#### Women Participation in Timor-Leste

2009 Community Elections



















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"Further to the non-discrimination clauses and an undertaking by the State to promote equality between men and women, the Timorese Constitution also states that women and men's full participation is an essential instrument of democracy".

#### Preamble

Timor-Leste is a country in transition from almost 450 years of colonial rule to self-government, following a recent past of military occupation and armed conflict through a transition under the UN administration to independence. The country has had a strong tradition of community power structure and decision-making process albeit with almost complete absence of women participation. Traditionally, the political, ritual and conflict mediation power in communities has been mainly the domain of men.

Yet women actively participated in the resistance and independence movement of the people of Timor-Leste. Some fought alongside the men, or provided food for the fighters. Others carried strategic information among guerrilla groups and political leaders, or set up women's committees in the resistance. Many led evacuations to keep the children, women and elderly out of harm's way.

Further to the non-discrimination clauses and an undertaking by the State to promote equality between men and women, the Timorese Constitution also states that women and men's full participation is an essential feature of democracy.

To fast-track women participation in decision making, the National Parliament and the Government adopted affirmative action policies in the recent community elections through the special reservation of seats for women resulting in a large number of women elected in the village councils.

With this booklet STAE and UNDP draw attention on some aspects of women participation in the 2009 electoral processes and, by this, encourage them to participate with dignity and respect in future decision making activities.

This booklet is being reprinted in 1000 copies in the Portuguese language, within the Project in Support of Electoral Cycles 2010-2012 in the PALOP and Timor Leste (PRO Palop/TL). This will allow to disseminate and make available an important best practice when it comes to women's participation in an electoral process. The PRO PALOP TL project will support similar initiatives in all the PALOP countries and Timor-Leste.

Tomas do Rosario Cabral

Dili, June 2010

"State Parties shall take appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right:

- a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;
- b) To participate in the formulation of government policy and the implementation there of and to hold public office and perform all public functions at all levels of government.

[...]"

— Article 7 CEDAW (1979)

#### Background

Historically, as democracies emerged across the world, the participation of women in politics has been low. In many countries, women had to fight to win the right to vote, or to run for public office, until as recently as two decades ago. Even then, the participation of women in decision-making bodies remained low, and the increases in the rate of women representation slow. Special temporary measures, such as electoral quotas for women, had to be installed in order to fast track the equal enjoyment of women and men of their political rights.

It was the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which came into force in 1979, that paved the way for more positive actions by the State to address gender imbalance in decision-making. Electoral quotas were sanctioned through national constitutions or legislations, such as voluntary inclusion of women in electoral lists of political parties or compulsory reservation for women of a number of seats in national parliaments. Since 16 April 2003, Timor-Leste ratified CEDAW without reservations and became a State Party. Mandated by CEDAW, temporary special measures were meant to address the historical and cultural roots of gender inequality, and remove other obstacles that keep women from participating in politics on a basis of equality with men.

In the context of 2009 Community Elections, seats were reserved for women and youth in the suco councils under the Community Leaderships and Their Election Law No.3/2009. Article 5/2 provided that each Suco Council shall have two (2) seats reserved for women and another two (2) seats for youth, of which one is male and the other female. The position of the Suco Chief, Aldea Chief and Community Elder may be contested by either males or females.

2009 Community Elections
Results – Males and Females
Elected as Community
Councils Members

The aggregate number of members in the Suco Councils equals 4,877, of which 1,379 are females and 3,498 are males.

Chart: Total female members of suco councils compared to total members, 2009 Community Elections

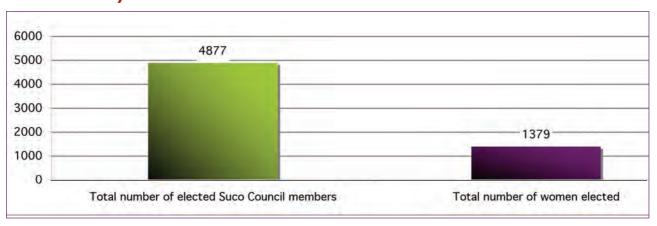
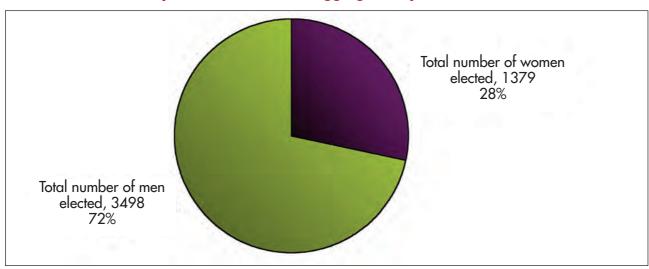


