First: Where it happens the most: Streets; Second: *Jardins* (public gardens), *Mikrolet* /buses, around schools; Third: Beach, Narrow/dark alleys in villages, *Jardin*; Fourth: Markets/Street stalls (informal market areas near mikrolet stops), Taibesi, traditional markets, night markets – Note: 2 groups answered, Beach; Fifth: *Mikrolet* stop, Taxi, Bus terminal

20. Cristo Rei is a 27-metre-high statue of Jesus on a globe, which is located atop a summit overlooking the capital and is approx. 7 km east of Dili.

- Comoro Suco was identified by Rede-Feto, and these were recently verified by the other respondents during interviews and the women’s safety audit walk, as a high-risk area due to the following:

- (1) no intensive security patrols;
- (2) street lighting is only in the main road
- (3) no secure public transport at night

#### 4.3.2. Results of Women’s Safety Audit Walk in Suco Comoro<sup>21</sup>

- In general, the results from the Women’s Safety Audit Walk in Suco Comoro reflected that women and girls do not feel safe walking in the streets and main public spaces in the village – including in the grounds surrounding the schools, the mikrolet stops and surrounding informal market stalls, and in the pathways leading to their homes.
- Majority of the respondents marked the selected stops in Suco Comoro Safety Walk as Blue, or “Uncomfortable” This signifies that majority of the spaces were rated as “somewhat unsafe” but that people do not have a choice but to pass there. See Legend below and the Annex D. Women’s Safety Audit Recording Sheet for more details.

#### Public space assessed in Suco Comoro:

Area	Step 1. Write Name of Place/ Location and Step 4. Write Notes	Step 2. How do participants rate safety? (R,B,G, or Y)	Step 3. Safety Problem Observed by Participants (Check all relevant)
1	In front of St. Petrus School	BLUE (with one GREEN, one YELLOW)	<input checked="" type="checkbox"/> Lighting
2	In front of chine shop, little market and micro let station	BLUE (with one RED, one YELLOW)	<input type="checkbox"/> Openness of the Area
3	Rotunda Nicalo Lobato	BLUE	<input type="checkbox"/> Visibility in the Area
4	Timor Lodge	BLUE (with one RED)	<input type="checkbox"/> People Density
			<input checked="" type="checkbox"/> Security
			<input checked="" type="checkbox"/> Walk Path
			<input type="checkbox"/> Gender Diversity

#### Legend: Feeling of Safety in Public Areas

Code	MEANING: “This area is...
 RED (R)	<b>Frightening:</b> I will never walk here alone, especially not after dark. I think it is a <b>very unsafe</b> area.
 BLUE (B)	<b>Uncomfortable:</b> I will avoid this area whenever possible. I think it is a <b>little</b> or <b>somewhat unsafe</b> , but sometimes I have no choice but to pass here / go here.
 GREEN (G)	<b>Acceptable:</b> I will take this route or use this area if there are no other better alternatives available. I think it is a <b>little</b> or <b>somewhat safe</b> .
 YELLOW (Y)	<b>Comfortable:</b> I am not worried when I pass / go here. I think it is a <b>safe</b> area / space.

21. See Annex for Women’s Safety Audit Guide for more information on this research methodology and tools used.

**Safety walk participants all shared similar sentiments that a lot of the public spaces we visited were ‘somewhat unsafe’ to ‘very unsafe’.**

- The main safety issues identified by the participants as high priority for improving security are:



1. Lighting



2. Lack of security patrols / officials / guards



3. Lack of a good walk path or sidewalk that is free from obstructions (such as rubbish, which was cited often as a problem by the safety walk participants). Another related security threat is the high risk for flooding in many of the public spaces visited in the walk.

- However, all respondents agreed that catcalling and other forms of verbal sexual harassment of women occurs in all of these places, and they happen whether night or day.

**(1) In-front of St. Petrus School;**

- Not really safe because there are a lot of groups of young men hanging out, sitting on walls of the houses facing the street, and this is where a lot of women report catcalling.
- There is no lighting from the suco centre to St. Petrus; and there is noticeably a lot of rubbish on the road, and no place for rubbish.
- No clear signs to public transport or street names even if many children have to use this space.

**(2) In front of chine shop, little market and mikrolet station**

- This place is dark at the night time and no light. It is a very crowded place, and it is sometimes unsafe because there are a lot of young men, no traffic/transport sign and no security.
- As a passenger in the mikrolet, sometimes she [respondent] doesn't feel safe because they fill it up with more people than can be accommodated and men inside can touch the woman's body.

**(3) Rotunda Nicalau Lobato**

- It is very dark at night and someone shared a story that her neighbour abused a young girl in the area.
- It is very closed and not an open area, and that she [respondent] is afraid to walk there at night time.
- There is no secure place to stay long in that area, and it is a space people have no choice but to pass through. She [respondent] noted that there is rubbish everywhere, the area smells foul, and there are no trash bins.
- It is hard to pass through the area even in the day time because sometimes there are youth fighting.

**(4) Timor Lodge**

- The area in front of Timor Lodge is where almost all respondents unanimously felt unsafe, with one feeling very unsafe. One shared that this is a place where women often experience sexual harassment and that women are not safe to walk there during dark/night time without others/ brothers/parents.
- Another reason shared that this is unsafe is that there are sometimes groups (e.g., martial arts gangs) fighting with each other and throwing rocks at each other across the street.
- There is no lighting at all, all the way from Timor Lodge – Hotel/apartments to sede suco Comoro.

In the table below are some criteria for determining which safety issues are observed as a factor in making a public spaces more insecure.

7 SAFETY ISSUES	DESCRIPTION / CRITERIA
<input type="checkbox"/> Lighting	Are there enough lights in the the area / place? Do the street lamps work work?
<input type="checkbox"/> Openness	Is the layout of the area open or are there blind corners or structures where people could be hiding behind? Are there sufficient exits?
<input type="checkbox"/> Visibility	Are there house / store windows that overlook the area? Can people see you if you are in this area (ex: park / mikrolet stop)? Is it near a pathway or street?
<input type="checkbox"/> People Density	Are there a lot of people generally in this area? Is this area usually empty and isolated? Are there groups that hang around here that make you feel unsafe? What do they do?
<input type="checkbox"/> Security	Are there security outposts nearby or roving guards/community watch persons that pass here? Are there clear signs on where to go for help if needed?
<input type="checkbox"/> Walk Path	Do the condition of the alleyways/walking paths/bridges cause safety problems/concerns in the area? (ex: potholes, rough roads, garbage, construction debris, barriers, dogs, etc.)
<input type="checkbox"/> Gender Diversity	Do both men and women hang out in this place?

#### 4.4. Information on certain groups of women and girls and other discriminated groups being targeted or affected more than others

(e.g., particular age group, ability/disability, migrant youth, lesbian, gay, bisexual, transgender and intersex [LGBTI]); as well as information on perpetrators

These results are mostly culled from the CSO consultation.

