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BA DISTRITO BASELINE SURVEY 2014

Local Governance and Access to Justice in Timor-Leste

Ba Distrito Baseline Survey 2014

Local governance and access to justice in Timor-Leste

Social Science Dimensions
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FRONT COVER: The Ba Distrito Baseline Survey process underway in Oecusse, April 2014 (Rod Nixon)
BACK COVER: Tilomar, Covalima, April 2014 (Amber Hunter)

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Abbreviations And Foreign And Technical Terms

Aldeia	Hamlet
AMP	*Aliança para Maioria Parlamentar* (Alliance of the Parliamentary Majority)
CAVR	*Commissão de Acolhimento, Verdade e Reconciliação* (Commission for Reception, Truth and Reconciliation)
CNRT	*Concelho Nacional da Resistência Timorense* (National Council of Timorese Resistance)
CSO	Community Service Organization
FRETILIN	*Frente Revolucionária de Timor-Leste Independente* (Revolutionary Front for an Independent East Timor)
GBV	Gender Based Violence
GoTL	Government of Timor-Leste
ICG	International Crisis Group
IDEA	International Institute for Democracy and Electoral Assistance
IFES	International Foundation for Electoral Systems
KKN	*Korupsi, Kolusi and Nepotisme* (Corruption, Collusion and Nepotism)
LBH	Lembaga Bantuan Hukum (legal aid organization)
Liurai	King
MAFF	Ministry of Agriculture, Forestry and Fisheries
PLWAD	Persons Living With A Disability
PNDS	*Programa Nasional Dezenvolvimentu Suco* (or National Village Development Program)
PNTL	*Polícia Nacional de Timor-Leste* (Timorese National Police)
Povoação	Hamlet
Reino	Kingdom
RDTL	*República Democrática de Timor-Leste* (Democratic Republic of East Timor)
Suco	Village
T-L	Timor-Leste
UNMIT	United Nations Integrated Mission in Timor-Leste

1. Sumáriu Ezekutivu

Hanesan haktuir ona iha dokumentasaun projetu xave nian,[1] meta hosi Programa Ba Distrito iha Timor-Leste mak atu "aumenta kapasidade institusionál no umana iha nível lokál atubele presta servisu sira báziku iha forma ida efikás no iha modu ida sensível ba nesesidade no espetativa oioin hosi sidadaun sira nian." Programa ne'e konsentra iha distritu tolu (Baucau, Covalima no Oecusse), ho atensaun atu "envolve órgaun governu nian iha nível sub-nasionál, organizasaun komunitária sira, no maioria Timoroan sira ne'ebé la hela iha kapitál Díli". Programa ne'e iha komponente haat ne'ebé kompostu hosi (1) "Fortalesemente Governasaun Lokál", (2) "Desentralizasaun no Rekursu hosi Instituisaun Lokál", (3) "Sustentabilidade Organizasaun Asisténsia Legál", no (4) "Funsionamentu Tribunál Distritál". Objetivu hirak ne'ebé asosia ho komponente sira ne'e refere ba promosaun "Reforsu kapasidade ne'ebé hetook di'ak hosi konsellu suku nian atu fortifika partisipasaun no reprezentasaun sidadaun sira nian iha governasaun lokál", "Melloria komunikasaun no ligasaun hosi konsellu suku nian ho administradór distritu sira, liña ministeriál GoT-L nian no fornesedór sira seluk hosi servisu públiku báziku iha nível sub-nasionál", no "Fortifikasaun ba instituisaun setór justisa lokál ne'ebé aumenta asesu ba justisa formál no informál ba sidadaun sira ne'ebé marjinalizada no sira ne'ebé kiak".

Nune'e, finalidade hosi Estudu Baze nian hosi Ba Distrito mak atu "sukat sidadaun sira nia koñesementu kona-ba, satisfasaun ho, no konfiansa iha estrutura governu lokál no servisu sira…no serve nu'udar baze ida atu dezenvolve no adapta intervensaun sira atu garante kapasidade resposta nian ba sidadaun sira nia nesesidade no espetativa sira"[2], no mós fornese dadus estudu baze nian hodi tulun monitorizasaun no avaliasaun ba Programa Ba Distrito durante períodu ninian implementasaun. Peskiza ne'ebé informa relatóriu ida-ne'e hala'o durante períodu Marsu – Máiu 2014 iha suku hamutuk 22 iha distritu tolu iha Baucau, Covalima no Oecusse, no bazea ba entrevista ho informante hamutuk 958 ne'ebé aleatoriamente selesiona. Instrumentu peskiza nian mak kompostu hosi pergunta 25 (inkluzivu sub-pergunta lubuk ida) ne'ebé fahe tema haat hanesan (1) "Sidadaun nia kompriensaun kona-ba sira-nia funsaun iha prosesu polítiku sira", (2) "Sidadaun sira nia koñesementu no sensibilidade kona-ba desentralizasaun iha Timor-Leste (inkluzivu lejislasaun suku nian)", (3) "Sidadaun sira nia koñesementu kona-ba papél no responsabilidade hosi suku sira, no sira-nia espetativa kona-ba no satisfasaun ho prestasaun servisu suku nian", no (4) "Sidadaun sira nia asesu ba justisa". Tema dalimak interligadu ida tan kona-ba "Sidadaun sira nia persesaun, kumpriensaun no konkordánsia ho konseitu igualdade jéneru no partisipasaun hosi feto, foinsa'e no grupu minoria sira iha prosesu halo desizaun kona-ba prioridade dezenvolvimentu" integradu iha prosesu dezeñu estudu ida-ne'e.

[1] Proposta Téknika hosi Counterpart International Ba Distrito ho data 31 Jullu 2013.
[2] Hanesan haktuir iha "Deklarasaun Serbisu nian" ba Estudu Baze hosi Ba Distrito.

1.1 Sumáriu hosi Konstatasaun sira Importante

1.1.1 Pontudevista kona-ba Aspeitu Jerál hosi Kondisaun Moris nian (P.1, haree Seksaun 5.1.1)

- Klasifikasaun pozitiva ba "Oportunidade ba edukasaun", "Seguransa hosi violénsia", no "Disponibilidade hosi servisu saúde". Maibé iha de'it kazu saúde no edukasaun mak hetan klasifikasaun "Ekselente" ne'ebé liu 10%.
- Klasifikasaun sira ne'ebé predominantemente negativa ba kategoria sira seluk: "Kondisaun moris jerálmente", Asesibilidade ba bee", "Kualidade abitasaun", "Oportunidade ba empregu", "Estrada", no "Kualidade edifísiu no fasilidade eskolár".

1.1.2 Pontudevista kona-ba Importánsia hosi Grupu sira Diferente Ne'ebé Envolve iha Desizaun sira kona-ba Prioridade Dezenvolvimentu nian iha Suku (P.2, haree Seksaun 5.1.2)

- Apoiu forte no kuaze iguál ba (i) pontudevista katak líder tradisionál sira tenke dezenvolve desizaun sira kona-ba dezenvolvimentu, hamutuk ho (ii) pontudevista katak ofisiál suku nian ne'ebé eleitu tenke halo desizaun sira no katak mane no feto sira tenke envolve iha forma ida iguál. Provável atu reflete mudansa sosiál sira ne'ebé akontese iha área rurál T-L.
- Maoria apoia mós pontudevista katak ema defisiente sira, minoria étnika no jóven sira mós bele envolve iha desizaun oioin, maibé iha kazu hotu-hotu minoria signifikativa iha opozisaun hasoru pontudevista ida-ne'e. Esplikasaun dala ruma bele inklui legadu sistema governasaun lokál ne'ebé patriarkál no, iha kazu opozisaun ba envolvimentu ho minoria étnika sira, kona-ba partisipasaun hosi membru sira la'os suku nian iha desizaun oioin ne'ebé envolve rai no rekursu sira. Kauza hosi opozisaun minoria signifikativa hasoru PLWADs sira ne'ebé envolve iha dezenvolvimentu desizaun ne'e lahatene.

1.1.3 Partisipasaun iha Enkontru sira ne'ebé Ofisiál Suku sira nian Organiza atu Diskuti Prioridade Dezenvolvimentu Suku nian (P.3, haree Seksaun 5.1.3)

- Liu uitoan metade ho amostra (50,88%) mak relata atende enkontru sira kona-ba prioridade dezenvolvimentu suku nian durante tinan ida liu ba. Besik metade hosi amostra (47,35) mak relata *la* atende enkontru hirak ne'e.

1.1.4 Kapasidade atu Atende no Influensia Enkontru sira atu Diskuti Dezenvolvimentu iha Suku (P.4, haree Seksaun 5.1.4)

- Maioria boot hosi respondente sira (95,39%) sente katak sira iha kapasidade atu atende enkontru sira iha nível suku (atu diskuti kona-ba prioridade dezenvolvimentu suku). Nível konkordánsia monu ba iha 81,71% ba sira ne'ebé sente katak sira iha oportunidade atu hato'o sira-nia pontudevista, no ba iha 76,14% ba sira ne'ebé sente katak sir abele influensia prioridade sira kona-ba dezenvolvimentu suku.

