

2002

# TIMELINE OF KEY GENDER RESPONSIVE BUDGETING MILESTONES IN TIMOR-LESTE

2019



Secretary of State for the  
Promotion of Equality (SEII)



# GENDER RESPONSIVE BUDGETING IN TIMOR-LESTE

Timor-Leste's commitment to achieving gender equality is reflected in its National Constitution and through the adoption of important legal and normative frameworks as a foundation to accelerate gender equality and women's empowerment. Since 2010, gender responsive budgeting (GRB) has been applied as a strategic policy approach to integrate gender perspectives into planning and budgeting processes. GRB refers to the process of conceiving, planning, allocating and executing resources, monitoring, analyzing and auditing budgets in a gender-responsive way. It involves analysis of actual Government allocations and expenditures on women and girls as compared to that on men and boys by integrating gender analysis into planning and budgeting processes. This can ensure the state's national and international commitments on gender equality are translated into action and does not mean splitting the budget 50% on women or solely increasing spending on programmes that target women's issues. A gender responsive budget ensures that the needs and interests of individuals with diverse identities (considering gender, age, abilities, geographic location, income, etc.) are addressed in expenditure and revenue policies.

Timor-Leste's GRB efforts were formally introduced through Parliament Resolution No.12/2010, but the foundations for the work were initiated as part of the country's establishment, with support from the UN. Within the Government, the national women's machinery (Secretary of State for Equality and Inclusion), the Prime Ministers' Office and Ministry of Finance have a central role to play in leading and driving GRB. Complementing government efforts, civil society organizations and academia have also contributed to actively support GRB across the planning and budget cycle, both national and local levels.

Over time, many partners have contributed to Timor-Leste's GRB efforts. UN Women (and formerly UNIFEM, has provided both technical and financial support to GRB leading actors to strengthen national capacities and facilitate dialogue and collaboration across government institutions and non-governmental organizations, as well as with oversight bodies, such as the National Parliament. Within the UN family, UNDP and UNICEF have also collaborated. Donors who have contributed to these efforts include the Governments of Australia (including via its Governance for Development initiative), Ireland (Irish Aid), Norway and the European Union.

The women's network Rede Feto and its members, particularly Fokupers and Aloia Foundation, play important roles in coordinating and mobilizing civil society organizations to actively engage and advocate with National Parliament and government ministries for resource allocations related to gender equality. As a result, since 2010, civil society organizations with the support of UN Women, have conducted a series of budget analyses annually, providing analysis on state annual plans and budgets. As a GRB Working Group, they have made 9 submissions to the National Parliament. In recent years, international NGOs in Timor-Leste have also supported efforts with national civil society towards more inclusive budgeting.

Given the increasing interest and recognition of Timor-Leste's GRB efforts as a good practice for other countries making an investment in public finance management reforms, the following timeline highlights the importance of investing in nationally-owned, incremental and institutionalized approaches to GRB, which is essential to have a meaningful impact on the lives of women and girls.

# GOOD PRACTICES



## A strong legislative foundation:

- Inclusion of gender equality in the Constitution of Timor-Leste (art. 16 and 17).
- Parliamentary Resolution adopted in 2010.
- Resolution on Gender Working Groups (GWGs) that requires Chair at the director level for stronger decision-making.<sup>1</sup>
- Gender mainstreamed in Programme Budgeting Roadmap and GRB Policy Note adopted to guide the implementation.



## Commitment at the highest level:

Office of Prime Minister requires line ministries to integrate gender in Annual Action Plans.



**Institutional mechanisms and structures** with a mandate to coordinate and monitor implementation of gender equality commitments are in place from highest level and across sectors.



## An empowered Women's Machinery (SEII)

has maintained advocacy and support to establishment of gender mainstreaming policies and capacities at institutional level over time.



## Parliamentary dialogue with civil society

on State Budget allocations involves women's organizations and other community actors.



## Active civil society engagement and use of GRB for advocacy:

Women's advocates, led by Fokupers (Rede Feto member) and other women's groups used the momentum gained through GRB work to demand resource allocation for responsible ministries and secretaries of state to implement the Law against Domestic Violence (LADV). The LADV Advocacy Working Group later became a GRB Working Group and expanded members. Civil society organizations used GRB to urge key ministries to allocate resources for the implementation of the LADV and the GRB Working Group/ Inclusive Budgeting Group to monitor budgets and implementation of gender equality commitments.