#### Certain groups that were identified to be targeted for harassment and violence in public spaces.

##### These include:

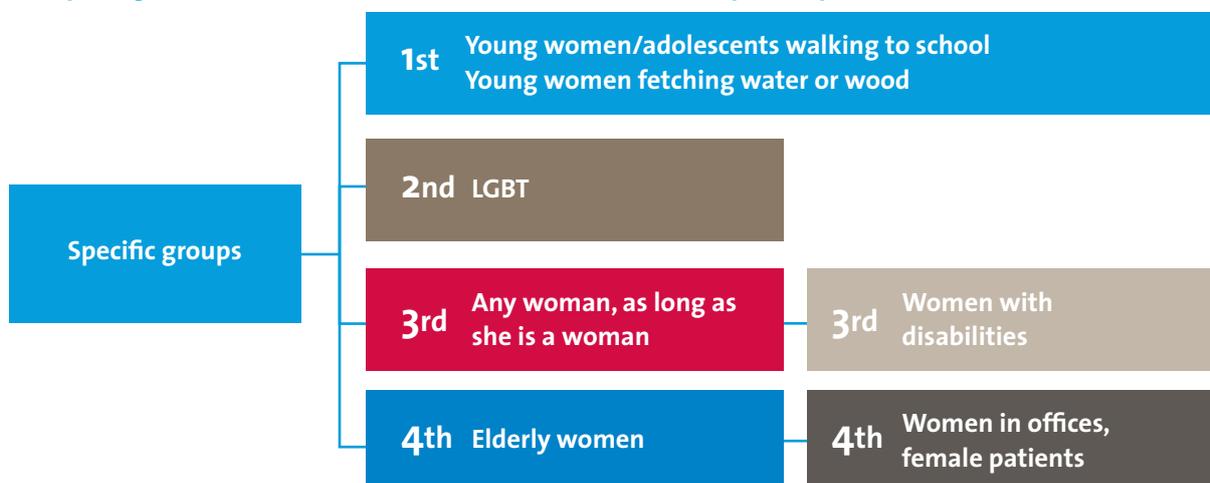
1. Young women / teenagers going to school
2. Women in the offices
3. Young girls going to fetch water or firewood

4. Patients of doctors
5. LGBT
6. Women with a disability

Some women in the FGD noted that it doesn't matter what age the woman is, all women are targeted. Still some respondents observed that younger women are targeted more because they are seen as easier to intimidate.

- During the small group discussion in the Scoping Study Validation Workshop in June 2018, participants ranked the groups of women/men whom they feel are targeted the most for SH (as identified in the initial scoping study results), and **all small groups unanimously identified 'Young women' as the most commonly targeted for SH and SV in public spaces.** The ranking results are as follows:

#### Groups targeted for sexual harassment and sexual violence in public spaces



### Perpetrators were identified as predominantly male, of varied ages and socio-economic status.

- When asked the typical age of male perpetrators, FGD respondents say it seems to include men of all ages, from primary school-age boys, young men, adolescents and teenagers, to adult and older men.
- Reports of harassment perpetrated by those in positions of power (e.g., doctors, business men, teachers) also seem to indicate that it cuts across socio-economic status or educational attainment.
- Regarding the age range of perpetrators of SH and SVAWG, some older men in the FGDs believe that it's the younger generation who are more likely to harass due to a lack of family education.

#### 4.4.1. Additional Secondary Data on other Discriminated Groups in Timor-Leste

##### Young women / Youth

Apart from the Scoping Study's FGD results highlighting the vulnerability of young women to sexual harassment and sexual violence in public spaces, the UNDP National Human Development Report on Timor-Leste for 2018<sup>22</sup> also highlighted safety concerns of the country's youth. Disturbingly, 75 per cent fear being a victim of violence including being sexually assaulted, and are fearful about leaving or going home after dark. **Moreover, the report highlighted that the lack of access to secondary education and to sexual and reproductive health services among girls and women is a key driver of gender inequality, and violence against women and girls remains widespread as one of the clearest manifestations of this.**

Another important source of information on youth and safety issues can be found in the policy brief series, Leaving No Youth Behind<sup>23</sup> launched by the national NGO, Belun and the United Nations Timor-Leste in April 2018. The second policy brief in the series, focusing on Youth Migrants, revealed that up to one third (29%) of young women in Dili City for their university studies report feeling unsafe where they live. The report further details that because of difficulty in circumstances of finding a decent living wage, young women migrants are vulnerable to engaging in transactional sex, which could

increase their risk for sexual abuse and violence. An initial research on domestic workers in Dili found that, 76 % of over 100 domestic workers in Dili migrated from other municipalities and 34% were under 25 years old; and some have reported exploitation, abuse and sexual violence.

##### Lesbian, gay, bisexual, transgender and intersex (LGBTI)

As part of the aforementioned policy briefs, the fourth in the series focused on lesbian, gay, bisexual, transgender and intersex youth or LGBTI.<sup>24</sup> The brief reported that LGBTI youth participants in the FGD experienced teasing or abuse by peers or teachers and were too ashamed or uncomfortable to return to school. Moreover, only 2 of the 15 FGD participants had completed secondary school and both said they could not attend university because their families refused to support them. During CSO consultations, it was also highlighted that gay men and transgender (TG) women also experience the various forms of sexual harassment and sexual violence in public spaces. These were shared by representatives from CODIVA (Coalition for Diversity and Action), a national network for men who have sex with men and TG CBOs throughout Timor-Leste.

The violence faced by lesbians, bisexual women and transgender men in the country was brought to light recently in the Research Report on the Lives of Lesbian and Bisexual Women and Transgender Men in Timor-Leste<sup>25</sup> conducted by social activists Iram Saeed and Bella Galhos as part of a partnership between the ASEAN SOGIE Caucus and Rede Feto. Alarming, 86% of the respondents (57 total) shared experiences of both physical and psychological violence, especially brutal forms of violence from family members after they find out about their sexual orientation, gender identity or expression (SOGIE). However, it is not just in the home where LBT experienced violence — 87% of respondents reported experiencing harassment and violence from both members of the community and their own families, with 72% experiencing it more than once. Although examples shared referred mostly to family violence, the report underlines the compounded vulnerability LBT women face, due to the intersecting

22. Available at: [http://www.tl.undp.org/content/timor\\_lesste/en/home/all-projects/NHDR-2018.html](http://www.tl.undp.org/content/timor_lesste/en/home/all-projects/NHDR-2018.html)

23. Available at: <https://timor-lesste.unfpa.org/en/news/launch-leaving-no-youth-behind-timor-lesste-policy-briefs>

24. Available at: [https://timor-lesste.unfpa.org/sites/default/files/pub-pdf/o4\\_LGBTI\\_ENG\\_PRINT.pdf](https://timor-lesste.unfpa.org/sites/default/files/pub-pdf/o4_LGBTI_ENG_PRINT.pdf)

25. Available in English and Tetun at: <https://aseansogiecaucus.org/news/asc-news/112-new-publication-a-research-report-on-the-lives-of-lesbian-and-bisexual-women-and-transgender-men-in-timor-lesste>

forms of discrimination based on their sex, as well as their sexual orientation or gender identity. For example, cases of forced relationships and marriages were also reported by respondents, many ending with unwanted pregnancies. And there were two respondents, who shared having experienced sexual violence in the form of corrective rape.<sup>26</sup>

### **Women with disabilities**

Women with disabilities are particularly vulnerable to various forms of gender-based violence, on top of being mocked for their disability. In Timor-Leste, the Nabilan program on Ending Violence Against Women's 2016 baseline survey found that women who reported a disability were 2.5 times more likely to have experienced domestic violence.<sup>27</sup> A small-scale study by the Association of Persons with Disabilities in Timor-Leste (ADTL) from 2017 found that among the 60 respondents, 78% of women with disabilities, and three-quarters had psychosocial disabilities, reported having experienced sexual violence.<sup>28</sup> Women with disabilities also face additional challenges in reporting violence. In the FGDs conducted for Policy Brief #5 on Young People with Disability, some young women noted they were unaware of how to report cases of GBV, and others shared that women with disabilities who have experienced GBV are sometimes not believed by the police or others in the justice system (i.e., trial court judges). This discourages many women with disabilities to seek help and justice and explains the low proportion of cases ever being reported to the proper authorities, especially cases of violence against women with disabilities.