1.1.5 Preparasaun atu Serbisu ba Autoridade Konsellu Suku nian kona-ba Projetu Dezenvolvimentu Suku nian Lahó Pagamentu (P.5, haree Seksaun 5.1.5)

- Maioria boot hosi respondente sira (94,46%) indika katak sira sente ksolok atu kontribui sira-nia tempu maski la hetan pagamentu ba serbisu sira kona-ba projetu dezenvolvimentu suku nian.

1.1.6 Nível Partisipasaun iha Eleisaun Prezidensiál, Parlamentár no Konsellu Suku (P.6 - P.8, haree Seksaun 5.1.6)

- Konstatasaun sira hatudu nível partisipasaun ne'ebé aas (tuir padraun internasionál) iha eleisaun Prezidensiál 2012 (90,04%), eleisaun Parlamentár Nasionál (90,52%), no eleisaun Konsellu Suku nian ikus liu (2009) ho (85,11%).

1.1.7 Sensibilizasaun kona-ba Planu Desentralizasaun no Pre-dekonsentrasaun hosi GoT-L, no Partisipasaun iha Sesaun Divulgasaun Informasaun no Polítika (P.9 – P.11, haree Seksaun 5.2.1 – 5.2.3)

- La to'o metade (48,67%) hosi respondente sira indikata katak sira rona ona kona-ba planu Desentralizasaun no Pre-dekonsentrasaun hosi GoT-L.
- Hosi respondente sira ne'ebé hatán "Loos" ba P.9, liu metade (55.68%) indika sira atende ona divulgasaun informasaun ida ka liu kona-ba planu Desentralizasaun ka Pre-dekonsentrasaun hosi GoT-L. Maibé, ida-ne'e konta de'it ho 27,1% hosi amostra totál ne'e.
- Hosi respondente sira ne'ebé hatán "Loos" ba P.9 no P.10, (27,1%) hosi amostra totál, 65,59% indika katak sira "iha oportunidade atu fó hanoin ruma ba projetu lejislasaun nian kona-ba Desentralizasaun ka Pre-dekonsentrasaun" (ne'ebé konta ho 17,48% hosi amostra totál).

1.1.8 Koñesementu kona-ba Responsabilidade ne'ebé Lei Rekere hosi Líder Suku no Konsellu Suku nian atu Hala'o (P.12, haree Seksaun 5.3.1)

- Konstatasaun hatudu kumpriensaun ida la di'ak hosi populasaun sira iha distritu Baucau, Covalima, no Oecusse kona-ba responsabilidade tuir lejislasaun hosi líder suku no konsellu suku nian.
- Hosi responsabilidade lejislada 15 ne'ebé haktuir iha pergunta ida-ne'e, respondente liu hosi metade mak nota responsabilidade rua ("Sensu & rejistu populasionál", no "Pás no armonia sosiál"). Hosi responsabilidade hirak ne'e, ida segundu ne'e sai indikasaun la di'ak ida hosi koñesementu sidadaun sira nian kona-ba responsabilidade sira ne'ebé lejislada, nu'udar responsabilidade kostumária hosi konsellu suku nian ne'ebé koñesidu liu.

1.1.9 Persesaun kona-ba Efikásia hosi Autoridade Suku nian iha Planeamentu Dezenvolvimentu no Edifikasaun no Manutensaun Infraestrutura (P.13, haree Seksaun 5.3.2)

- Maioria (61,77%) apoia kapasidade "Planeamentu dezenvolvimentu lokál …" hosi autoridade suku nian, no maioria (61,63%) apoia kapasidade hosi autoridade lokál iha "Edifikasaun no manutensaun infraestrutura …".

1.1.10 Persesaun kona-ba Efikásia hosi Servisu Rezolusaun/Mediasaun Disputa ne'ebé Eziste iha Suku (P.14, haree Seksaun 5.3.3)

- Maioria hosi respondente sira (65,39%) indika katak sira konsidera servisu rezolusaun/mediasaun disputa iha nível suku "efikás" ka "efikás tebes". Maibé, 21,57% konsidera katak servisu hirak ne'e "La efikás (13,04% hatán la hatene).
- Feto sira signifikativamente la duun iha konkordánsia kona-ba efikásia hosi fórum suku nian ne'e bainhira kompara ho mane sira.

- Haree mós konstatasaun ba P.19 no P.20, ho resposta ba pergunta ida ikus ne'e indika katak maioria haree katak maski falta buat barak, fórum suku nian di'ak liu fali tribunál iha aspetu lubuk ida.

1.1.11 Disponibilidade hosi Servisu Violénsia Bazea ba Jéneru (P.15 – P.16, haree Seksaun 5.3.4)

- Maioria (57,72%) hosi respondente sira indika eziséntsia hosi servisu apoiu Violénsia Bazea ba Jéneru iha sira-nia suku.
- Hosi respondente sira ne'ebé hatene kona-ba apoiu servisu ida-ne'e, maioria boot (93,37%) indika katak servisu hirak ne'e "Efikás tebes" ka "Efikás".

1.1.12 Disponibilidade hosi Informasaun kona-ba Tribunál Distritál no Oinsá atu Hetan Asesu ba Tribunál Distritál sira ne'e iha Suku (P.17, haree Seksaun 5.4.1)

- Maioria hosi respondente sira (62,24%) indika katak sira hetan informasaun ("Barak" ka "Balu") kona-ba sistema tribunál distritál.

1.1.13 Persesaun kona-ba Sistema Tribunál (P.18, haree Seksaun 5.4.2)

- Maioria hosi respondente sira favorávelmente persebe sistema justisa formál. Espesífikamente, 71,32% apoia pontudevista katak tribunál sira "respeita direitus umanus hosi mane, feto no klosan sira", 66,92% apoia pontudevista katak tribunál "respeita direitu hosi ema sira ho defisiénsia no minoria", 61% apoia pontudevista katak tribunál sira "justu", 59,17% apoia pontudevista katak "funsionáriu sira tribunál nian serbisu maka'as …", 59,17 apioa pontudevista katak "sistema tribunál agora di'ak liu duké tinan rua liubá", no "51,83% apoia pontudevista katak sistema tribunál ne'e "fásil atu asesa". Maibé presiza nota katak iha kontestu avaliasaun komparativa ida (haree P.20 iha-kraik) maioria konsidera katak sistema justisa suku nian mak di'ak liu sistema justisa formál iha aspetu lubuk ida, iha kazu lubuk ida ho márjin ida boot.

1.1.14 Persesaun kona-ba Sistema Justisa Suku nian no Sistema Rezolusaun Disputa, no Avansu Direitu Iguál hosi Direitu Feto no Ema nian (P.19, haree Seksaun 5.4.3)

- Nível konkordánsia ida aas (93,53%) katak "fórum justisa/rezolusaun disputa suku nian tenke aumenta sira-nia respeitu ba direitu iguál hosi feto sira, no nível apoiu ida aas (91,42%) ba deklarasaun katak "fórum justisa/rezolusaun disputa respeita direitus umanus liu agora duké tinan rua liubá".
- Kuriozamente, agrikultór sira konkorda signifikativamente forte duké la'os-agrikultór sira ho pontudevista katak importante ba fórum justisa/rezolusaun disputa suku nian atu aumenta sira-nia respeitu ba direitu iguál hosi feto sira.

1.1.15 Persesaun kona-ba Vantájen Komparativa hosi Sistema Justisa/Rezolusaun Disputa Suku nian Versus Tribunál (P.20, haree Seksaun 5.4.4)

- Iha rezultadu sira hamutuk sia, respondente sira klasifika fórum justisa/rezolusaun disputa suku nian di'ak liu fali tribunál, iha kazu lima ho márjin substansiál ida.

1.1.16 Koñesementu iha Informasaun kona-ba Servisu Asisténsia Legál no Fonte Informasaun kona-ba Servisu Asisténsia Legál (P.21 – P.22, haree Seksaun 5.4.5)

- Liu hosi trés kuartu (77,9%) hosi respondente sira indika resibu ikus liu hosi informasaun kona-ba asisténsia legál.
- Fonte prinsipál rua kona-ba informasaun asisténsia legál nian mak PNTL no membru konsellu suku. Fonte prinsipál rua tuirmai (ki'ik liu ho márjin signifikativu ida) mak programa rádiu sira no parte Igreija.

1.1.17 Tratamentu ba Feto no Labarik Feto sira (P.23, haree Seksaun 5.4.6)

- 84,46% hosi respondent sira la konkorda ho deklarasaun katak "Baku feto no labarik feto sira ne'e importante atu garante katak …[sira]…halo sira-nia knaar nu'udar feen no oan-feto sira". Respondente sira ho proporsaun ida ki'ik (75,19%) kontra deklarasaun katak "Baku feto no labarik feto sira ne'e krimi no prevene …[sira]… hosi sira-nia poténsia no kontribui kompletamente ba dezenvolvimentu hosi nasaun ne'e".
- Parte ida fó korájen mak katak 90,33% hosi respondente sira apoia deklarasaun katak "Baku feto no labarik feto sira ne'e agora la duun barak ona… duké iha pasadu".