Chart: 2009 Community elections results, disaggregated by sex







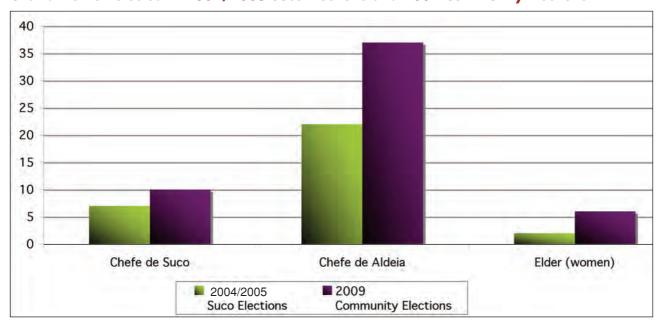
### Women in the 2004/2005 and 2009 Suco/ Community Elections

The table compares the recent two community/suco elections in terms of number of women elected to community leadership positions, which are opened to be contested by either sex. While the rates of increase are significant, with as much as 200 % increase in the number of women voted for the position of Elder in the Suco Council, the absolute number of women remains low. There are only 10 women Chefe de Sucos (Suco Chiefs) out of the 442. Women constitute only 2 % of all Chefes de Suco in Timor-Leste.

Table: Number of women elected for community authorities, 2004/2005 and 2009 Elections

Comparison	of Women Elected for Commun	ity Authorities
	2004/2005 Suco Elections	2009 Community Elections
Chefe de Suco	7	10
Chefe de Aldeia	22	37
Elder (women)	2	6
Total	31	53

Chart: Women elected in 2004/2005 Suco Elections and 2009 Community Elections







"Assess and support the effective performance of the women representatives in the Suco Councils and putting forward the women agenda"

Declaration from the 3rd Women Congress Dili, 2008

Table: List of women elected for Chefe de Sucos in 2009 Community Elections

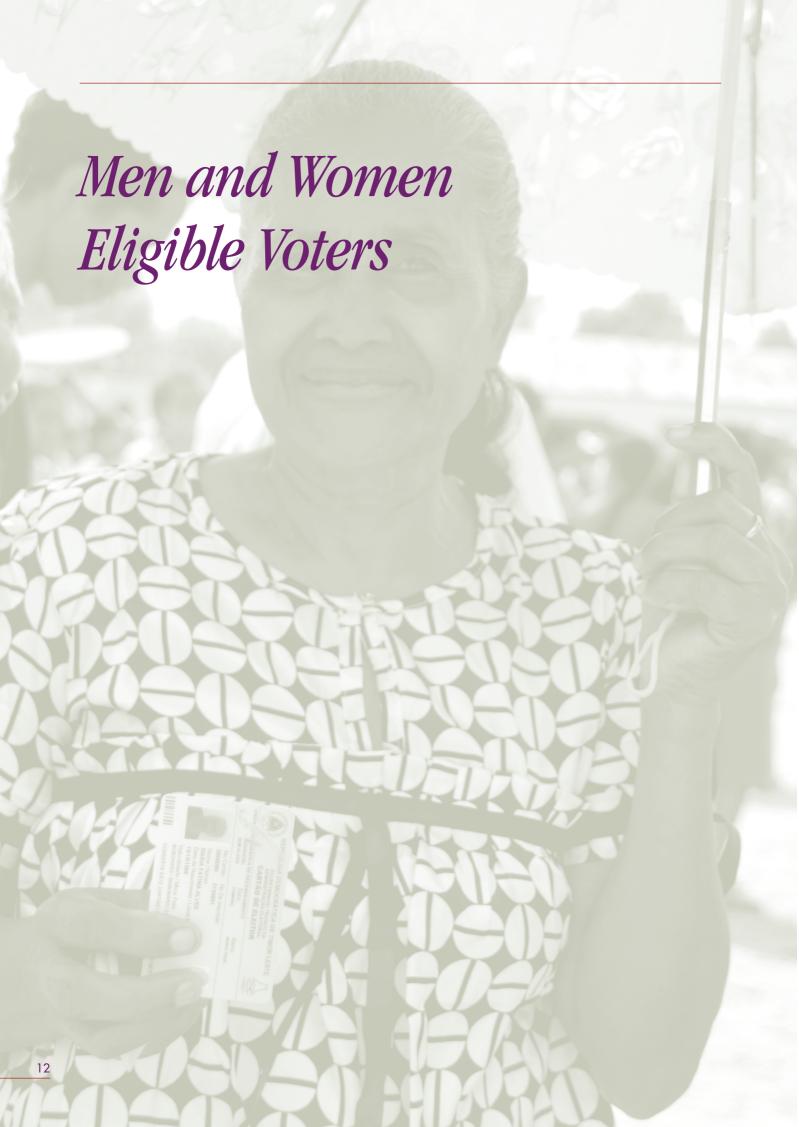
Name	District	Sub-District	Suco
Filomena Soares	Aileu	Liquidoi	Fahisoi
Terezinha de Deus dos Reis	Ваисаи	Ваисаи	Bucoli
Maria Lidia de Jesus Belo	Ваисаи	Ваисаи	Gariuai
Francisca Monica de F. Soares	Ваисаи	Laga	Soba
Maria do Carmo de'Sa	Ваисаи	Baucau	Triloca
Maria Soares de Jesus Rosa	Bobonaro	Maliana	Ritabou
Maria Fatima	Covalima	Tilomar	Maudemo
Cristalina Quintao	Ermera	Railaco	Railaco Leten
Rita Monteiro	Viqueque	Ossu	Liaruca
Joana M.Fonceca Pinto	Viqueque	Uatucarbau	Afaloicai