## **4.5. Scale of the problem, indicative incidence and prevalence in intervention areas, and appraisal of data currently available**

**Sexual harassment and sexual violence in public spaces in Timor-Leste appears to be a widely disturbing problem for women and girls. There is a general and loud consensus among all Scoping Study respondents that this form of violence happens to many women at least once in their lifetime.**

During all the scoping study activities, whether with women or men, almost everyone shared that sexual harassment of women in public spaces occurs in Dili, and occurs “normally”. What is also noticeable is that even outside the formal Scoping research activities, every woman that the researcher spoke to had a related story to share. This includes Timorese working in NGOs, government, or business. All foreigners that the researcher spoke to — whether those working for UN agencies, other international organisations, staff of donor agencies, volunteers, freelancers or tourists — raise the issue and complain about it with much disdain, but also a sense of helplessness. It is for many women “a normal” part of their every day, moving around Dili. During a meeting with UNW programme stakeholders, one participant from a donor agency emphasized, *“This type of programme (referring to Safe Cities) is very much needed here in Timor-Leste. Sexual harassment and sexual violence of women in public spaces is a real problem here.”*

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**“This type of programme (referring to Safe Cities) is very much needed here in Timor-Leste. Sexual harassment and sexual violence of women in public spaces is a real problem here.” – donor agency respondent**

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26. Corrective rape is regarded as a hate crime in which one or more people are raped because of their perceived sexual orientation or gender identity. The common intended consequence of the rape, as seen by the perpetrator, is to turn the person heterosexual or to enforce conformity with gender stereotypes.
27. As cited in Leaving No Youth Behind Policy Brief #5 on Young People with Disability; available at: [http://www.belun.tl/wp-content/uploads/2018/04/05\\_DISABILITY\\_ENG\\_PRINT-2018\\_final.pdf](http://www.belun.tl/wp-content/uploads/2018/04/05_DISABILITY_ENG_PRINT-2018_final.pdf) and <https://timor-leste.unfpa.org/en/news/launch-leaving-no-youth-behind-timor-leste-policy-briefs>
28. Ibid.

Moreover, a foreign volunteer shared that this happens to her frequently, and it happens to all other female volunteers she knows. She also noted that when the female volunteers are accompanied by their male colleagues, it is the only time they do not get harassed. A volunteer even came forward and voluntarily shared her informal documentation of all the incidents that she and other volunteers experienced in Dili in 2017.

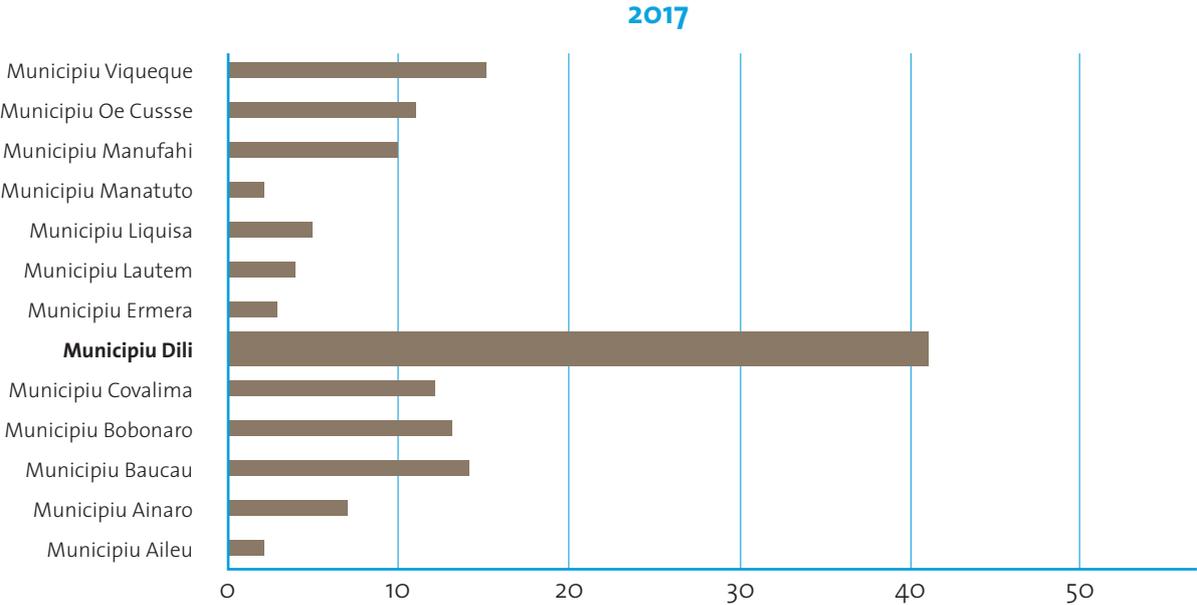
**There is no organized and systematic database that collects incidents specifically for sexual harassment in public spaces, and disaggregating them by type (verbal, gestural/ visual / physical).**

Data gathering is conducted by various agencies such as the VPU of PNTL but also by the Mol, and gender focal points of SEII. There are also some NGOs that document information, with Belun notably recording incidents reported in the communities.<sup>29</sup> Data collection is not done regularly, with data covering a few months in 2014 (January to July, with one incident recorded for October),

and a few more recorded from May to August 2017. The insufficient disaggregation of administrative data to sexual harassment and SVAWG in public spaces include is common across the region.<sup>30</sup> The data limitation is also connected to the lack of a clear definition or parameters as to what constitutes sexual harassment (covering the spectrum of non-contact harassment -- verbal, gestural, physical touching and assault to rape), and what incidents constitute a crime of sexual assault or sexual abuse.

Similarly, other crimes of sexual violence may be recorded as a homicide if it led to the death of the victim, and it may not be captured that it was also a case of sexual violence. Below is a graph representing data from the National Police (PNTL) Vulnerable Persons Unit (VPU) on “Sexual Violence Cases reported in the 13 Municipalities”. It does not specify what constitutes “Sexual Violence Cases” (if these include the breadth of crimes related to sexual harassment, assault and abuse or if these refer to only rape cases).

**Sexual Violence Cases reported in the 13 Municipalities as received by National Vulnerable Persons Unit**



29. See Annex G.3.

30. See ASEAN Regional Guidelines on Violence against Women and Girls Data Collection and Use, p. 60.

### Majority of the Sexual Violence Cases in the VPU data for the year were reported in Dili.

Noting the limited analysis of data above conducted for this report (and that further analysis in regards to definitions and parameters used for recording cases will be included in a subsequent Baseline study), Dili has the most number of “Sexual Violence Cases” reported, with 41 cases. This is consistent with results from other countries, where the capital city has the highest number of incidents of sexual violence reported. This is followed by Viqueque, Baucau, then Bobonaro with 15, 14, and 13 cases reported, respectively. Further analysis is needed to understand the variations in the frequency of reports and whether it has to do with the significantly larger population, the different level of awareness on the issue, the number of available outposts and staff to report to, distance to community members, which are presumably further for less densely populated villages outside of Dili, or other factors, rather than just corresponding to different levels of incidence.