1.1.18 Uzu Pasadu hosi Kobertura Servisu Justisa no Rezolusaun Disputa (P.24, haree Seksaun 5.4.7)

- La'os surpreza ida tan fatór istórika oioin ne'ebé diskuti ona iha estudu literature nian, rekursu justisa nian ne'ebé mak respondente barak tebes indika katak sira uza ona iha pasadu (47,51%) mak sistema nível suku nian.
- Talvéz interesante liu tan mak, kuaze un kuartu (24,92%) indika sira uza ona tribunál distritál iha pasadu. Maibé, preokupasaun kona-ba parte ne'e mak katak 7,78% de'it hosi respondente sira indika katak sira uza LBH/advogadu sira no 7,44% de'it hosi defensór públiku sira, ne'ebé sujere katak metade hosi sira ne'ebé uza tribunál distritál dala-ruma la hetan apoiu legál.[3]

1.1.19 Persesaun kona-ba Transparénsia Konsellu Suku (P.25, haree Seksaun 5.4.8)

- Kuaze metade (47,84%) hosi respondente sira mak indika katak sira-nia konsellu suku funsiona iha modu ida transparente. Maibé, 32,21% hosi amostra indika katak sira-nia konsellu suku *la* funsiona iha modu ida transparente no 20,96% seluk tan fali la fó resposta (taxa la-responde ida aas tebes).

[3] Hanesan diskuti ona iha-oin, apoiu legál ne'ebé insufisiente *bele* sai fatór ida iha konstatasaun ba Pergunta 20d (haree Seksaun 5.4.4 iha-leten) katak 97,1% hosi respondente sira konsidera fórum suku nian fásil atu uza duké sistema justisa formál.

1. Executive Summary

As outlined in key project documentation,[4] the goal of the Ba Distrito ("to the districts") project in Timor-Leste (T-L) is to "increase institutional and human capacity at local levels to deliver basic services effectively and in a manner that is responsive to citizen needs and expectations." The project focuses on the three districts of Baucau, Covalima and Oecusse, with attention to "engaging subnational government bodies, community organizations, and the majority of Timorese who reside outside of the capital of Dili." The project has four components comprising (1) "Local Governance Strengthening," (2) "Decentralization and Input of Local Institutions," (3) "Legal Aid Organization Sustainability," and (4) "District Court Functionality." Objectives associated with these components refer to the promotion of "Enhanced capacity of *suco* councils to strengthen citizen participation and representation in local governance," "Improved communication and linkages of *suco* councils with district administrators, local GoTL line ministries and other providers of basic public services at the sub-national level," and "Strengthened local justice sector institutions that increase access to formal and informal justice for marginalized citizens and the poor."

The purpose of the Ba Distrito Baseline Survey, meanwhile, is to "measure citizen knowledge of, satisfaction with, and confidence in local government structures and services…and serve as a basis for developing and adapting interventions to ensure responsiveness to citizen needs and expectations,"[5] as well as provide baseline data to assist with the monitoring and evaluation of the Ba Distrito project over the term of its implementation. The survey informing this report was undertaken during the March – May 2014 period in 22 *suco*s throughout the three districts of Baucau, Covalima and Oecusse, and is based on interviews with 958 randomly selected informants. The survey instrument comprised 25 questions (including a number of sub-questions) divided into the four themes of (1) "Citizen's understanding of their role in political processes," (2) "Citizen's knowledge and awareness of decentralization in Timor-Leste (including *suco* legislation)," (3) "Citizen's knowledge of the roles and responsibilities of *suco*s, and their expectation of and satisfaction with *suco* service provision," and (4) "Citizen's access to justice." A fifth, cross-cutting theme concerning "Citizen's perception, understanding and agreement with concepts of gender equality and the participation of women, youth and minorities in decision making around development priorities" was integrated into the survey design process.

1.1 Summary of Key Findings

1.1.1 Views on General Living Conditions Aspects (Q.1, see Section 5.1.1)

- Positive rankings for "Educational opportunities,,"" "Security from violence," and "Availability of health services." But only in the case of health and education did "Excellent" ratings exceed 10%.
- Predominantly negative rankings for all other categories: "General living conditions," "Accessibility of water," "Quality of housing," "Job opportunities," "Roads," and "Quality of school buildings and facilities."

[4] Counterpart International Ba Distrito Technical Proposal dated 31 July 2013.
[5] As outlined in the "Statement of Work" for the Ba Distrito Baseline survey.

1.1.2 Views on the Importance of Different Groups Being Involved in Decisions on Development Priorities in the Suco (Q.2, see Section 5.1.2)

- Strong and almost equal support for (1) the view that traditional leaders should make development decisions about development, alongside (2) the view that elected *suco* officials should make decisions and that (3) both genders should be involved equally. Likely to reflect social changes presently underway in rural Timor-Leste.
- Majority support for the view that Persons Living With A Disability (PLWADs), ethnic minorities and youths to also be involved in decisions, but in all cases a proportion of the sample opposing this view. Explanations could include legacy of patriarchal local governance systems and, in the case of opposition to involvement of ethnic minorities, concerns about the involvement of newcomers in decisions involving *suco* lands and resources. Cause of a degree of opposition to PLWADs being involved in development decisions unknown.

1.1.3 Participation in Meetings Organized by *Suco* Officials to Discuss *Suco* Development Priorities (Q.3, see Section 5.1.3)

- Slightly over half of the sample (50.88%) reports attending *suco* development priority meetings over the past year. Slightly under half of the sample (47.35%) reports *not* having done so. Males were more likely to have attended meetings than females.

1.1.4 Ability to Attend and Influence Meetings to Discuss Development in the *Suco* (Q.4, see Section 5.1.4)

- The great majority of respondents (95.39%) feel they have the ability to attend *suco* meetings (to discuss *suco* development priorities). The level of agreement drops to 81.71% for those who feel they have the opportunity to have their views heard, and to 76.14% for those who feel they can influence *suco* development priorities. Males were more likely to feel that they had the opportunity to have their voices heard than females.

1.1.5 Preparedness to Work for *Suco* Council Authorities on *Suco* Development Projects Without Pay (Q.5, see Section 5.1.5)

- The great majority of respondents (94.46%) indicated that they are happy to contribute unpaid time every month to work on *suco* development projects.

1.1.6 Levels of Participation in Presidential, Parliamentary and *Suco* Council Elections (Q.6 - Q.8, see Section 5.1.6)

- The findings indicate high levels of participation (by international standards) in the 2012 Presidential election (90.04%), the 2012 National Parliament election (90.52%), and the last (2009) *Suco* Council elections (85.11%).

1.1.7 Awareness of Government of Timor-Leste (GoTL) Decentralization and Pre-deconcentration Plans, and Participation in Briefings and Policy Sessions (Q.9 – Q.11, see Sections 5.2.1 – 5.2.3)

- Just under half (48.67%) respondents indicated that they had heard of the GoTL's Decentralization and Pre-deconcentration plans.

- Of those respondents who answered "Yes" to Q.9, over half (55.68%) indicated they had attended one or more briefing on the GoTL's Decentralization or Pre-deconcentration plans. This, however, amounts to only 27.1% of the total sample.
- Of those respondents who answered "Yes" to Q.9 and Q.10, (27.1%) of the total sample, 65.59% indicated that they'd "had the opportunity to provide input into draft legislation on Decentralization or Pre-deconcentration" (amounting to 17.48% of total sample).

1.1.8 Knowledge of Responsibilities that *Suco* Leaders and *Suco* Councils are Required by Law to Perform (Q.12, see Section 5.3.1)

- The findings indicate a poor understanding amongst the population of Baucau, Covalima, and Oecusse districts of the legislated responsibilities of *suco* leaders and *suco* councils.
- Of the 15 legislated responsibilities referenced in this question, only two were noted by more than half of respondents ("Population census & registration," and "Peace and social harmony"). Of these, the second is a poor indication of citizens' knowledge of legislated responsibilities, as it is also a well known customary responsibility of *suco* councils.

1.1.9 Perceptions of the Effectiveness of *Suco* Authorities Local Development Planning and Building and Maintaining Infrastructure (Q.13, see Section 5.3.2)

- Majority support (61.77%) for the "Local development planning…" capacity of suco authorities, and majority support (61.63%) for the "Building and maintaining infrastructure…" capacity of local authorities.

1.1.10 Perceptions of the Effectiveness of Dispute Resolution/Mediation Services Provided in the *Suco* (Q.14, see Section 5.3.3)

- The majority of respondents (65.39%) indicated that they consider *suco* dispute resolution/mediation services "effective" or "very effective." However, 21.57% consider these services "Not effective" (13.04% don't know).
- Women significantly less in agreement about the effectiveness of *suco* forums than men.
- See also the findings for Q.19 and Q.20, the latter indicating the majority view that whatever their shortcomings, *suco* forums are better than courts across a range of aspects.