In total, there are slightly more male than female eligible voters in Timor-Leste, with female constituting almost 49% of the total eligible voters of 589,694. In five of the thirteen districts, however, there were slightly more female than male voters, in particular in the districts of Bobonaro, Covalima, Lautem, Oecusse and Viqueque.

Table: Number of eligible voters, disaggregated by district and by sex, 2009 Community Elections

District	To Management 1	Eligible Voters					
	Number of Sucos	Male	Male (%)	Female	Female (%)	Total of Voters	
AILEU	31	12042	52.56	10867	47.44	22909	
AINARO	21	15827	50.56	15476	49.44	31303	
BAUCAU	59	35013	50.15	34806	49.85	69819	
BOBONARO	50	26207	49.35	26899	50.65	53106	
COVALIMA	30	15910	49.70	16103	50.30	32013	
DILI	31	59972	54.34	50400	45.66	110372	
ERMERA	52	32169	51.07	30823	48.93	62992	
LAUTÉM	34	17248	48.49	18319	51.51	35567	
LIQUIÇÁ	23	19026	50.99	18288	49.01	37314	
MANATUTO	29	12643	50.66	12314	49.34	24957	
MANUFAHI	29	14524	51.66	13590	48.34	28114	
OECUSSE	18	18416	49.65	18675	50.35	37091	
VIQUEQUE	35	21833	49.47	22304	50.53	44137	
TOTAL	442	300830	51.01	288864	48.99	589694	

Chart: Eligible voters by district, disaggregated by sex, 2009 community elections

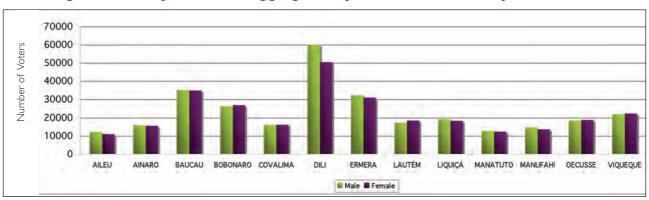
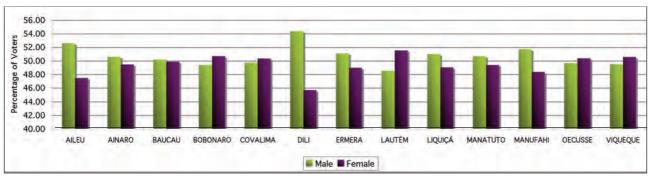


Chart: Percentage of eligible voters, disaggregated by district and by sex, 2009 Community Elections