## Gender Responsive Budgeting is integrated into the National State Budgeting and planning process and systems:

Gender requirements are specific in the Budget Circular, the budget preparation, the budget review process, budget monitoring and budget reporting. GRB tools (gender marker and earmarked programmes on gender equality) are integrated in the on-line programme budgeting system (*Dalan Ba Futuru*)

## Government reports on budget

**execution:** via trimestral and annual reports which include analysis on gender and child rights since 2017. **Gender equality monitoring frameworks and progress reports** developed for various gender policies and international commitments.





**Sustained capacity development for Government and CSO** actors on gender-responsive planning and budgeting, including material for introduction to GRB in civil servant induction training.

1. Gender-Responsive Budget in Timor-Leste: Documentation & Assessment of Capacity in SEPI, Lime Ministries & Non-Governmental Organization, 2012, UN Women


# GRB IN NUMBERS

**4**   
Gender Budget  
Statements developed  
(2008, 2009, 2010, 2019)

**4**   
CSO GRB Working Group  
Submissions of Gender Budget  
Analyses to the National Parliament  
(2011, 2015, 2016, 2018)

**8**   
institutions access technical  
support to integrate gender  
commitments into Annual  
Action Plans and budgets (2016)

**16**   
civil society organizations  
actively involved in  
gender analysis of State  
Budget and monitoring  
of implementation

**61%**   
of institutional budgets  
(22 out of 36 government  
agencies) integrate gender  
indicators to measure  
implementation of gender  
equality commitments (2016)

**600+**   
government, civil society and  
oversight actors (members of  
Parliament and staff) exposed  
to GRB concepts and linkages  
with rights of the child, youth,  
LGBTI persons and persons with  
disabilities since 2010

## GRB TIMELINE

### 2000 — 2003 LAYING THE FOUNDATION

#### 2000 — 2002

- **Laying the Foundations: gender equality is introduced into the nation building agenda.**
- Gender mainstreaming as a policy approach facilitates future gender-responsive budgeting work<sup>2</sup>.

#### 2003

- **Creation of the Office for the Promotion of Equality (OPE)<sup>3</sup> to provide policy advice on gender equality within the Prime Minister's Office, including on gender mainstreaming in legislation, policy and programmes<sup>4</sup> and establishment of Gender Focal Points across line ministries and districts<sup>5</sup>.**
- **Ratification of the Convention on the elimination of all forms of discrimination against women (CEDAW) and Optional Protocol**

2. Gender-Responsive Budget in Timor-Leste: Documentation & Assessment of Capacity in SEPI, Line Ministries & NGOs, UN Women (2012).

3. In 2008, this office was named the Secretariat for the Promotion of Equality (SEPI), in 2015 it was renamed the Secretariat for Support and Socio-Economical Promotion of Women (SEM). As of 2019, it is referred to as the Secretariat for equality and inclusion (SEII)

4. UN Women (2012)

5. This continued work initiated by the UNTATET (Gender Affairs Unit), such as the review of legislation and building capacity of line ministries to incorporate gender into Annual Action Plans

## 2003 – 2011

### ESTABLISHING INSTITUTIONAL MECHANISMS AND STRUCTURES

#### 2008

- Establishment of the Secretary of State for Gender Equality (SEPI) (Decree-Law No.16/2008) as the main government body responsible for the design, execution, coordination and assessment of policy for the promotion of gender equality.<sup>6</sup>
- State Budget books include Gender Budget Statements<sup>8</sup> that summarize efforts on gender mainstreaming and budgeting
- Establishment of the Parliament Gender Resource Centre (GRC) now Centro Promoção Promoção da Igualdade de Gênero (CEPIG)<sup>7</sup> to ensure that gender is integrated in the legislation and budgeting