1.1.11 Availability of Gender Based Violence (GBV) Services (Q.15 – Q.16, see Section 5.3.4)

- The majority (57.72%) of respondents indicated the existence of GBV support services in their *suco*s.
- Of those respondents who knew about GBV support services, the overwhelming majority (93.37%) indicated that these services were "Very effective" or "Effective."

1.1.12 Availability in the *Suco* of Information on District Courts and How to Access District Courts (Q.17, see Section 5.4.1)

- The majority of respondents (62.24%) indicate that they had received information (either "A lot" or "Some") on the district court system.

1.1.13 Perception of the Court System (Q.18, see Section 5.4.2)

- The majority of respondents perceive the court system favorably. Specifically, 71.32% support the view that the courts "respects the human rights of men, women and youth," 66.92% support the view that the courts "respects the rights of people living with disabilities and minorities (ethnic, religious and sexual)," 61% support the view that the courts "are fair," 59.17% support the view that the "staff of the courts are hard-working officials…," 59.17 support the view that "the court system is much better that it was two years ago," and "51.83% support the view that the court system is "easy to access." Note however, that in the context of a comparative assessment (see Q.20 below) the majority consider that *suco* justice systems are better than the court system across a range of aspects, in a number of cases by a large margin.

1.1.14 Perceptions of *Suco* Justice and Dispute Resolution Systems, and Advancement of Equal Rights of Women and Human Rights (Q.19, see Section 5.4.3)

- High level of agreement (93.53%) that "*suco* justice/dispute resolution forums should increase their respect for the equal rights of women," and high level of support (91.42%) for the statement that "*Suco* justice/dispute resolution forums respect human rights more now than they did two years ago."
- Interestingly, farmers agreed significantly stronger than non-farmers with the view that it is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women.

1.1.15 Perceptions of the Comparative Advantages of *Suco* Justice and Dispute Resolution Systems Versus Courts (Q.20, see Section 5.4.4)

- Across nine outcomes ("Faster outcome," "Fairer outcome," "Easiest to access," "Easiest to use', "Best outcome for women," "Best outcome for the community," "Shows more respect for traditional values," "Shows more respect for members of minority groups…," and "Provides the best outcome for people living with disabilities") respondents ranked *suco* justice/dispute resolution forums as better than courts, in five cases by a substantial margin.

1.1.16 Knowledge of Information on Legal Aid Services and Source of Information on Legal Aid Services (Q.21 – Q.22, see Section 5.4.5)

- More than three quarters (77.9%) of respondents indicated past receipt of legal aid information.
- The two greatest sources of legal aid information have been the PNTL, and *suco* council members. The next two greatest sources (less by a significant margin) were radio programs and the Church.

1.1.17 Treatment of Women and Girls (Q.23, see Section 5.4.6)

- 84.46% of respondents opposed the statement that "Hitting women and girls is important to make sure that …[they]…perform their duties as wives and

daughters." A less proportion of respondents (75.19%) opposed the statement that "Hitting women and girls is a crime and prevents…[them]… from reaching their potential and contributing fully to the development of the nation."

- Encouragingly, 90.33% of respondents supported the statement that "There is less hitting of women and girls…than there was in the past."

1.1.18 Past Use of a Range of Justice and Dispute Resolution Services (Q.24, see Section 5.4.7)

- Not surprisingly given historical factors discussed in the literatures review, the justice resource which the greatest number of respondents indicated they had used in the past (47.51%) was the *suco*-level systems.
- Perhaps more interestingly, almost a quarter (24.92%) indicated they had used districts courts in the past. Of concern in this respect, however, only 7.78% of respondents indicated they had used LBH/lawyers and only 7.44% public defenders, suggesting that half of those who had used district courts may have had no legal support.[6]

1.1.19 Perceptions of *Suco* Council Transparency (Q.25, see Section 5.4.8)

- Close to half (47.84%) respondents indicating that their *suco* council operates transparently. However, 32.21% of the sample indicated that their *suco* council does *not* operate transparently and a further 20.96% provided no answer (one of the highest no answer rates).

2. Introduction

The purpose of the Ba Distrito Baseline Survey, as defined by Counterpart International,[7] is to "measure citizen knowledge of, satisfaction with, and confidence in local government structures and services…[and]….serve as a basis for developing and adapting interventions to ensure responsiveness to citizen needs and expectations" as well as provide baseline data to assist with the monitoring and evaluation of the Ba Distrito project over the term of its implementation. The remainder of this Introduction comprises an overview of the Timor-Leste country context, and a section outlining the objectives of the baseline study and the specific themes investigated in the survey.

2.1 Timor-Leste Country and Political Context

2.1.1 Geographic and Economic Profile

As discussed in Section 2.1.2 below, the geographic features of Timor influenced the social and political systems that developed on the island; hence a brief review of these geographical features aids understanding of the country and political context. Importantly, the island of Timor is part of the 'non-volcanic Outer Arc'[8] of the

[6] As discussed in Section 5.4.7, insufficient legal support *could* be a factor in the findings of Question 20 (see 1.1.15 above) that 97.1% of respondents consider *suco* forums easier to use than the court system.
[7] As outlined in the "Statement of Work" for the Ba Distrito Baseline survey.
[8] Metzner (1977:21, Glover 1986:8).

regional archipelago and characterized by 'relatively unproductive, low fertility, fragile soils'.[9] Commentary on Timor (west as well as east) has long referred to the tendency of the extensive dry, exacerbated by the unpredictability of rainfall, to cause droughts, food shortages, and famine.[10] Routine food shortages have continued into recent times, and recent data ranked agricultural productivity in Timor-Leste 'very low by world and regional standards,' with food crop yields around 25% to 35% of those achieved across a range of Asian countries.[11]

Although some modeling has predicted that levels of productivity will increase, there are also concerns that productivity increases will 'be outpaced by the high population growth…expected to occur in the medium term'. [12] In recent years, under the leadership of Prime Minister Xanana Gusmão (2007 -) high levels of public expenditure sourced from petroleum revenues have contributed to a relatively buoyant economy, provided some relief from the limitations of the overwhelmingly subsistence hinterland, and also reduced – for the time-being at least – the aggressiveness of national politics through proving sufficient resources for an inclusive approach.[13] However, as discussed in more detail in Section 3.1.2 it is far from certain that this situation will continue indefinitely. [14]

As discussed above, hydrology has traditionally been a key factor affecting agricultural productivity in Timor. The nature of the natural aquifer system in Timor has been described as capricious on the basis of its reliance on water 'trapped in limestone deposits by irregular sheets of clay', with the resulting flow of spring water subject to change through earth tremors.[15] In time, new hydrological information will hopefully facilitate access to stable ground water supplies, with flow-on benefits for agricultural systems. [16] Historically, however, Timor's hydrological features influenced 'a scattered form of settlement and cultivation' which (as discussed in Section 2.1.2 below) in turn became a factor in the kinds of social and political systems that developed. [17] Field findings from the present study (see Section 5.1.1) indicate that the accessibility of water remains of concern in rural Timor-Leste, in this case equally across the districts of Baucau, Covalima and Oecusse.

[9] See the Ministry of Agriculture, Forestry and Fisheries (MAFF) *Policy and Strategic Framework* (MAFF 2004:1).
[10] See Ormeling (1957:239-240), who also referred to deficiencies in the Timorese diet, noting that '[i]t comprises too few calories, and the composition, characterized by excessive carbohydrates (maize, lontar produce, tubers) and a lack of proteins, chiefly of animal origin, does not meet functional needs'.
[11] See Young, et al (2010:15),
[12] Ministry of Economy and Development (2008:33).
[13] As an example of this, Marí Alkatiri, a former FRETILIN Prime Minister and key rival of current Prime Minister Xanana Gusmão, is now employed by Gusmão's government to head the special economic zone in Oecusse district.
[14] Ministry of Economy and Development (2008:5) documentation states that "more than 50% [of rural households] engage in subsistence farming producing no saleable surplus and generating no off-farm income. Fewer than 50% produce a modest saleable surplus, mainly coffee, rice, vegetables and/or fruit, chicken, pigs, eggs, fish and other grains." See Nixon (2011) regarding the vulnerabilities associated with dependence on the petroleum economy.
[15] Fox (1988:262).
[16] See, for example, Wallace et al (2008:16).
[17] Fox (1988:262).

Notwithstanding the challenges to agriculture that prevail in Timor, the historical status of the island as a source of sandalwood (discussed in more detail below) provides an example of the (non-petroleum based) economic potential the rural economy may hold should it be developed appropriately.