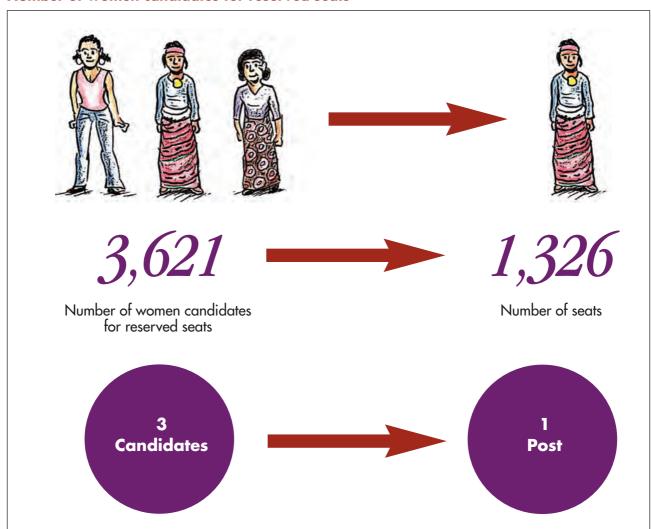


These charts compare the proportion of male and female among eligible voters per district, as of October 2009. The highest share by females among eligible voters is in Lautém district (51.51%) and Bobonaro district (50.65%). Dili is the district with the highest proportion of male eligible voters (54.34%), followed by the district of Aileu (52.56%).

# 2009 Community Elections Candidates Lists Electoral Quota

STAE and CNE adopted a gender policy that promoted women participation in the electoral process as voters and as candidates. Based on the provisions of the Community Leaderships and their Election Law No.3/2009, Art 5/2, three posts in each Suco Council were reserved for women representing a total of 1326 seats in the 442 sucos. In average three female candidates competed for each reserved post. From the total, 884 seats were reserved for women council members and 442 for young females (Law 3/2009, Art.5: "For the purposes of this law, "young" shall mean anyone who, on the election day, is between seventeen and thirty years old").

#### Number of women candidates for reserved seats



#### 2009 Community Elections — STAE Staff Data Disaggregated by Sex

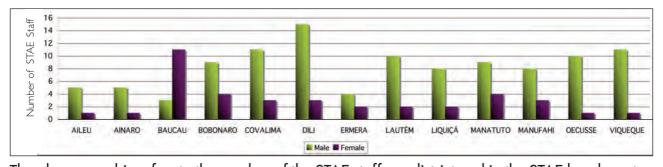


STAE is responsible for the administration, operation and logistics of the elections, including voter registration and education. STAE falls under the jurisdiction of the Ministry of State Administration and Territorial Management. During the 2009 Community Elections, the Technical Secretariat for Electoral Administration (STAE) recruited staff to coordinate, operate and implement all STAE's work before, during and after Election Day. Of the total number of 229 staff, 60 were women, or 26% of total. The highest number and proportion of female staff was in Baucau District, where 11 of the 14 staff were women. STAE's headquarter had the highest number of female staff at 22 out of the total of 83.

Table: Number and percentage of STAE electoral staff, disaggregated by district and by sex, 2009 Community Elections

LOCAL CO.	STAE Staff					
District	Male	Male (%)	Female	Female (%)	Total	
AILEU	5	83.33	1	16.67	6	
AINARO	5	83.33	1	16.67	6	
BAUCAU	3	21.43	11	78.57	14	
BOBONARO	9	69.23	4	30.77	13	
COVALIMA	11	78.57	3	21.43	14	
DILI	15	83.33	3	16.67	18	
ERMERA	4	66.67	2	33.33	6	
LAUTÉM	10	83.33	2	16.67	12	
LIQUIÇÁ	8	80.00	2	20.00	10	
MANATUTO	9	69.23	4	30.77	13	
MANUFAHI	8	72.73	3	27.27	11	
OECUSSE	10	90.91	1	9.09	11	
VIQUEQUE	11	91.67	1	8.33	12	
STAE HQ	61	73.49	22	26.51	83	
TOTAL	169	73.80	60	26.20	229	

Chart: STAE staff disaggregated by district and by sex, 2009 Community Elections



The above graphic refers to the number of the STAE staff per district and in the STAE headquarter, disaggregated by sex.





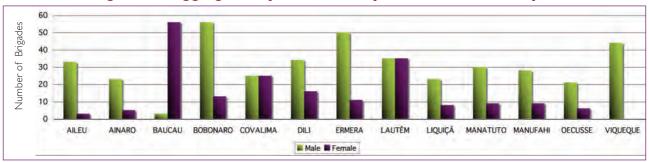
### 2009 Community Elections – STAE Brigades Data Disaggregated by Sex

Brigades were temporary staff recruited and trained by STAE to perform specific duties and provide support to election officials in polling centers and stations. Women constituted 33% of the STAE brigades for the 2009 Suco Elections. From a total number of 601 brigades, 196 were women and 405 were men. The highest number of female brigades is in Baucau District (56). Bobonaro and Ermera Districts registered the highest number of male brigades.