### Rape prevalence and incidence was recorded in a recent study of The Asia Foundation, noting there are no separate figures for other forms of sexual violence, including sexual harassment.<sup>31</sup>

- The survey, which had a nationally representative sample as described in its methodology, reflected that 14% of women aged 15 to 49 responded that they had been raped by someone other than their intimate partner in their lifetimes, with 10% in the last 12 months. Additionally, gang rape was reported by 3% of all women.
- In Dili, 15 percent of men aged 18 to 49 reported perpetrating rape against a woman or girl who was not their wife or girlfriend, and 10 percent had done this in the past 12 months, while perpetration of gang rape was reported by 6 percent of men in Dili.
- More than half of the men who said they had raped did so for the first time when they were teenagers.
- Notably, both prevalence and incidence of men perpetrating rape was significantly higher in Manufahi than in Dili, with 22 percent of men aged 18 to 49 having ever perpetrated non-partner rape in their lifetimes, and 17 percent had done so in the past 12 months. Further, perpetration of gang rape was reported by 12 percent of men in Manufahi.

### 4.6. How women and girls respond to the sexual harassment and violence in public spaces, and who do they tell or report to (if they do)

#### As commonly found in similar scoping studies around the globe, the ways women respond vary based on the type of sexual harassment experienced, with the verbal types of harassment receiving less of a response than visual/gestural or physical forms.

The women and girls identified the following common responses when experiencing sexual harassment:

- For verbal sexual harassment some women ignore it because it’s just “normal”. One shared that although it’s not okay, it happens anyway so she’ll just wait until they get tired. Another agreed and added, “as long as they don’t touch the body.”
- One pretends she did not hear it, although she gets very angry and tries hard to convince herself that she is not what they say she is, “rubbish”. Although sometimes when she can’t control it anymore, she responds to the harassers, “You must be like the orangutans in the forest.”
- One FGD respondent said she talked back and threatened to call her brother, “Why do you do that? Don’t you have sisters? If you don’t stop, I’ll call my brother.”
- Those who witnessed public exposure of male genitals or public masturbation, screamed and ran from the place where the man was.

#### Some women cope by altering their behaviour or route

- Female respondents shared that they normally avoid the alley or area where men gather together, or where it is isolated and dark.
- One student changes her route to school even if it is farther because the shorter way is where a man hangs out and publicly masturbates.
- Some students shared that they cannot go to school without being accompanied by their older brothers.
- Most women, including adult women who work outside the home, report avoiding going out or staying out altogether after dark.

31. All figures in below section are from The Asia Foundation. Understanding Violence against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study, 2016.

### Majority of women respondents shared that women and girls would normally tell their family members about being sexually harassed, namely their brothers and mother.

- Most women respondents mentioned that women and girls would normally tell their mother or brothers about being sexually harassed. Some tell their friends.
- During the FGD, some respondents also shared the belief that women from other municipalities are more aggressive than women in Dili, and that they would more likely swear back at the harassers compared to women from Dili.
- One female FGD respondent shared that some women are scared to react even if they experience physical harassment, such as someone grabbing their butt. They fear that the man might have a knife.
- Another FGD respondent shared that she considers herself the type of person to react, but also worries that the harasser will respond badly and be aggressive. For example, they might say “You think you’re so pretty.”
- Key informants from NGOs reported some instances wherein women sexually harassed would approach women’s organisations. Some women shared that they first went to the police but were told to go to the NGOs instead since they could not do anything since there is no law on sexual harassment in public spaces. This reflects the need for wider awareness of what is covered in existing laws and what gaps in the laws exist.

### Respondents shared that some sexual violence cases are reported and resolved at the suco level using customary approaches.<sup>32</sup>

- Community members tend to report to the *suco* and/or the *Bairo* chief if it happens “too often” already, according to respondents from the FGD. This is an area that needs further study, see section 4.10 below.

### 4.7. Views on causes of SH and SVAWG, victim-blaming attitudes, and views on contextual circumstances and social norms

(e.g. violence in the family, unemployment, social disengagement, masculinity norms, etc. that people believe affect the increasing visibility/discussion of sexual harassment and SVAWG in public spaces)

#### Different groups of respondents answered quite differently when asked why they think SH and SVAWG in public happens — ranging from ‘men’s lack of education’, ‘unemployment’, and ‘alcohol abuse in the communities’, to ‘it is the women’s fault’.

Women from the FGDs believe the following to be the reasons:

- Lack of education in the family
- Men and boys learn the behaviour from their environment, from socializing with others without education
- Alcohol abuse in communities (anybody can buy alcohol and it is not regulated)

Men from FGDs believe the following are reasons:

- The woman is inviting with what she is wearing, or exposing her tattoo or belly.
- Several male respondents agreed, “It’s the girls’ fault—they dress to tease boys and attract them.”
- Some women socialize with a lot of people or date men often so they are perceived as ‘bad girls’ or ‘*gampang*’ (Indonesian term for “easy”).
- One male FGD respondent explained that it is not so simple to determine the cause because there are different types of men. Some judge girls with what they are wearing, but some boys want to date the girl or really like the girl. The respondent observed, “For example, if they are wearing long pants or long skirts, then boys just say ‘hey beautiful’ and not the dirty words.”
- Two of the older men in the FGD felt that it is because some men aren’t educated, referring both to formal education, and educated by family members.

32. See Chapter 4.10 for more information on the customary law used in sucos.

### **Victim-blaming sentiments were shared mostly by men from FGDs, rather than women respondents.**

- Victim blaming views were generally absent in discussions with women. In contrast, the FGD with men and young men reflected the general sentiment that women create the problem of sexual harassment, inviting men by exposing their tattoo or their bellies. This was shared by 5 of the 8 men who participated in the FGD, with the exception of 2 participants, who were older (above 50 and 60 years old), and one NGO staff.
- Some of the younger men from the FGD also mentioned that women sometimes post sexy profile photos on social media (e.g., WhatsApp) and that is why they get harassed. And through social media, some men and women “hook-up” blindly, and sometimes that’s when sexual harassment happens.
- Another reason the woman is blamed is because she keeps silent. This was shared by one man from the FGD where a woman told her brother about a harasser who started using more severe sexual and lascivious language, calling out at her. The brother beat up the harasser. Two FGD respondents agreed that the woman is at fault in that case because she kept silent about the sexual harassment when it was just mild verbal harassment in the beginning, and so that is why it got worse.
- The two older male FGD participants cited the lack of education as the main reason there is SH, however there was also a hint of victim-blaming referring to the younger women’s behaviour as well, and that how she conducts herself ‘properly’ or ‘improperly’ can cause sexual harassment.

### **Respondents shared historical factors, noting that there are differences in the social order before and after significant political transition periods (e.g. before/after independence, and Indonesian occupation; before and after 2006; before and after the increase in foreigners, and some even cited before and after colonisation).**

- During the lunch discussion with human rights advocates (larger civil society; i.e., media, international consultants, other NGO workers from different sectors such as environment, and government staff active in social transformation), many presented rich discussions on various societal and historical factors that affect the violent or non-violent masculinity that impacts sexual harassment of women and girls in public spaces.

- The increase in foreigners in Dili might be a factor. A Timorese woman noted that she doesn’t experience SH in public spaces but her foreign friends often do.
- Someone added that there used to be more social cohesion and people do not necessarily know each other in the communities: “Now, there are more people in the city.” Further, more parents are working, which leave the young people mostly unattended.
- Similarly, in several discussions with men at the FGD, community members feel there was a difference before and after independence. One man shared at the FGD that after the independence, parents are busier with work so some of them don’t notice that their daughters “hang out and have sex-for-pay”.
- A respondent from the FGD with women shared that there was a difference in safety and security before and after independence, although did not elaborate.
- Another observation or theory is that before men were more afraid to commit SH and SVAWG in public because of the Indonesian police. Although in contrast, someone said that SH didn’t happen as much before the Indonesian occupation and that the Indonesian police were also perpetrators of SH.
- The presentation from Rede-Feto cites that the history of violence in Timorese society during colonisation can be one of the factors as well, along with the context of occupation and resistance.