2.1.2 Social and Political systems

The various geographic features of Timor have imposed economic constraints and influenced the social and political systems that developed on the island. In contrast, for example, to the irrigation-based states of the volcanic island of Java in Indonesia, with their broad-spanning interdependencies, surplus generation, and administrative capacities, the political structures that predominated throughout Timor prior to pacification in the early 19th century (see Section 2.1.3 below) were characterized by unstable, head-hunting micro-kingdoms warring over entitlements to draw tribute from the narrow margin of surplus produced by subsistence farmers, supplemented by earnings from trade in sandalwood and other items.[18] Notwithstanding the subsistence basis of Timorese society and the ongoing warfare, Timorese socio-political organization was ritually complex and substantially based on the 'primary authority' of *suco* leaders.[19] As discussed in the Literature Review section of this report, and also verified by the field findings of the present study (see Section 5.1.2), the authority of ritual leaders in the *suco* continues to be recognized by the population.

2.1.3 Realizing Statehood

At the time the colonial powers of Portugal and the Netherlands arrived in the Timor region in the early 16th century, the many subsistence villages (or *suco*s) of Timor were divided into a patchwork of *reino*s or micro-kingdoms spread across the island. The colonial powers engaged with these entities as they sought to secure and expand their respective footholds on the island, originally driven by the prospect of profiting from trade in sandalwood and other items including horses and beeswax. The next four centuries saw intense competition for influence between the Portuguese, the Dutch and other actors including the *Topasses* – a colourful *mestiço* group with strong connections to local leaders throughout the region. As late as the second half of the 18th century Timor was 'divided into three spheres of influence', with the Portuguese in the east, the *Topasses* in the centre and the Dutch in the west.[20] Only in the second half of the 19th century did the Portuguese and Dutch finally move towards consolidating their respective domains, thereby defining the general borders of modern-day Timor-Leste (the east of the island plus the enclave of Oecusse and the islands of Atauro and Jaco, altogether totaling around 15,000 square km). In the case of Portuguese Timor, it was not until 1913, with the suppression of the anti-head-tax rebellion of Dom Boaventura from Manufahi, that the Portuguese could be considered

[18] Portuguese colonial accounts from eastern Timor describe a political landscape featuring unstable and opportunistic alliance patterns and core-periphery dynamics into the late nineteenth century, at least in relation to the interaction between Timorese reinos (kingdoms) and the Portuguese colonial administration. For further information, see Nixon (2012:23-25,45-49). See also Gunn (1999:47), McWilliam (1996), Schulte Nordholt (1971) and Middelkoop (1963).
[19] Davidson (1996:11). See also (Glover 1986:12) and Capell (1944:196).
[20] Farram (2004:41).

to have succeeded in pacifying their territory.[21] Even after this time, further rebellions occurred.[22]

The late 19th century in Portuguese Timor had been characterized by a period of economic malaise, with the depletion of sandalwood stocks influencing colonial authorities to cut the shipping link to the administrative center of Macau for almost four decades.[23] Although pacification enabled broader settlement patterns and demographic growth,[24] little modernization occurred for the remainder of the Portuguese period. For the East Timorese, the only break from Portuguese colonial rule was the period of Japanese occupation between 1942 and 1945, during which time it is estimated that more than 50,000 East Timorese perished, largely through famine caused by a merciless Japanese food collection policy.[25]

Following almost 500 years of colonial engagement of varying intensity, Portugal began to disengage from East Timor after the 'Carnation Revolution' of April 1974. Influenced by Indonesian meddling, a period of political freedom and experimentation led to a brief civil war in mid-1975 involving a brace of new political organizations, in which between 1,500 to 3,000 people are estimated by the East Timor *Commissão de Acolhimento, Verdade e Reconciliação* (Reception, Truth and Reconciliation Commission or CAVR) to have lost their lives.[26] A victory by the *Frente Revolucionária de Timor-Leste Independente* (Revolutionary Front for an Independent East Timor or FRETILIN) was followed by a term of self-government that lasted only until invasion by Indonesia in December 1975, and which continued until 1999.[27] In due course, the CAVR found the Indonesian government and security agencies caused 'the death from hunger and illness of between 100,000 and 180,000 East Timorese civilians who died as a direct result of the Indonesian military invasion and occupation.'[28] Throughout the occupation an Indonesian internal security presence thwarted development outcomes notwithstanding the largest public expenditure rates of any Indonesian province and the expansion of infrastructure and the education, healthcare and primary industry sectors. As one commentator observed, with up to 14 battalions stationed in the territory, intelligence operations active throughout the villages, and security forces frequently perpetrating acts of terror and intimidation, "any progress made through development spending in order to placate the people…[was]…neutralised."[29] A sustained resistance struggle at both national and international levels led to a ballot on 30 August 1999 supervised by the United Nations Assistance Mission in East Timor (UNAMET) in which the population voted

[21] See generally Boxer (1960), Fox (1996), Farram (2004:38-45) and Nixon (2012:23-31).
[22] The most significant post 1913-rebellion was the Viqueque Rebellion of 1959. For further information see Gunn (2006) and Chamberlain (2005).
[23] Davidson (1994:83-87).
[24] Metzner (1977:16-17, 293).
[25] For commentary on the lack of development during the 20th century, see Archer (1941), Hill (2002:40) and Dunn (1996:25). For commentary on the period of Japanese occupation see Hill (2002:20) and Dunn (1996:22-23).
[26] CAVR (2005).
[27] For further information on the developments of 1974-1975 see CAVR (2005) and Nixon (2012:50-74).
[28] CAVR (2005 Part 8:6-7).
[29] Beazely (1999:12-13). For further information, see Soesastro (1989:207) on expenditure levels, Beazley (1999:12-13) on the impact of the Indonesian security presence on development outcomes, and Nixon (2012:86-107) for a general discussion of the legacies of the Indonesian period.

overwhelmingly for independence. The subsequent Indonesian withdrawal was characterized by widespread violence and destruction, resulting in the mandating of the International Force for East Timor (INTERFET). Following stabilization, and several years of transitional administration under the United Nations Transitional Administration in East Timor (UNTAET), Timor-Leste achieved independence on 20 May 2002.[30]

2.1.4 Governance Challenges and Rural Development

In common with many other post-conflict countries,[31] Timor-Leste experienced a reversion to instability during the 2006-2008 period that resulted in the deployment of an international stabilization force and saw the FRETILIN government removed from power in 2007 elections and replaced by a parliamentary majority led by veteran resistance leader and inaugural President, Xanana Gusmão. In the case of Timor-Leste, the specific factors that contributed to instability in 2006 were numerous and included the following:[32]

- The combination of challenging geographical conditions, an overwhelmingly subsistence rural economy, low per capita income, a high fertility rate, and an emerging youth "spike" in the national demographic profile.
- A Dili-centred economy with limited employment opportunities and increasing urban migration to Dili by low-skilled job seekers.
- Established clandestine and martial traditions and the existence of numerous martial arts gangs and veterans groups.
- A large number of unresolved land and property disputes involving customary, formal, and irregular claims deriving from the Portuguese, Indonesian, and post-Indonesian periods.
- Serious antipathy between veteran (and still active) political leaders.
- A semi-presidential political system that provided for two centres of power associated with the positions of Prime Minister (with executive power) and the President (supreme commander of the defence force).
- A hazardous police–military dynamic that would exacerbate the antipathy between key political actors and the potential for conflict.

In fact, a number of these risk factors continue to prevail, not least the overwhelmingly subsistence rural economy and a generation of youth interested in post-subsistence economic opportunities. As noted above, in the post-2007 period the petroleum-fuelled public sector economy has ensured opportunity for many in an otherwise marginal economic context and also served to take the edge off political competitiveness, yet fragilities could re-emerge in the event of reduced petroleum revenues in future. Beyond question, the development of the districts is a pressing priority, both to promote the development of a more balanced and resilient national economy that meets the needs and aspirations of the population and reduces

[30] For information on the Indonesian occupation period, the independence struggle, the independence ballot and the international intervention, see for example Gunn with Lee (1994), Gusmão (2000), Ramos-Horta (1987), Pinto and Jardine (1997), Cristalis (2002), Smith with Dee (2003), CAVR (2005), Scott (2005), Gunn and Huang (2006) and Nixon (2012:75-111).

[31] See Collier et al (2006:7).

[32] For discussion on prevailing risk factors in the post-independence period, see Wainwright et al. (2002:10-4), Whittlesey and Moore (2003:2-6), Shoesmith (2003:232-4, 2005:165), Smith (2004:283-8), Brown et al. (2004:vii-9), and Cutter et al. (2004:13-25).

vulnerability to future instability, and to directly improve the living conditions of the rural population and reduce inequality between members of different groups (including genders). Realising such outcomes will mean working closely with existing Timorese local governance institutions, hence *suc*o systems receive particular attention both in the Literature Review of this report and in the survey itself.