Table: STAE brigades, disaggregated by district and by sex, 2009 Community Elections

N. William	Brigades					
District	Male	Male (%)	Female	Female (%)	Total	
AILEU	33	91.67	3	8.33	36	
AINARO	23	82.14	.5	17.86	28	
BAUCAU	3	5.08	56	94.92	59	
BOBONARO	56	81.16	13	18.84	69	
COVALIMA	25	50.00	25	50.00	50	
DILI	34	68.00	16	32.00	50	
ERMERA	50	81.97	11	18.03	61	
LAUTÉM	35	50.00	35	50.00	70	
LIQUIÇÁ	23	74.19	8	25.81	31	
MANATUTO	30	76.92	9	23.08	39	
MANUFAHI	28	75.68	9	24.32	37	
OECUSSE	21	77.78	6	22.22	39 37 27	
VIQUEQUE	44	100.00	0	0.00	44	
TOTAL	405	67.39	196	32.61	601	

Chart: STAE brigades disaggregated by district and by sex, 2009 Community Elections



The chart above refers to the number of brigades per district. It illustrates clearly that Baucau employed so many more women than men, while Viqueque employed no woman brigade. In Lautém, there was equal number of male and female brigades at 35 each.





### 2009 Community Elections — STAE Polling Staff Data, Disaggregated by Sex

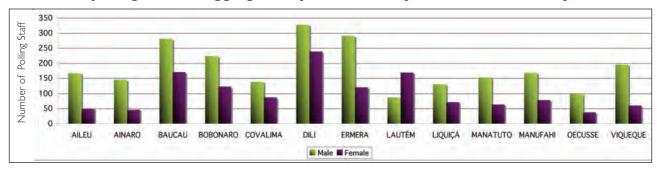
Polling staff are electoral officers who work in polling stations, or the place where voters cast their ballots in elections. They are selected, recruited and trained by STAE to work in the polling stations on election day. During the 2009 Suco Elections, each polling station had 5 officers (presiding officer; identification officer; ballot paper issuer; ballot box controller; queue controller) and they were responsible for the organization of the voting process.

Table: STAE polling staff, disaggregated by district and by sex, 2009 Community Elections

District	Polling Staff					
	Male	Male (%)	Female	Female (%)	Total	
AILEU	166	77.21	49	22.79	215	
AINARO	144	75.79	46	24.21	190	
BAUCAU	280	62.22	170	37.78	450	
BOBONARO	223	64.64	122	35.36	345	
COVALIMA	138	61.33	87	38.67	225	
DILI	327	57.88	238	42.12	565	
ERMERA	290	70,73	120	29.27	410	
LAUTÉM	87	34.12	168	65.88	255	
LIQUIÇÁ	129	64.50	71	35.50	200	
MANATUTO	152	70.70	63	29.30	215	
MANUFAHI	167	68.16	78	31.84	245	
OECUSSE	98	72,59	37	27.41	135	
VIQUEQUE	195	76.47	60	23.53	255	
TOTAL	2396	64.67	1309	35.33	3705	

From a total number of 3705 polling staff, 1309 were women (35.3%). The number of female polling staff was the highest (238) in Dili District. Dili and Ermera Districts registered the highest number of male polling staff.

Table: STAE polling staff, disaggregated by district and by sex, 2009 Community Elections



This chart illustrates graphically that in all districts, except Lautem District, there were more male than female polling staff working in the polling stations on election day.







## 2009 Community Elections - CNE Commissioners

The CNE is an electoral management body created in 2007. The Law of Electoral Administration Bodies of December 2006 makes the CNE a permanent and independent body, with its own budget. The CNE is mandated to approve regulations and codes of conduct. It is tasked with ensuring equal opportunities and freedom of propaganda for candidates during the campaign. It is for the CNE to examine and certify candidates lists for the elections, and to receive complaints that are not resolved to the complainant's satisfaction by STAE. CNE may notify the public prosecutor of any electoral offences, and it is their task to prepare preliminary results to submit to the Court of Appeal for the declaration of final results.

The CNE consists of 15 commissioners: three appointed by the President of the Republic, three elected by the National Parliament, three appointed by the government (of the foregoing, at least one from each group must be a woman), one judge elected by the judges, one public prosecutor elected by the prosecutors, one public defender elected by the defenders, and three representatives of civil society, including one from the Catholic Church, one from other religions, and one from women's organizations. Their terms last six years, and are renewable once.