### **Several socio-economic factors were also identified as factors contributing to VAW**

- Low-levels of education, high poverty, lack of social inclusion, as well as high unemployment were all cited by various respondents as aggravating factors for increasing the risk of SH and SVAWG in public spaces to occur.
- Issues of alcohol abuse, as well as the increasing trafficking and sexual exploitation were also identified as risk factors.

### **Changing times, including access to internet and social media were cited as an aggravating factor; although increased awareness was also cited as a reason for increased reporting.**

- A respondent noted that perhaps people talk about it more now since people are more aware about their rights, so the increase in reports doesn’t really mean an increase in incidence compared to the past, but just that more people feel free to raise the issue and complain.
- Some cited social media and the internet as aggravating factors that lead to increased access

to pornography, and that these condone the objectification of women.

- One respondent from the key informant interview also shared that various forms of SH and SVAWG occur via the use of applications to meet-up with strangers (e.g., WhatsApp).

### **The prevalence of VAW in the home setting (i.e., domestic violence) or following the example of others are also deduced to contribute to SH and SVAWG in public spaces.**

- Another factor is that VAW happens in the family, and that there is so much silence around the issue.
- One participant shared that older men may also serve as examples, recalling he watched his older cousin following a woman fetch water and in the dark, he shone a light on her and grabbed her breasts. As a child, he thought this is what men do to women and it's alright.

### **The absence of laws was also cited as an aggravating factor for SH and SVAWG to continue; further there are also ongoing debates as to whether the current and persistent use of customary laws is helping or making the situation worse.**

- Some feel there aren't enough laws, and noted their perception that, *"These things don't happen in China because of strong laws / legal protection."*
- Some female respondents noted that domestic violence (DV) continues to be perceived as a family matter, with the resolution of domestic violence using customary practices and felt this was not sufficient, noting the traditional punishment is to "pay-off" / cash settlement, despite DV being a public crime under the formal law. Others felt that it helps that there are social systems in the communities in place.
- A discussion on whether to go back to "traditional" customary laws raised diverse views, noting it has good elements, but that customary laws can also be exclusionary and gender-insensitive.
- Further to the above point, traditionally, suco elders are males, excluding women in this key decision-making position in the villages. This is one example of patriarchal social structure and cultural practice that could perpetrate gender biases that can aggravate or slow down the decrease of VAW.
- A couple of respondents, from government and NGOs, believe that the customary laws are sometimes not gender-sensitive since it leaves women to settle with their harassers, even if they do not want to or even if they feel that justice is not served.

- Women from Rede Feto and other NGOs feel the culture of impunity is a key contributing factor to VAW.

### **Some respondents cited their beliefs about differences in attitudes between people from Dili and other municipalities.**

- One woman from the FGD shared that there was a difference before and after 2006, with more people coming from other "municipalities" (referring to the districts outside Dili) after 2006. She said people from other municipalities are not used to seeing women wearing shorts before 2006. And therefore when they see foreigners wearing shorts or bathing suits in the beaches, this makes them sexually aggressive.
- Other respondents shared a belief that another difference is women from other municipalities are more likely to have an aggressive reaction against harassers than those who are from Dili, who are more subdued or calm.

### **Some men from CSOs and several human rights practitioners cited the lack of gender sensitivity and sexuality education, which contribute to the long-held gender biases that cause SH and SVAWG.**

- Another male advocate talked about men's consciousness as being the root cause. He cited that it is the socialization / sexualisation / and commercialization of women's bodies that causes SH and SVAWG (a member of Association of Men Against VAW).
- Sexual education is absent. We teach children that they are not allowed to touch other people's "stuff" but we do not teach them to understand that no one is allowed to touch their "stuff".
- One respondent pointed out that, "SH ultimately is about 'power over' or having a right over the woman: 'she is mine'."
- Another added, among women themselves, it is normalized, that is why they don't report – because they feel it is just "normal". The victims don't even call it sexual harassment, they don't even know what to call it, they say, "This happens".

### **One behaviour that was reported to be associated with greater risk for sexual assault and violence in public spaces is that some young couples have sex in public parks, the beach or the like.**

- Responses from FGDs, the consultation workshops and the interviews with the VPU Chief reflected that some incidents of sexual violence, particularly gang rape, happened when a group of young men approach and assault a couple having sex in a public park.

- Some respondents point to the ‘lack of moral direction’ or self-control among the youth that lead to the behaviour of having sex in public, however studies have shown that risky behaviour among youth can be addressed through appropriate sexuality education.

**In summary, the various types of risk factors that were identified in the scoping study are:**

1. The perception that there is no law that covers SH and SVAWG in public spaces
2. Lack of physical infrastructure in sucos, such as in Comoro *e.g.*, *lack of lighting, pathways, having too much obstruction such as trash on sidewalks, lack of safe public toilet facilities and mikrolet terminals*
3. Lack of social cohesion and social infrastructure *e.g.*, *Suco Comoro is said to have many different groups who just moved there from different parts of the country, lack of neighbourhood associations, lack of formal governance systems at the suco especially in smaller units of community (aldeia and bairo)*
4. Lack of gender sensitivity awareness and sexuality education for youth, leading to high-risk sexual behaviours such as having sex in public spaces

Each of these will be further explored as part of the baseline assessment and Safe Dili intervention.

**4.8. Consequences (short-term, medium term and long term impacts) of this problem for women and girls (primary focus) and men and boys (secondary focus)**

**Effects on women impact their emotional, physical and psychological well-being, from less severe to more severe depending on the severity of the SH and SV.**

- Women in the FGD shared feeling fearful, and uncomfortable. Some felt shocked and embarrassed.
- A foreigner shared that she often got annoyed with all the catcalling, and would just choose to walk or drive around Dili with a male companion to get a break from the catcalling.
- A teacher aware of a female student taken in a car shared that the girl was in shock and traumatized for months.

**One under-recognised effect of SH and SVAWG in public spaces is that it incites more violence in the communities.**

- There are stories that incidents of SH and SVAWG contribute to further violence in the community. For example, two women from the FGD shared instances wherein brothers of the girl harassed beat the boy who was harassing.
- Men in the FGD as well as respondents from interviews shared that brothers of the father or the father’s friends would seek revenge and beat up the harasser of their daughter / sister / relative.

**Another common effect on women that was cited is the lack of autonomous mobility or changes in decisions regarding the route or commute to work / school/other places.**

- One woman in the FGD shared that she felt very scared after witnessing someone masturbate and avoided that route even if it was the shorter way to school.
- Some women who attended the CSO workshops shared that as a result of the catcalling, they don’t allow their daughters to go out after dark, and they themselves avoid going out after dark. They feel this is the only way to be safe, by staying indoors in the night and by avoiding certain areas, such as the back of Timor Plaza.
- Another example of a decrease in autonomous mobility, one FGD respondent shared that she needs to wait for her brother to bring her to school after witnessing someone masturbating.
- Many foreigners are advised to only take blue taxis, which are regarded as safer because it is managed and dispatched through a centralized base. However, this sometimes leads to long waiting times because there are limited units.