2.2 The Ba Distrito Baseline Survey

The Ba Distrito Baseline Survey has been designed to generate baseline data on a range of key areas critical to Counterpart International's Ba Distrito project. Designed to "increase institutional and human capacity at local levels to deliver basic services effectively, and in a manner that is responsive to citizen needs and expectations," the Ba Distrito project has the following three objectives:

> Objective 1: To enhance the capacity of *suco* councils to strengthen citizen participation and representation in local governance
>
> Objective 2: To improve communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level
>
> Objective 3: To strengthen local justice institutions that increase access to formal and informal justice for marginalized citizens and the poor[33]

The topics included in the baseline survey include sub-national level governance and access to justice themes as well as broader areas such as citizen perceptions on gender equality and the involvement of ethnic and religious minorities[34] in the setting of development priorities. Specifically, the five themes around which the survey were developed comprise the following:

> **Theme 1:** Citizen's understanding of their role in political processes.
>
> **Theme 2:** Citizen's knowledge and awareness of decentralization in Timor-Leste (including *suco* legislation).
>
> **Theme 3:** Citizen's knowledge of the roles and responsibilities of *suco*s, and their expectation of and satisfaction with *suco* service provision.
>
> **Theme 4:** Citizen's access to justice.
>
> **Theme 5** (Cross-cutting): Citizen's perception, understanding and agreement with concepts of gender equality and the participation of women, youth and minorities in decision making around development priorities.

Table 2.2.1 below illustrates how each of these five survey themes responds to Ba Distrito project objectives and key Ba Distrito project indicators.[35]

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[33] Information drawn from the Ba Distrito "Performance Management & Evaluation Plan" (spreadsheet).

[34] As 100% of respondents identified as "Catholic" (see Table 4.5.2), no further analysis of religious minorities has been conducted. See Section 4.5.2, for a discussion on "ethnic minorities" in the context of rural Timor-Leste.

[35] Based on information outlined in the Ba Distrito "Performance Management & Evaluation Plan" (spreadsheet).

Table 2.2.1: Relevance of Survey Themes to Ba Distrito Objectives

Survey Theme	Relevance of Survey Theme to Ba Distrito Objectives	Relevance of Survey Theme to Key Ba Distrito Project Indicators
Theme 1: Citizen's understanding of their role in political processes.	• Informs Ba Distrito Objective 1 "To enhance the capacity of *suco* councils to strengthen citizen participation and representation in local governance." • Informs Objective 2: "To improve communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level."	Supports evaluation of Component A Local Government Strengthening Results Indicator 9 Obj. 1: "Increased confidence in the effectiveness of *suco* councils in local development planning, infrastructure development and maintenance, and conflict mitigation among citizens in target communities."
Theme 2: Citizen's knowledge and awareness of decentralization in Timor-Leste (including *suco* legislation)	• Informs Ba Distrito Objective 2: "To improve communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level."	Supports evaluation of Component B: Decentralization and Input of Local Institutions Results Indicator 15 Obj. 2: "Increased citizen awareness and support of decentralization activities among citizens in Ba Distrito target communities."
Theme 3: Citizen's knowledge of the roles and responsibilities of *suco*s, and their expectation of and satisfaction with *suco* service provision	• Informs Ba Distrito Objective 1 "To enhance the capacity of *suco* councils to strengthen citizen participation and representation in local governance." • Informs Ba Distrito Objective 2: "To improve communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level."	Supports evaluation of Component A Local Government Strengthening Results Indicator 9 Obj. 1: "Increased confidence in the effectiveness of *suco* councils in local development planning, infrastructure development and maintenance, and conflict mitigation among citizens in target communities."
Theme 4: Citizen's access to justice	• Informs Ba Distrito Objective 3: "To strengthen local justice institutions that increase access to formal and informal justice for marginalized citizens and the poor."	Supports evaluation of Component C: Legal Aid Organization Sustainability 23 Obj. 3: "Increase in percentage of citizens in target areas who report greater access to justice and legal aid information" and Component D: District Court Functionality 28 Obj. 3: "Increased percentage of citizens in target communities who report confidence in the formal justice sector/district courts."
Theme 5: (Cross-cutting): Citizen's perception, understanding and agreement with concepts of gender equality and the participation of women, youth and minorities in decision making around development priorities.	Adds important contextual information relevant to all themes, and to "US Foreign Assistance Framework Program Objective 2: Governing Justly and Democratically."	Cross-cutting relevance to the advancement of just and democratic governance.

The remainder of this report is divided into the following sections:

- Section 3: Literature Review
- Section 4: Methodology
- Section 5: Findings
- Section 6: Observations and Recommendations

The following appendices are included:

- Appendix A: Questionnaire
- Appendix B: Statistical Report (Including Topline Data and Statistical Significance and Variance)

3. Literature Review

3.1 Citizen's understanding of their role in political processes in Timor-Leste

3.1.1 Background

Even in the final decades of colonial administration in Portuguese Timor, both the latitude available for political participation and the popular demand for such participation was minimal.[36] Finally, as colonial authority rapidly receded following the 1974 Carnation Revolution in Portugal, this situation changed radically as inexperienced and mostly youthful members of the Dili elite became consumed in an experiment with political organization that ended in conflict. While the causes of the civil war that broke out in mid-1975 are complex and include both external meddling and lack of outside support, a major factor was undoubtedly the inexperience of the small political elite, their indulgence in dramatic posturing and extravagant claims, and their ability to draw on alliances and affinities of various kinds to rally members of the broader population to their cause.[37] In the course of the Indonesian occupation that followed for almost a quarter century, it is probably true to say that for most politically active individuals, clandestine or more applied resistance to Indonesian occupation represented the main form of engagement in political processes, in a context found by the *Commissão de Acolhimento, Verdade e Reconciliação* (Commission for Reception, Truth and Reconciliation, or CAVR) to be characterized by "massive, widespread and systematic human rights violations against the civilian population of the territory" that "amounted to crimes against humanity and war crimes."[38]

The legacy of the Portuguese and Indonesian periods combined with the immersion of most of Timor-Leste's population in a rural context characterized by subsistence agriculture and steeped in traditional authority structures and cultural/gender perspectives, has meant that rural citizens have struggled with the process of understanding and realizing their legitimate role in political processes just as parliamentarians and members of the public administration have struggled to understand and accept their own responsibilities to members of the public. As the anthropologist David Mearns (2002:54) observed at the time of independence, "[t]wo processes are at work here: The evolution of the system and the evolution of the citizen."

As a manifestation of both these elements (system and citizen), East Timor's first experience with democratic decision-making came in the form of the 30 August 1999 referendum on the future of the territory, organized by the United Nations Assistance Mission in East Timor. This ballot, in which 78% voted in favor of independence,

[36] See for example Dunn (1996:24) and Gunn (1999:244,285-286).
[37] See Chapter 3 (Section 3.5) of the *Commissão de Acolhimento, Verdade e Reconciliação* (Commission for Reception, Truth and Reconciliation, or CAVR) on the "History of the Conflict" (CAVR 2005).
[38] See Section 8 of the CAVR report on "Responsibility and Accountability (CAVR:5). See also Section 7.2 on "Unlawful Killings and Enforced Disappearances" and Section 7.7 on "Sexual Violence".

precipitated the violent conclusion to Indonesian occupation that ensued at the hands of militia groups and their Indonesian military allies, and which was followed by a period of administration by the United Nation Transitional Administration in East Timor (UNTAET) lasting until the inauguration (or restoration) of independence on 20th May 2002. During the UNTAET period, peaceful elections were undertaken that elected first a Constitutional Assembly that would transform into a parliament upon independence, then a President. Under the semi-presidential system outlined in the Constitution, the outcome of this process was that the *República Democrática de Timor-Leste* (Democratic Republic of East Timor, or RDTL) state that emerged at independence had as President one of the nation's most charismatic and accomplished (living) resistance leaders, namely Xanana Gusmão.

Notwithstanding the peaceful elections that occurred during the UNTAET period, schisms pervaded which dated back to the civil war era. Only recently released from Indonesian captivity, Gusmão was a former member of the key resistance organization FRETILIN (*Frente Revolucionária de Timor-Leste Independente* or Revolutionary Front for an Independent East Timor) who had left FRETILIN during the resistance period to promote national unity among political organizations whose origins dated back to the 1974-1975 period that had culminated in civil war and invasion by Indonesia. The parliament, meanwhile, was dominated by FRETILIN members and led by key Gusmão rival Marí Alkatiri. Despite Alkatiri's formal acceptance of multiparty democracy, one commentator (Shoesmith 2003:235) noted that FRETILIN since its formation had seen itself as the 'true representative of the Timorese people and their quest for justice,' and questioned the extent to which 'the FRETILIN leadership could ever accept as legitimate a government formed by their political opponents on the right.' As it turned out this question was tested in the 2006-2008 period following a political a social crisis that developed following the sacking of a group of soldiers ("petitioners") alleging discrimination suffered in a military dominated by ex-veterans from the east of the country, and which resulted in the need for the government to authorize an International Security Force.