#### Table: Current composition of the CNE

	Name	Postition
1.	Faustino Cardoso Gomes	Chairman
2.	Alcino Baris	Commissioner
3.	Joana Maria Dulce Vitor	Commissioner
4.	Maria Angelina Lopes Sarmento	Commissioner
5.	Jose Agostinho da Costa Belo	Commissioner
6.	Silvester Xavier Sufa	Commissioner
7.	Lucas de Sousa	Commissioner
8.	Teresinha Maria Noronha Cardoso	Commissioner
9.	Tome Xavier Jeronimo	Commissioner
10.	Deolindo dos Santos	Commissioner
11.	Vicente Fernandes e Brito	Commissioner
12.	Sergio de Jesus Fernandes da Costa Hornai	Commissioner
13.	Pe. Martinho Germano da Silva Gusmao	Commissioner
14.	Arif Abdullah Sagran M.Si.	Commissioner
15.	Manuela de Leong Pereira	Commissioner
		(Nominated by the women CSOs)

In the current composition of CNE, four commissioners are female representing 27% of the total.

## 2009 Community Elections – CNE Staff Data Disaggregated by Sex



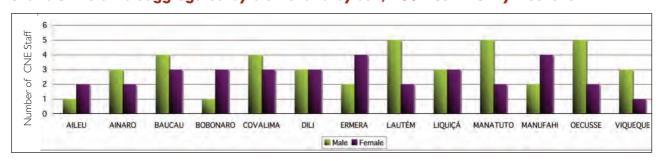
During the 2009 Community Elections, the National Commission on Elections (CNE) recruited staff to support CNE activities, especially monitoring and supervising all the electoral processes. CNE is responsible to ensure transparency and fairness of electoral processes.

Table: CNE district staff, disaggregated by district and by sex, 2009 Community Elections

A Track	CNE District Staff					
District	Male	Male (%)	Female	Female (%)	Total	
AILEU	1	33.33%	2	66.67%	3	
AINARO	3	60.00%	2	40.00%	- 5	
BAUCAU	4	57.14%	3	42.86%	7	
BOBONARO	1	25.00%	3	75.00%	4	
COVALIMA	4	57.14%	3	42.86%	7	
DILI	3	50.00%	3	50,00%	6	
ERMERA	2	33.33%	4	66.67%	6	
LAUTÉM	5	71.43%	2	28.57%	7	
LIQUIÇÁ	3	50.00%	3	50.00%	6	
MANATUTO	5	71.43%	2	28.57%	7	
MANUFAHI	2	33.33%	4	66.67%	6	
OECUSSE	5	71.43%	2	28.57%	7	
VIQUEQUE	3	75.00%	1	25.00%	4	
TOTAL	41	54.67%	34	45.33%	75	

Of the total number of 75 staff working for Suco Elections at CNE, 34 were women (45%). There were more female than male staff in Bobonaro (75%), Aileu (67%), Ermera (67%) and Manufahi District (67%). Ainaro, Baucau, Covalima, Lautém, Manatuto, Oecusse and Viqueque Districts had more male staff than female.

Chart: CNE staff disaggregated by district and by sex, 2009 Community Elections



The above graphic refers to the number of the CNE staff per district, disaggregated by sex.





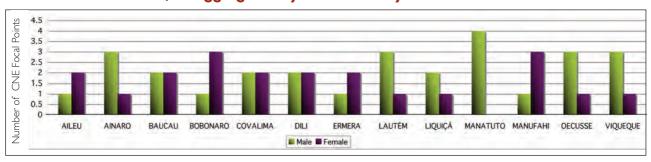
## 2009 Community Elections — CNE Focal Points Data, Disaggregated by Sex

CNE recruited and trained Focal Points to perform specific duties as monitors and supervisors of all the electoral processes during the 2009 Community Elections. From a total number of 49 Focal Points working for the mentioned elections, 21 were women. Bobonaro and Manufahi Districts had 3 female Focal Points and 1 male Focal Point. Manatuto District had 4 male Focal Points and no female.