**On the severe end of the sexual harassment and sexual violence against women spectrum, rape results in longer term impacts on young women, such as teenage pregnancy and dropping out of school.**

- Based on UNFPA’s 2017 report, “*Teenage Pregnancy and Early Marriage in Timor-Leste*”,<sup>33</sup> a major factor contributing to teenage pregnancy was sexual coercion, since all respondents in the study reported that they did not initiate sex. Some reported being

33. Available at: <https://timor-leste.unfpa.org/en/publications/report-teenage-pregnancy-and-early-marriage>

forced with violence, rape and other predatory behaviour. The report noted that, *“Even in such clear cases of abuse, young women tend to be blamed for the sexual encounter, and even victims of rape tend to be blamed and punished by family members for ‘immoral behaviour.’”*

- Women cited being abandoned by the man and left to live in the community as a single mother as the gravest injury. Another major impact that sexual violence has on young women is that, after becoming pregnant, all young women in the study stopped school, reportedly giving up on their future dreams.

#### 4.9. Views of community members on solutions to better prevent and respond to sexual harassment and other forms of sexual violence against women and girls in public spaces

- Raising public awareness on the issue and improving education on gender sensitivity and sexuality are key recommendations from all respondents - from communities, NGOs and government.
- *“We need education. It is a global issue therefore we also need global solutions; but also we should ‘call out’ the harasser to change the behaviour,”* noted a participant at the informal lunch discussion.
- Another respondent emphasized, *“There is a need to raise public awareness on the issue, and to engage men and boys who do not all know that SH, especially verbal forms, are also violations of women’s rights and is not considered as a compliment by the women.”*
- Formal education is also cited, in terms of integrating values and proper respect for people and their rights to be learned by everyone.

#### Having laws and ways to enforce them while supporting women to report is critical.

- There are a variety of perceptions related to legislation that needs greater discussion and analysis. These range from the proposal *“There is a need to have a specific law to criminalise SH,”* as observed by Head of the PNTL VPU.
- It was noted that Timor-Leste currently just has an anti-DV law, some provisions in the penal code on rape, but there is no dedicated SH law nationally. There are anti-sexual harassment guidelines by the Civil Service Commission, which is limited to SH committed by public administration officials.
- Another area of related work is to develop capacities for public agencies to respond to SH and SVAWG in public spaces.

- It was also suggested to have regulations in the public gardens; and the one who has the main role with administration of public parks is the municipality, along with the Ministry of State Administration.

#### Regulate public transport to address safety issues.

- It was noted by Rede Feto in their aforementioned PowerPoint presentation that the *mikrolets* and taxis sometimes have very dark tinted windows, or they are obstructed by stickers. They recommended to require clearing up of windows as part of getting licenses and registrations, and that this should be reinforced as part of regulating public transport safety.
- This includes engaging with Ministry of Transport and Communication, Municipal Authorities of Dili and public transport operators.
- During the Validation and Programme Design Workshop, the Deputy Dili Administrator suggested that drivers of *mikrolets* could receive training on gender sensitivity and preventing SH and SVAWG as part of the license or certification they receive from the transport authority.

#### Infrastructure development, referring mostly to hard infrastructure were recommended.

- There is a need to expand lighting projects to cover more of the residential areas and blighted streets where it is too dark at night.
- Infrastructure investments such as CCTV or hotline or security in the public areas to help the victims.
- The Women’s Safety Audit in Suco Comoro identified that there are no sidewalks or paved paths that provide safe walkways in many of the main streets. The unpaved streets pose a threat of falling into the open canal/sewage or being run over by *mikrolets* since there are also no proper terminals or stops for passengers to safely get on and off the transport. This is especially a threat if a woman needs to run from a harasser.

#### Data gathering and capacity building of civil society were identified as first steps by most CSOs.

- *“We need to gather data- this is the first step. Next, CSOs need to collaborate and strengthen ourselves,”* shared one respondent.
- From the male network informal lunch, someone suggested that, *“we should learn from the Truth and Reconciliation report, because it has good provisions, but no one is learning from it.”*
- As aforementioned, there is no systematic and organised collection of data on the prevalence or incidence of the various forms of sexual harassment against women in public spaces. In addition, documentation of these cases is also limited.

### **Engaging a wide range of government and nongovernment organisations as key stakeholders in making Dili safer was cited as an important approach.**

- The CSO consultation participants identified government actors (national and municipal), such as SEI, PNTL-VPU, Ministry of Defence, Ministry of Interior, and the Dili District Administration, generally as the main government entities charged with ensuring safety and security.
- *Suco* chiefs and *suco* council, elders, the youth movement were identified as key stakeholders to engage since they directly oversee *suco* management and development.
- Parents / teachers associations were also cited as possible allies on the issue. Belun Director shared that working with PTA even from the early levels of kindergarten can be useful for long-term prevention of SH and SVAWG in public spaces since gender biases can be changed at a younger age.
- The Ministry of State Administration was identified as key for providing capacity building and support in the development of *suco* laws.
- The Ministry of Social Solidarity as well as Secretary of States for Youth, and for Employment were also cited as other agencies that can be engaged, especially in working with the youth.

### **There is a noticeable absence of grassroots organisations of women and men known or recommended to work with- this requires further study.**

- This may be because they already identify as grassroots women's organisations, or there are a limited number of organised community-based associations of women such as neighborhood associations, urban cooperatives, etc.
- An alternative explanation is the CSO members in the Study do not work with grassroots organisations directly.

#### **4.10. Presence or absence of specific mechanisms, policies, programmes and legal frameworks addressing sexual harassment and sexual violence against women and girls in public spaces**

- The SEII presents an opening for the development of Safe Dili Programme and the mainstreaming of SH and SVAWG in public spaces into other line ministries.<sup>34</sup>

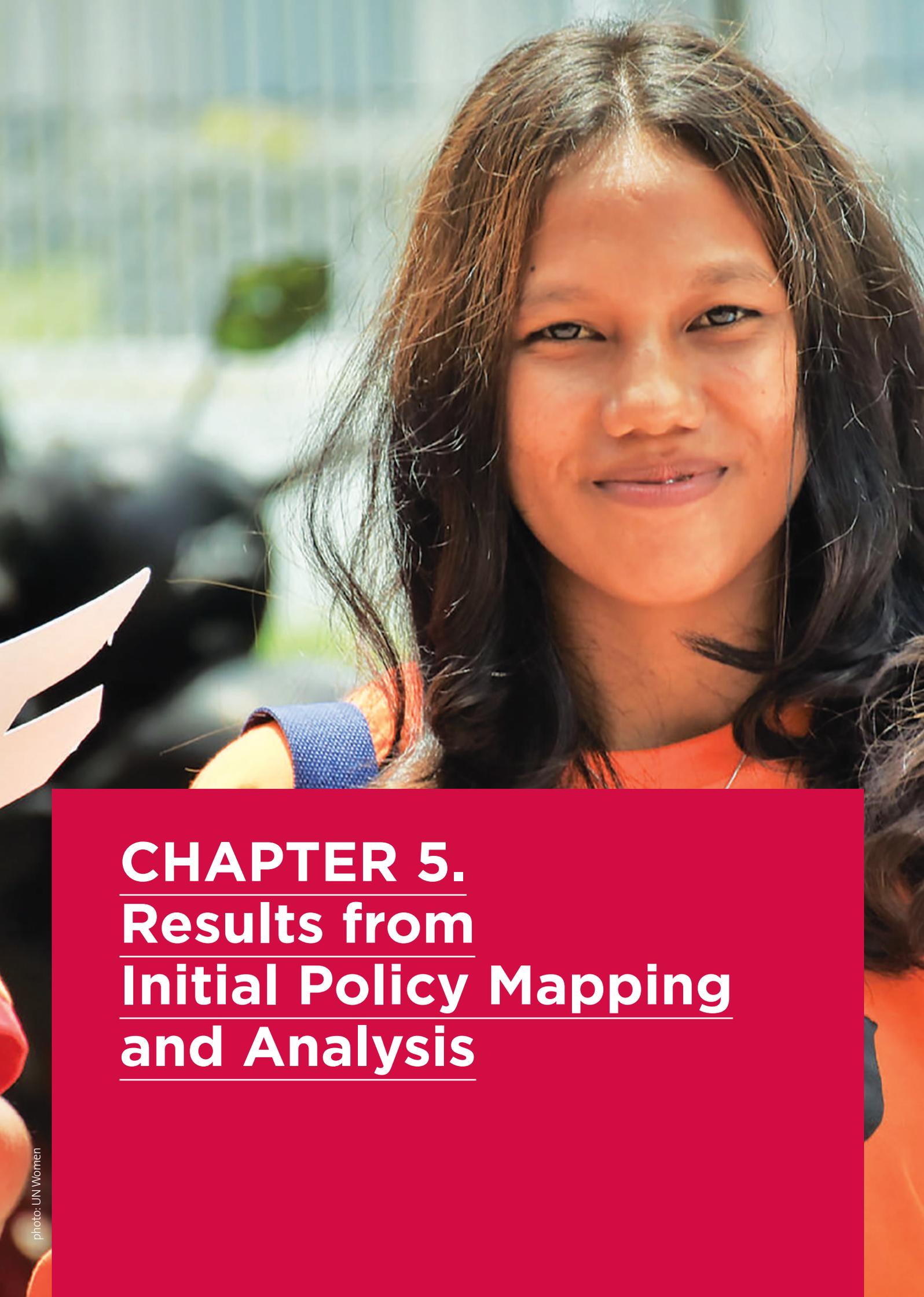
- UNW supported the Civil Service Commission to develop guidelines on SH in the workplace, which covers the entire public administration.
- The National Action Plan for GBV offers a specific programme and budget for GBV which involves collaborations with various line ministries.
- An initial mapping of relevant laws follows in the Chapter 5 on Results from Policy Mapping and Recommendations.