Whereas an examination of the full range of factors at play during the 2006-2008 period exceeds the scope of this work, the developments led to FRETILIN being voted out of power in elections held in mid-2007, and the formation of a new government led by Xanana Gusmão based upon a loose alliance of parties referred to as the *Aliança para Maioria Parlamentar* (Alliance of the Parliamentary Majority, or AMP), no single one of which held as many seats as the total held by FRETILIN. The violence and destruction that greeted the announcement of the formation of the AMP government was dramatic, and included the burning of over a hundred houses in the FRETILIN-dominated districts of Baucau and Viqueque, and an attack on a UN convoy travelling between the two districts, remarkably with no casualties. At least at that time, therefore, the willingness of all citizens to accept the outcome of democratic processes was incomplete, and FRETILIN themselves referred to the party's inability to control its supporters, a number of which appeared to share the view that FRETILIN had an historical right to govern.

Since that time, however, there are indications of continued advancement of citizen's understanding of their role in democratic political processes, and Gusmão's government was returned for a second term in peaceful elections held in 2012. What might be noted, however, is that Gusmão has presided over a big-spending

government from which traditional FRETILIN supporters have benefited as much as anyone else. Whether acceptance of democratic political processes will continue in a future climate of economic austerity following the depletion of the nation's currently accessible gas reserves is a different question, but to maximizes the chances of this happening, there is merit in ongoing investment in civic education in Timor-Leste.[39]

Perhaps one of the missed opportunities associated with the development of Timor-Leste's governance *system*, was the abolition of district parliamentarians at the conclusion of the first term of parliament based on Section 167 of the Constitution (RDTL:2002). Although district parliamentarians may not have fulfilled any promise they might have held prior to their abolition, the question of how to create meaningful linkages between government and sections of the national community and make parliament responsive to community demands remains a key issue. As reflected in Counterpart International's observations about the level of "political resistance to decentralization" among Timor-Leste political elites,[40] establishing these linkages through the present decentralization program will present major challenges and necessitate making multiple levels of government responsive to community demands.

3.1.2 Current context

Notwithstanding the traumatic political experiences of the Portuguese and Indonesian periods, the current situation is considerably more positive. Between the 1999 "popular consultation" on East Timor's political future and the present day, the population of what is now Timor-Leste have participated in a series of elections, specifically in the years of 2001, 2002, 2007, 2009, and 2012.[41] While election violence marred the 2007 elections the remainder were largely peaceful, and viewed by major international and national election observers as being free and fair, delivering credible results.

Citizen participation in political processes in the post independence period is marked by two key characteristics. Firstly, levels of political violence have significantly dropped, and formal citizen participation via the exercise of voter rights, while generally high is on the decline. In the 1999 "popular consultation" voter turn out was exceedingly high with over 95% of East Timorese exercising their right to vote in the historic ballot for independence.[42] The 1999 ballot was a politically charged event and not only were levels of voter participation high, but levels of insecurity were such that 1,500 people were killed, along with the widespread destruction of public and private property. Since 1999 voter participation has remained very high but steadily dropping. In the 2001 Constituent Assembly election voter turn out was 93%.[43] This may have been a result of lingering euphoria from 1999 and optimism about the future as an independent state. It may have also been due to the fact that in addition to party lists, voters were able to vote for district representatives, making voter participation have a

[39] For details of the events referred to in the forgoing paragraphs, see the report of the United Nations Independent Special Commission of Inquiry for Timor-Leste (UNISCITL) (UNISCITL 2006), the report of the International Crisis Group (ICG) (ICG 2006), and Chapter 6 of Nixon (2012).
[40] See Counterpart International (2013:2).
[41] Constituent Assembly elections in 2001, Presidential Elections in 2002, both parliamentary and presidential elections in 2007, *Suco* elections in 2009 and both parliamentary and presidential elections in 2012.
[42] See The Carter Center (1999).
[43] See Timor-Leste National Parliament (2001).

direct and local result. As noted above, these district representatives were subsequently eliminated.

Since 2001 there have been numerous opportunities for citizens to vote for their representatives in general, presidential and *suco* elections. While there has been little political violence in Timor-Leste since the 2007 elections, voter turnout has also dropped dramatically. According to the International Foundation for Electoral Systems (IFES), in the 2012 general elections voter turnout was 74.78% and first and second rounds of the presidential elections in that year were 78.1% and 73.1% respectively.[44] What was noticeable about the 2012 elections was that unlike the 2001 and 2007 elections they were not conducted in an environment overshadowed by political violence and crisis. While there were greater levels of security, voter participation dropped. This may indicate an increasing sense of detachment from the political process or alternately just a developing "normalcy" similar to other countries. Interestingly, the United Nations Integrated Mission in Timor-Leste (UNMIT) reported in 2010 at the local level the 2009 *suco* council elections witnessed only a 68% voter turnout (although a greater number of respondents interviewed in relation to the present survey participated in these elections).[45]

In 2013 the International Crisis Group (ICG) reported that while Timor-Leste is more stable than it has ever been in its short history it is challenged by five significant issues, all of which have a bearing on how citizens engage in political processes. Firstly, ICG argues that there is the possibility that petroleum resources, and thus state budgets, may "run dry within fifteen years." Secondly, there is a possibility of a problematic transition from Prime Minister Gusmao and the older generation to the next. Thirdly, the award of government contracts, pensions and jobs has occurred as a way to buy the peace, appeasing dissatisfied veterans, troublemakers and criminals. As the ICG note, "Paired with the impunity that followed the political violence of the 2006 crisis, there appear to be strong perverse incentives to foment unrest."[46] Fourthly, there is a failure to develop a "well-functioning justice sector" which could, especially in the context of an economic downturn, become "incendiary" in the absence of improved rule of law, Fifthly, that there is a slide towards authoritarianism in which the political culture of the elites and the security sector does not mesh with liberal democracy which again could become pronounced in the event of an economic downturn.[47] This collection of issues signal a political system, that while democratic, is dysfunctional and unsustainable. Consequently, citizens are likely to become increasingly disenchanted with participation in political processes and also potentially challenge the legitimacy of these processes.

It is clear that Ba Distrito Project aims to improve the binary relationship between "[t]he evolution of the system and the evolution of the citizen" to a more productive level through educating and supporting citizens to make legitimate demands on government. This emphasis is encapsulated in Ba Distrito project objectives aiming at enhancing "the capacity of *suco* councils to strengthen citizen participation and representation in local governance," and improving "communication and linkages of

[44] See IFES (2014).
[45] See UNMIT (2010).
[46] See ICG (2013:38).
[47] See ICG (2013:38)

suco councils with district administrations, local line ministries and other basic public service providers at subnational level." In order to generate baseline data on this area and facilitate the evaluation of change over time, the Ba Distrito Baseline Survey questionnaire included questions on citizens' perceptions of living conditions and access to a range of services and opportunities, and questions on citizen's perceptions on a range of aspects related to participation in political processes, including input into *suco*-level decision making processes and participation in presidential, parliamentary and *suco* elections.

3.2 Citizen's knowledge and awareness of decentralization in Timor-Leste

3.2.1 Background

A summary of the various administrative entities above the level of the *suco* that have prevailed in what is now Timor-Leste over the past few centuries includes the *reino*s or micro-kingdoms of the Timorese *liurai*, the *posto*s (sub-districts) and *concelho*s (districts) of the Portuguese colonial administration, and the successive district and sub-district arrangements of the Indonesian, UN and RDTL periods. With the consolidation of Portuguese colonial authority from the second half of the 19th century onwards, the first of these entities became progressively subsumed into the Portuguese administrative system such that by the mid-20th century the boundaries of the old *reino*s were reported to have ceased playing any role in the administration of the colony.[48] In the final decades of Portuguese control, therefore, the administration of the colony was based on up to 13 districts (or *concelho*s)[49] divided into around 50 or 60 sub-districts (or *posto*s) and the municipality (*camara municipal*) of Dili. Each *posto* was further divided into a number of *sucos*, each comprising a number of hamlets, or *povoaçõe*s (*aldeia*s).[50]

This same general administrative system became the basis of the administrative system employed by the Indonesians during the occupation period. As Indonesia's 27th province, *Timor Timur* retained the thirteen districts in existence at the conclusion of the Portuguese period, which towards the conclusion of Indonesian rule

[48] See Landman and Plant (1948 Part 1:229).

[49] See Saldanha (1994:52-53), who includes a diagrammatic representation of this administrative structure, and Gunn (1999:244-245). Note that in the present day, the term '*aldeia*' is generally used to refer to hamlets. Note also that numerous changes to the administrative boundaries of Portuguese Timor were made during the 20th century. For details of these changes see Vaz (1964:55-87). Similarly, the number of administrative units also changed. According to a detailed review of records and published accounts concerning both indigenous and colonial administrative units undertaken by Sherlock (1983:76), Portuguese Timor in 1950 was comprised of fifty-four *postos* comprising 411 *suco*s. By 1968, this had increased to fifty-six *posto*s comprising 415 *suco*s.