Table: CNE focal points, data disaggregated by district and by sex, 2009 Community Elections

-3333	CNE Focal Point per District					
District	Male	Male (%)	Female	Female (%)	Total	
AILEU	i	33.33%	2	66.67%	3	
AINARO	3	75,00%	1	25.00%	4	
BAUCAU	2	50.00%	2	50.00%	4	
BOBONARO	1	25.00%	3	75.00%	4	
COVALIMA	2	50.00%	2	50.00%	4	
DILI	2	50.00%	2	50.00%	4	
ERMERA	1	33.33%	2	66.67%	3	
LAUTÉM	3	75.00%	1	25.00%	4	
LIQUIÇÁ	2	66.67%	1	33.33%	3	
MANATUTO	4	100.00%	0	0.00%	4	
MANUFAHI	1	25.00%	3	75.00%	4	
OECUSSE	3	75.00%	1	25.00%	4	
VIQUEQUE	3	75.00%	1	25.00%	4	
TOTAL	28	57.14%	21	42.86%	49	

Chart: CNE Focal Points, disaggregated by district and by sex

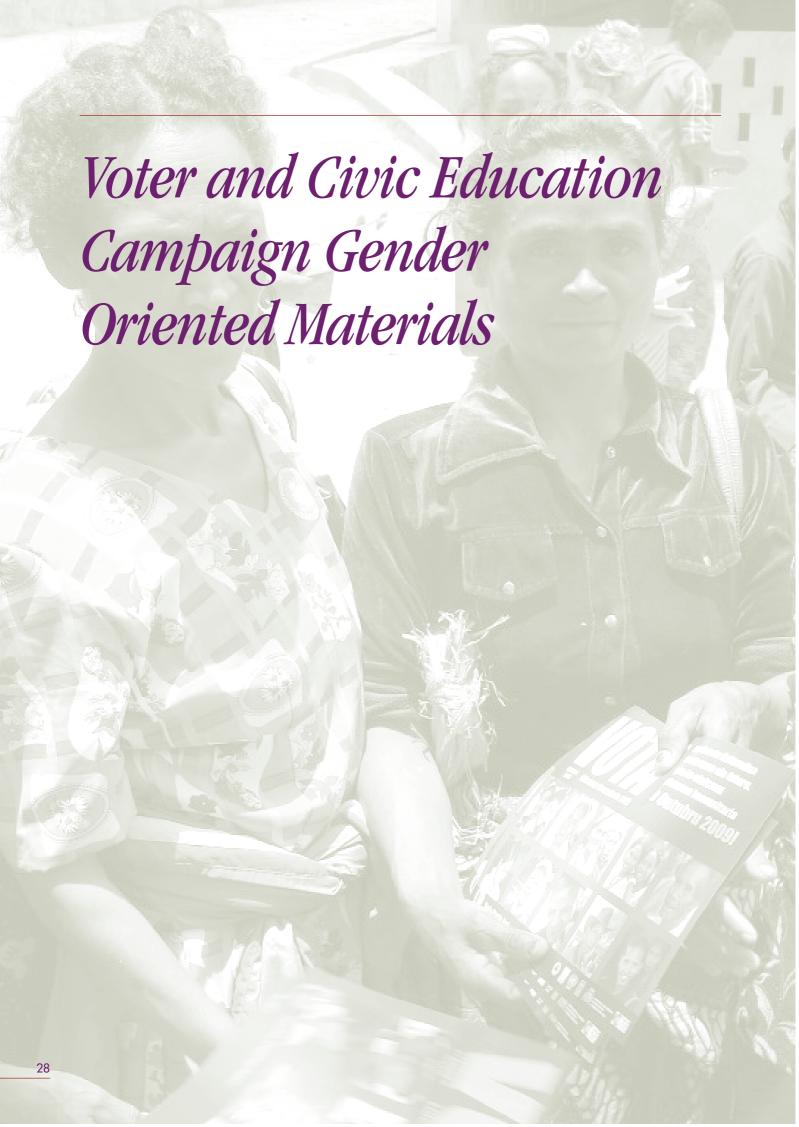


The above chart illustrates that there were equal number of female and male Focal Points in Baucau, Covalima and Dili, while Manatuto had no female Focal Point. Bobonaro and Manufahi had the highest percentage of female Focal Points at 75%.









STAE and CNE, with the support of UNEST developed and conducted a voter/civic education campaign enhancing the role of women in the electoral processes both as candidates and voters. This campaign included materials such as: posters, flyers, newspaper ads, banners, radio and TV spots, community meetings and informative packages to candidates and community.











#### Glossary

**Aldeia** – Sub-Villages are sub-divisions of the Sucos and are population aggregates united by family and traditional ties.

**Aldeia chief (Chefe de Aldeia)** – is a Suco Council member representing the Sub-Village (Aldeia) where she/he was elected.