### **Some sexual harassment and sexual violence cases are resolved at the *suco* level, using customary processes (including a process called *Tarabandu*).**

- Customary laws are not codified and are complex, although there may be some documentation of decisions posted on bulletin boards within the community. They are based on local practices, oral tradition and have some common elements, but vary across communities.
- In some customary processes, the *suco* chief may impose sanctions in the form of fines. Although it is in contradiction to the Domestic Violence Law, examples were shared local authorities were asked to resolve an incident of domestic violence and a man may be asked to pay \$50 or \$100 to the family of his wife.
- Some NGO workers shared cases wherein a woman who has been raped was encouraged to marry her assailant. Such examples have been included in NGOs reports online
- Some studies, including one conducted as part on UNDP's Justice System Programme in Timor-Leste,<sup>35</sup> suggest the benefit of working with local social systems of justice rather than undermining them. In 2017, UN Women collaborated with the Ministry of Justice on a seminar on Gender-Responsive Alternative Dispute Resolution, in order to advance discussions on how working with these informal justice systems can benefit women's access to justice, and to establish concrete ways how to work with these existing social systems, while promoting gender equality and women's empowerment. UN Women has conducted research on the subject also offers initial ideas on some opportunities to engage in this area.
- This is an area for further study and will be part of the subsequent baseline analysis and intervention.

34. Specific programme actions regarding SEII are included in the Programme Recommendations chapter.

35. [http://www.tl.undp.org/content/dam/timorleste/docs/JSP%20docs/TL\\_JSP\\_LitReview%20DV\\_CL\\_FINALJan2011.pdf](http://www.tl.undp.org/content/dam/timorleste/docs/JSP%20docs/TL_JSP_LitReview%20DV_CL_FINALJan2011.pdf)



**CHAPTER 5.**  
**Results from**  
**Initial Policy Mapping**  
**and Analysis**



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This initial policy mapping is a starting point for deeper legal analysis and public consultations which will follow the Scoping phase. It will be an evolving document and the list below is not exhaustive, and rather identifies various

opportunities for raising public understanding of and using existing legislation and strengthening its implementation as part of efforts to address SH and SVAWG in public spaces.

	Legislation or Policy & Relevant Provision	Opportunity providing legal framework for Safe Cities	Implementation Gaps in addressing SH & SVAWG in public spaces
1	<p><b>Labour Code</b> Article 7 on Sexual Harassment</p>	<ul style="list-style-type: none"> <li>Inclusion of Sexual Harassment in Labour Code to protect workers</li> <li>Providing legislative framework for defining the offense along with the effect it has on the victim (i.e., the intent of the offender is not what matters but rather what the victim felt / was made to feel)</li> </ul> <p><i>“Sexual harassment is any unwanted conduct of a sexual nature that affects the dignity of women and men, or conduct that is considered verbally, non-verbally or physically offensive, such as touching or suggestive remarks, comments of a sexual nature, displaying pornography, requesting sexual favours, or other conduct which creates a work environment that is intimidating, hostile, humiliating and destabilising for the victim.” (Law No. 4/2012 Labor Code, 2012)</i></p> <ul style="list-style-type: none"> <li>Covers sexual harassment in private educational institutions (schools, training centres), or in health facilities.</li> <li>Article 6 under the Law is dedicated to equality (and non-discrimination) and offers legal protection against discriminatory hiring practices due to marital status.</li> <li>Under Article 99 on Penalties of the law, only violations of the rights of the child and infliction of forced labour, are highlighted to be reported to the Public Prosecutor’s office to determine civil and criminal responsibilities of those involved.</li> </ul>	<ul style="list-style-type: none"> <li>Limited awareness of public on acts considered to be sexual harassment as per the Code’s definition</li> <li>The need for greater awareness on the spectrum of “quid pro quo” types of harassment that the current definition covers (ex: offering or withholding reward such as promotion, professional favour, preferential treatment, in exchange for sexual gratification; it can also come in the form of threats and blackmail such as threat of being fired or demoted, etc.)</li> <li>Clarity on the extent to which public spaces around private institutions are covered</li> <li>Limited public reporting from SEFPOPE’s mediation and conciliation mechanism on sexual harassment disputes processed. Although prevalent reports of non-implementation or non-reporting of this provision: “The labour code prohibits sexual harassment in the work place, but such harassment reportedly was widespread. Relevant authorities processed no such cases during the year,” have been noted in US State Department Human Rights Reports (2016) and (2012).</li> <li>Despite Article 6 on non-discrimination, some reported that pregnant women did not receive maternity leave and other protections guaranteed by the Labour Code (United States Department of State, 2016).</li> <li>The Code does not specify in which cases of violations related to sexual harassment should a report be made to the Prosecutor, similar to the guidance on Article 99 related to violations of the rights of the child.</li> </ul>