#### 2010

- **Parliamentary Resolution on GRB (Resolution No.12/2010)**  
The resolution provides a legal framework for the introduction of GRB and further provides a mandate to Parliament, and the Government to promote gender equality through gender responsive planning, and budgeting
- **Adoption of the Law against Domestic Violence (Law no. 7/2010)**  
National Parliament allocated budget for MSS to provide support to shelters of gender-based violence survivors and the Secretary State for Security to purchase vehicles for the Vulnerable Police Unit in 2011 State Budget

#### 2011

- **Timor-Leste Strategic Development Plan 2011-2030 identifies gender equality as a development priority for Timor-Leste**
- **Gender Working Groups established (Law 7/2011)** in each ministry and state secretariat, as well as at district level, to strengthen and improve its efficiency and guarantee the integration of gender perspectives in the development of government strategies, policies, programmes and legislations<sup>9</sup>.
- **Letter from Prime Minister to all ministries with the 2012 fiscal envelope explicitly states that ministries should reflect GRB in their Annual Action Plans**
- **First civil society GRB Working Group (12 NGOs) submission to National Parliament of its analysis on 2012 State Planning and Budget.** The Group's letter to Parliament advocated for enhanced allocation of resources (in 2012 State Budget) for implementation of the Law against Domestic Violence
- **MSS and ME allocate budget for gender equality commitments in 2012 State Budget<sup>10</sup>.**

6. This included *SEPI Gender-Mainstreaming Pilot Programmes* in four sectors: agriculture, education, health, and justice (Gender-Responsive Budget in Timor-Leste: Documentation & Assessment of Capacity in SEPI, Lime Ministries & Non-Governmental Organization, 2012, UN Women)

7. With mandate to: provide sensitization on gender and gender-related issues for all Parliamentarians – women and men; provide neutral and non-partisan knowledge on gender mainstreaming for all members (women and men) to pursue a common gender equality agenda; serve as a Centre of knowledge and information regarding gender equality and women's empowerment in Parliament through building networks with relevant stakeholders in government, civil society and the academia

8. Timor-Leste, Ministry of Finance Book 1 for 2008, 2009, 2010

9. <http://easttimorlegal.blogspot.com/2011/04/tlgov-council-of-ministers-meeting-of.html>

10. MSS earmarked resources to renovate a shelter in Tibar and to create the SOP for MSS to provide assistance to the victims of domestic violence and other gender based violence and to socialize the Law against Domestic Violence. MoE started introducing gender materials in the school (MDG programme, Final Report to the Government of Spain)

## 2012 – 2015

### STRENGTHENING CAPACITIES AND SYSTEMS

#### 2012

- SEPI leads development and adoption of **First National Action Plan on Gender-Based Violence (NAP- GBV)** as Timor-Leste’s multi-sectoral strategy to implement the LADV.
- **Government and CSOs apply GRB for costing and developing an M&E framework of the NAP-GBV**
- **Ministry of Finance includes SEPI as a member of the Budget Review Committee**

#### 2013

- **State Budget Circular requires line ministries to allocate funding for implementation of gender commitments.**
- **Development of GRB Tools for Ministerial Annual Action Plans (AAP).** General checklists

for all line ministries (2013-2014) and specific checklists for 10-line ministries developed (2015-2016) to support sector-specific allocation of resources for existing gender equality commitments and gender analysis of plans and budgets by SEPI and Women’s Parliamentary Caucus.

#### 2015

- **Ministry of Social Solidarity study on estimated costs of providing essential services for survivors** of gender-based violence, based on commitments in the NAP GBV
- **Budget Books include sex-disaggregated data for civil servants per government institution.**
- **Declaration of Maubisse endorsed by 15 institutions** as an inter-ministerial declaration on rural women’s economic empowerment, and highlights gender equality priorities for investment through Annual Action Plans and Budgets.
- **MoF and PMO recognize GRB as part of Public Finance Management Reform and transition to programme budgeting.**
- **First time Rede Feto, on behalf of GRB Working Group (16 civil society organizations),** is invited to present analysis of State Budget to National Parliament Committee on State Budget.
- **The Prime Minister’s Office creates the Unit of planning, Monitoring and Evaluation (UPMA) by Decree law 22/ 2015** to guarantee results of planning, budgeting, monitoring and evaluation and initial exploration of GRB into programme budgeting