**Brigades** – STAE staff responsible for support and technical assistance to election officials in polling centers and stations.

CNE - National Commission on Elections, independent electoral body that supervises STAE's work.

**Community leadership** – Is the collective responsible for organizing the participation of the community in the solution of its problems, looking after its interests and represents it whenever necessary. Community leadership is exercised by the Chefe de Suco and the Suco Council, within the Suco limits and respective villages, elected according to the present act. Community leaders are not part of Public Administration and their decisions are not binding on the State.

**Elder representatives** – The definition of "elderly person" applies to someone who is over sixty years old on the day of the elections and is elected in the Suco Council to represent the elders in the respective community.

**Eligible voter** – National citizens over seventeen years of age that are entitled to vote for Suco Elections provided that they are registered in the voters list of the Suco or Village where they reside.

**Focal Point** – CNE staff responsible for monitor and supervise all the electoral processes.

Joint EC - UNDP Task Force – The "Joint task Force on Electoral Assistance" (JFT) is formed by EC and UNDP staff dealing with Electoral Assistance at HQ levels among Brussels, New York, Mexico City and Copenhagen. The JTF is coordinated by UNDP Brussels that also has a supervisory role in the implementation of the activities of the PRO PALOP project. The overarching purpose of the JTF is to further strengthen and facilitate the EC-UNDP partnership in the electoral assistance field and aims to improve the overall efficiency and adherence of the projects to the common EC/UNDP strategic approach. The focus of the JTF is to provide identification, formulation and implementation support for joint EC-UNDP projects on electoral assistance whenever needed and requested by EC Delegations and/or UNDP Country Offices. The Specific tasks of the JTF include: a) Operational Guidance and implementation strategies for the management of joint EC UNDP electoral assistance projects. b) Liaison and Interactions with the different services involved, at headquarters and field level, throughout the operations cycle to ensure the application of the recommended quality standards. c) Training, development of content and dissemination of information.

**Lian Nain** – The highest figure in the traditional justice system. It is not elected but indicated by the Suco Council in its first meeting.

**Polling staff** – Electoral Staff working in a polling day conducting required procedures during the E-Day. Each polling station (place where voters cast their ballots in elections) is run by five local electoral officers, selected, recruited and trained by STAE.

The PRO PALOP-TL Project – The PRO PALOP/TL project has a multy-country scoop and the strategy is to provide support to activities to be carried out and targeting phases and aspects of the entire electoral cycles 2010-2012. The project overall objective aims to contribute to the democratic processes in the PALOP and Timor Leste, through targeted support provided to the electoral processes, elected parliamentarians and parliaments and media. There are three components/objectives: (1) improve capacities of EMBs; (2) consolidate lusophone EMBs within the ACE Electoral Knowledge Network and to disseminate tools and methodologies on electoral management, in Portuguese, adapted to the needs and specificities of PALOP/TL countries; (3) enhance women's participation and improve the capacity of parliaments and media to fulfil their role, particularly in relation to the electoral process. The total budget of the project is of € 6,100,000.

**STAE** – Technical Secretariat for Electoral Administration, Governmental body under the Ministry of State Administration and Territorial Management).

**STAE staff** – Electoral staff recruited by STAE to coordinate, operate and implement all STAE's work before, during and after Election's Day.

**Suco (Village)** – community organizations formed according to historical, cultural and traditional circumstances, with areas established within the national territory and defined populations. The Government is responsible for delimiting the number and area of the sucos (villages).

**Suco chief** – Chefe de Suco is the community leader elected to direct the activities performed by the community in a certain Suco, in areas related with the consolidation of national unity and the production of goods and services towards the satisfaction of the basic living and development needs, in close articulation with the Suco Council.

**Suco Council** - The Suco Council is the collective and consultative body of the Suco, with the task of assisting and advising the Chefe de Suco in the exercise of his/her functions. The Suco Council shall work in favour of local community interests, without prejudice to national interests. The Suco Council consists of the Chefe de Suco, all the chefes de aldeia included in the suco and the following members: 2 women; 1 young man and 1 young woman; 1 elderly person, whether male or female and 1 lian nain.

**UNEST** – United Nations Electoral Support Team, is an integrated team formed by the UNDP Support to the Timorese Electoral Cycle Project and UNMIT.

**Voters** – Every citizen over the age of seventeen has the right to vote and to be elected. The exercise of the right to vote is personal and constitutes a civic duty.



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