	Legislation or Policy & Relevant Provision	Opportunity providing legal framework for Safe Cities	Implementation Gaps in addressing SH & SVAWG in public spaces
2	<p><b>Penal Code</b> (Decree Law 19/2009 Penal Code, 2009) -CH III CRIMES AGAINST PERSONAL LIBERTY, SECTION II SEXUAL AGGRESSION Articles 171-173; -CH III SECTION IV SEXUAL ABUSE Articles 170-180 for Rape</p>	<ul style="list-style-type: none"> <li>• Has provisions on rape and sexual abuse, especially of minors, as well as sexual exploitation and trafficking and relevant sexual acts. It ensures that criminal proceedings do not depend on a formal complaint from the victim</li> <li>• Provides legal framework for sanctions and to criminalise SH and SVAWG in the public space context. Specifically, Article 181: for Sexual Exhibitionism is a semi-public crime</li> </ul> <p><i>“Any person who publicly disturbs another person by committing acts of a sexual nature is punishable with up to 3 years’ imprisonment or a fine.</i></p> <p><i>Any person who, in the presence of others, practices vaginal, anal or oral coitus, against the will of the latter, even if this occurs in private, incurs the same penalty.”</i></p>	<ul style="list-style-type: none"> <li>• Greater public understanding of the spectrum of sexual acts criminalized by the Penal Code (ex: grabbing of genitals, masturbating on a restrained victim, etc).</li> <li>• Greater understanding of semi-public acts under the Penal Code, the differences in reporting for different types of acts and the link to other administrative measures (fines, etc.)</li> </ul>
3	Civil Service Guidelines on Sexual Harassment	<ul style="list-style-type: none"> <li>• Identifies forms of sexual harassment perpetrated by civil servants and responses to be taken by public administration to address and eliminate the issue.</li> <li>• Can provide a framework for other institutions to develop guidance related to workplace harassment.</li> </ul>	<ul style="list-style-type: none"> <li>• Only applies to civil servants, which doesn’t represent all people working in public spaces</li> </ul>
4	2010 Law Against Domestic Violence (Law No. 7/2010 Law on Domestic Violence, 2010) <a href="http://bit.ly/2xbYrFm">http://bit.ly/2xbYrFm</a>	<ul style="list-style-type: none"> <li>• Includes marital rape in definition of sexual violence.</li> <li>• Proactive provisions are included: ex: Article 11 demands Government to include topics relating to human rights in school curricula, particularly related to gender, including references to the importance of love, sexuality, and the principle of the negotiated settlement of conflicts.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater public understanding of what is covered by LADV and how it links to other legislation.</li> </ul>

	Legislation or Policy & Relevant Provision	Opportunity providing legal framework for Safe Cities	Implementation Gaps in addressing SH & SVAWG in public spaces
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**Additional Frameworks from CEDAW Recommendations, Universal Periodic Review and SDGs**

5	CEDAW Concluding observations (CEDAW, 2009)	<ul style="list-style-type: none"> <li>• Highlights vulnerability of girls to SH</li> <li>• Highlights SH and SV in public space, not just inside workplace or schools: <i>“The Committee is alarmed at the high level of girls who suffer sexual abuse and harassment of girls by teachers, as well as the high number of girls who suffer sexual harassment and violence while on their way to school.”</i></li> <li>• Recommendations to involve public education, media engagement as well as need for legislative actions: <i>“It calls on the State party to strengthen awareness-raising and training of school officials and students, sensitization of children through the media and the establishment of reporting and accountability mechanisms to ensure that perpetrators of sexual abuse and harassment are prosecuted. The Committee urges the State party to ensure that those responsible for the harassment or abuse of girls are prosecuted and punished in accordance with the severity of these crimes, that such abuse is viewed as a human rights violation and that girls are provided with support so that they can report such incidents.”</i></li> <li>• Highlights need to address customary laws being used to respond to SVAWG: <i>“It is further concerned that cases of violence against women are resolved through traditional methods, including mediation.”</i></li> </ul>	
6	CEDAW Concluding Observations 2015	<p>Reinforces the need for non-discriminatory legislation as well as safety in educational environments.</p> <p><b>“The Committee recommends that the State party:</b></p> <p>(a) Enact and implement a comprehensive law on gender equality and include in the Constitution or other appropriate legislation a definition of discrimination against women that encompasses both direct and indirect discrimination in the public and private spheres, in line with article 1 of the Convention;</p> <p><b>Under Education</b></p> <p>(a) Increase efforts to retain girls and young women at all levels of education, including by providing adequate and gender-sensitive sanitation facilities and safe transportation to and from schools, as well as safe educational environments free from discrimination and violence,…”</p> <p>(d) Develop comprehensive programmes on sexual and reproductive health and rights as a regular part of the school curriculum at all levels, providing girls and boys with adequate, age-appropriate information that includes a gender perspective and addresses issues of gender relations, unequal power in these relations, responsible sexual behaviour and the prevention of early pregnancy and sexually transmitted diseases;</p> <p>(e) Take measures to encourage women and girls to report sexual violence in educational institutions to the police, effectively implement the “Zero Tolerance” policy with respect to sexual violence and sexual harassment at school, and ensure that perpetrators, including teachers, are adequately punished;</p>	

	Legislation or Policy & Relevant Provision	Opportunity providing legal framework for Safe Cities	Implementation Gaps in addressing SH & SVAWG in public spaces
7	Sustainable Development Goals, 2015	<p>Safe public spaces are relevant to achieve SD Goals and Targets, including, but not limited to:</p> <p><b>Goal 4:</b> Target 4.a on educational facilities</p> <p><b>Goal 5:</b> Target 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres,</p> <p><b>Goal 8:</b> Target 8.8 Protect labour rights and promote safe and secure working environments for all workers,</p> <p><b>Goal 10:</b> Target 10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices</p> <p><b>Goal 9:</b> Target 9.1 Develop quality, reliable, sustainable and resilient infrastructure... to support economic development and human well-being, with a focus on affordable and equitable access for all</p> <p><b>Goal 11:</b> Make cities and human settlements inclusive, safe, resilient and sustainable</p> <p><b>Goal 16:</b> Target 16.1 Significantly reduce all forms of violence and related death rates everywhere</p>	
8	Universal Periodic Review 2016	<p>Recommendations included legislative measures to address gender-based violence, particularly against LGBTI persons, which include, among others:</p> <p><i>“A - 89.77 Develop and adopt legal and administrative measures to investigate and punish acts of discrimination, stigmatization and violence against lesbian, gay, bisexual, transgender and intersex persons”</i></p> <p><i>“A - 89.101 Strengthen the framework of protection of the rights of children, in particular by adopting legislative and programmatic measures to prevent and punish sexual abuse, exploitation and violence against them, as well as measures to facilitate access to legal assistance, and medical and psychological support to victims of these crimes”</i></p>	

## NEXT STEPS

Based on the Validation of the Scoping Study, UN Women will collaborate with the various partners identified in the Study to design an initial intervention covering the following areas of action to contribute a holistic approach to preventing and addressing sexual harassment and other forms of violence against women and girls in public spaces in Dili and potentially other parts of Timor-Leste. Building from the global evidence base, this intervention will include the following components:

### **Transforming Social Norms**

Raising public awareness on the issue, engaging young people, men and boys as change agents

### **Strengthening Laws and Policies**

Ensuring laws addressing the issue are in place and enforced them while supporting women to report as well as Regulating public transport and other public spaces (markets, parks, beaches) to address safety issues

### **Investing in safe and viable public spaces**

Developing infrastructure & integrating women's safety in urban development (planning, budgeting, accountability)

### **Generating evidence and working through partnerships**

Involving and strengthening capacities of diverse stake-holders for making Dili safer

## ANNEXES

List of Documents in Full Report (Documentation Report of Consultations and Interviews Conducted, Safe Cities Scoping Study Methodology, Women's Safety Audit Guide, Women's Safety Audit Recording Sheet, WHO Ethical and Safety Recommendations for researching Domestic Violence, Ethical Considerations in Researching Violence Against Women (from Chapter 2 of Researching Violence Against Women, PATH), SH Cases documented by international volunteer, SV Cases in 13 Municipalities and Log of Cases from VPU, SH Cases recorded by Belun, SV and Assault Cases recorded by Belun on EWER, Language Interpreters Standards and Ethical Principles-drafted for UN Women-TL Safe Cities.

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