## 2016 – 2019

### WORKING TOWARDS INSTITUTIONALIZATION

#### 2016

- **Approval of Timor-Leste’s first NAP on the United National Resolution 1325 (2000) on Women, Peace, and Security,** including an M&E framework, led by the **Ministry of Interior**
- **Approval of the Decree Law 3/2016 on Municipal Administration** which requires each municipality to integrate gender equality into municipal planning, implementation and monitoring process (Art 74., Art 85. and Art 121.)
- **Budget on gender equality is earmarked** in the Government’s financial system, facilitating tracking of government planning and budgeting related to implementation of existing gender equality commitments
- **GRB is presented for the first time in the MoF and PMO state annual planning and budgeting workshop “Yellow Road”** on the country’s macro-economic situation and fiscal envelope. **SEM requests MoF and PMO to include gender as a 2017 budget priority**
- **Rede Feto develops a monitoring framework for tracking progress against the 2015 CEDAW Concluding Observations**
- **GRB Working Group Analysis of the 2017 Draft State Budget** successfully advocates with the Women’s Parliamentary Caucus for changes in the 2017 State Budget through Parliament to increase allocation for hospital safe spaces for survivors of violence.
- **In 2016, Government allocates USD 47 Million for gender equality and executes USD 33.3 Million (including funding for women-headed and poor households -Bolsa de Mae and elderly pensions)**

**2017**

- **Mainstreaming of gender in the Public Finance Management (PFM) Roadmap and Program Budgeting Guidelines. This included Programme budgeting guidelines integrated gender:** Prime Minister's Office (PMO) mandated all line ministries to integrate at least one programme in their Annual Action Plans for implementation of existing gender commitments and policies. The PMO requested GRB to be implemented and mainstreamed in the PFM Roadmap. Programme Budgeting Gender guidelines, a Gender Marker for use by all government institutions in the 2018 State Budget, Gender-sensitive Indicators, and a draft Gender-aware Medium-Term Expenditure Framework Policy were also developed during this period.
- **SEM lead's development and launch of the Second National Action Plan on Gender-based Violence (NAP GBV) (2017-2019),** with an M&E framework and budget estimation based on a costing exercise.
- **Adoption of Government Resolution 34/2017 on the coordination and monitoring entity of the on NAP GBV** to strengthen implementation of the Plan using gender responsive planning and budgeting
- **Adoption of Government Resolution 35/2017 on the Gender Working Groups (GWG)** for improved gender mainstreaming mechanisms by designating the highest-level municipal public servants as GWG members, led by the Municipal President, with expanded responsibility for mainstreaming gender into policies, budgets and plans.
- **Government Programme Budgeting structures of the financial and monitoring system integrated gender-specific programmes, sub-programmes and indicators to ensure incorporation of gender commitments into plans.**
- **SEM and UPMA for first time analyzed and reported on expenditure versus actual allocations to gender equality commitments**

**2018**

- **SEIGIS and UPMA conduct analysis of expenditures versus resources allocated for gender equality in 2017 and 2018**
- **Public Finance Management Working Group Adopt GRB Policy Note**
- **Gender Budget Statement for 2019 Annual Action Plan** mentions the allocation of \$1.17 million to promote gender equality, \$138.59 million to reduce gender inequality and \$ 1.04 million for the empowerment of women and girls.
- **Inclusive Budgeting Working Group submitted analysis on 2019 State Budget to National Parliament** and invited to public hearing with Committee C, Committee F and GMPTL of National Parliament

**2019**

- **First time State Budget books include Gender Marker using the OECD methodology in State Budget**
- **Capacity development on gender analysis and GRB, inclusive budgeting for the rights of persons with disabilities reaches over 200 people, representing organizations of persons with disabilities (via Timor-Leste Disability Association),** dialogue with Parliamentarians, Inclusive Budgeting Working Group, Gender Focal Points from line ministries and Parliament staff.<sup>11</sup>

11. This was supported by Timor-Leste Disability Association, UN Women through the UN Partnership for the Rights of Persons with Disabilities and Oxfam.



Secretary of State for the  
Promotion of Equality (SEI)

United Nations Entity for Gender Equality  
and the Empowerment of Women