[50] See Saldanha (1994:52-53), who includes a diagrammatic representation of this administrative structure, and Gunn (1999:244-245). Note that in the present day, the term '*aldeia*' is generally used to refer to hamlets. Note also that numerous changes to the administrative boundaries of Portuguese Timor were made during the 20th century. For details of these changes see Vaz (1964:55-87). Similarly, the number of administrative units also changed. According to a detailed review of records and published accounts concerning both indigenous and colonial administrative units undertaken by Sherlock (1983:76), Portuguese Timor in 1950 was comprised of fifty-four *postos* comprising 411 *suco*s. By 1968, this had increased to fifty-six *posto*s comprising 415 *suco*s.

comprised a total of 62 sub-districts comprising a total of 442 *desa*s, or *suco*s.[51] In due course this same model transferred to the United Nations Transitional Administration and then the RDTL state, which in 2010 had 13 districts, 65 sub-districts, and 442 official *suco*s. [52] Note that until such time as Timor-Leste decentralizes (see below), the administrators of the districts and sub-districts are officials of the central government. Below this level, as outlined in Law 3/2009 on *Community Leaderships and their Election* (RDTL 2009) there are "community leadership structures" associated with the 442 official *suco*s.

From a decentralization perspective, it is of interest that the *posto* or sub-district level played a key role in Portuguese Timor in the post-pacification period that followed the disempowerment of the *liurai*s following the quashing of the Dom Boaventura revolt in the 1911-1912 period. In the Portuguese colonial model, it was at the *posto* level that the colonial administration system met the local "traditional authority" structures of the *suco* under a system of indirect rule. As "the main interface between the colonial administration and the Timorese" (Gunn 1999:245-246) the *posto* administrator or *chefe de posto* was responsible for duties such as tax collection, labour supervision and liaison with other *chefes* (of *suco*s and *povoaçõe*s) within the *posto*. Yet beneath this level of administration, the *suco*s and *povoaçõe*s continued to be administered by *suco* leaders exercising inherited authority (albeit in new roles), who retained responsibility for conflict resolution as well as for relaying the administrative requirements of the colonial administration (received via the *chefe*s *de posto*) to villagers.[53]

As noted by Saldanha (1994:51-52), this administrative system was eminently suited to the under-resourced Portuguese colonial model, and had the added advantage that it operated largely in accordance with local expectations. Ultimately, the system of administration introduced by the Portuguese was broadly preserved under the Indonesian occupation administration, and elements of it (particularly from the *região*, or district, down) also had relevance for the Timorese resistance, for whom the sub-district level of administration equated to the resistance *zona*, and at which level officials of the *Concelho Nacional da Resistência Timorense* (National Council of Timorese Resistance) presided over portfolios in areas including health, agriculture, education and security. Perhaps not surprisingly given the history and local context, these individuals also commonly possessed status in the traditional authority structure, and many of them transferred into the sub-district administration system that evolved at the time of the UN transitional administration.[54]

Since independence, as the Timor-Leste state has struggled to develop, the sub-district

[51] Based on BAPPEDA (Indonesian Regional Development Planning Board) figures (BAPPEDA 1997:35).
[52] Information concerning the official number of subdistricts and sucos was provided by Faustino Cardoso Gomes (pers. comm., October 23, 2010) from the Timor-Leste *Comissão Nacional de Eleições* (National Electoral Commission).
[53] See Capell (1944:198), Archer (1941:7), Gunn (1999:244-246) and Saldanha (1994:51-52), who notes that this administrative model was eminently suited to the under-resourced Portuguese colonial system, and that it had the added advantage of operating in accordance with local expectations.
[54] For information on resistance-era structures see Chapter 5 of the CAVR report (CAVR 2005). For information on resistance structures and traditional authority patterns (particularly their nature at the conclusion of the Indonesian period) see Nixon (2012:117-119).

level has continued to be a relevant level of public administration for rural citizens. Despite several rounds of *suco* elections having taken place at the initiative of the government, thereby challenging notions of traditional authority and introducing democracy to the local level, the *suco* level is still not technically part of the state administrative system. Accordingly, the sub-district remains the level at which rural citizens interface with the state, with sub-district officials continuing to play a role resolving disputes between *sucos*[55] and continuing to serve as the immediate interface with the state apparatus, such as it is.

The history of sub-national administrative entities, including the sub-district level, in what is now Timor-Leste, means on one hand that any decentralization program can capitalize on the familiarity with a tier of social organization *above the level of the suco* that will already be familiar to the population. On the other hand, it should be remembered that for much of this history, public administration was either semi-feudal or colonial in character, and oriented at extracting surplus from the population (for example the Portuguese head tax) rather than deliberating on how best to deliver services with state funds. Moreover, democratic structures are only a recent introduction, and the development of administrative capacity at local level still requires substantial development.

3.2.2 Current context

While there has been a generally positive expansion of civic education at the national and subnational levels there remains some considerable shortcomings in the understanding of relevant political processes at the *suco* level. This is indicated in a recent Asia Foundation poll which found that 51% of respondents understood "some" or "a lot" of the government's plans for decentralization while 37% of respondents claim to understand little of the process (i.e. "a little" or "not at all").[56] In fact these findings are not dissimilar to those of the present survey (See Section 5.2 in this report).

The decentralization process in Timor-Leste is now being complimented with a process of "pre-deconcentration" that was announced in August 2013. In respect of this the Government passed a decree law to establish:

> …the organizational and structural functions of administrative pre-decentralisation, which are peripheral services under the direct administration of the State, with administrative autonomy endowed to the Ministry of State Administration. The structures of administrative pre-deconcentration aim to ensure the implementation of Government programs and the maintenance of the coordinated actions of all State services, and to support the activities of the traditional community leaders and non-governmental organisations in their geographical areas of operation."[57]

Pre-deconcentration is designed to assist in the decentralization of administration systems as a precursor to full political decentralization. In some ways the *Programa Nasional Dezenvolvimentu Suco* (National Village Development Program or PNDS) program supported by the Governments of Timor-Leste and Australia is a forerunner, or part of, the deconcentration process, given its intent to channel more spending

[55] See Nixon (2009:59-60).
[56] See Asia Foundation (2013).
[57] See Government of Timor-Leste (2013).

authority to populations at the base. It is in fact not a new idea and was mooted by the FRETILIN administration in 2005.[58] Concerning decentralization generally, Asia Foundation research conducted in 2013 indicates a majority view among respondents polled (72%) that "decentralization will result in improved services delivery."[59]

Given the Ba Distrito project's objective, as outlined in Section 2.2, of improving "communication and linkages of *suco* councils with district administrations…[and]… local line ministries" and the interest of the project in citizen's knowledge and awareness of decentralization," the design of the survey included questions examining the extent to which citizens in the districts of Baucau, Covalima and Oecusse, had heard about the decentralization and pre-deconcentration plans of the Government of Timor-Leste's (GoTL), whether they had attended any briefing, and whether they'd had the opportunity to provide any input into draft legislation.

3.3 Citizen's knowledge of the roles and responsibilities of *suco*s, and their expectation of and satisfaction with *suco* service provision

3.3.1 Background

As articulated by one commentator (Davidson 1996:11), even prior to the subjugation of the *liurai*s in the early 20th century, it had long been *suco* leaders whose 'primary authority' was most respected by the Timorese. Certainly, at the birth of the RDTL state following almost a quarter century of Indonesian occupation, the hereditary authority of *suco* leaders remained a fundamental feature of life in rural areas, which remained (as they continue to be) characterized by subsistence agriculture. Typically, *suco* administration structures would be headed by a senior (male) ritual leader believed to have the ability to communicate with the ancestors, a skill that enhanced his ability to resolve conflicts between existing villagers, as well as seek the intervention of the ancestors in times of need to make villages invisible to enemies or impervious to bullets.[60] Other members of the *suco* administration with inherited authority would typically have responsibility for other key areas relevant to a rural subsistence context in a challenging geographic environment, such as land allocation and land dispute resolution, agriculture, water and various ritual aspects relating to agricultural fertility, as well as *suco* security. Individually or collectively, *suco* leaders would also exercise *local resource mobilization* to enable the completion of minor public works of importance to the *suco* (a capacity that may have been affected by the era of government, donor and CSO grants, as discussed below). A younger brother of the senior ritual leader, perhaps with a higher level of education, might have responsibility for interfacing with state officials on particular matters.[61]

[58] See Govenrment of Timor-Leste (2005).
[59] See Asia Foundation (2013).
[60] As documented some decades after pacification by researchers such as Middelkoop (1963) and Schulte Nordholt (1971) these aspects were of clear importance during pre-pacification times characterized by instability and ritualized head-hunting. Furthermore, they retained relevance in a subsistence context steeped in traditional authority structures and continued to have relevance throughout the resistance period and beyond.
[61] See Nixon (2012:164-184). See also Berlie (2000:139-140).

3.3.2 Current context

Beginning several years after independence based on *Law No. 2/2004 on the Election of Suco Chiefs and Suco Councils* (RDTL 2004a) a process commenced aimed at introducing democratic and progressive principles to the *suco* level. Whereas *Law No. 2/2004* prescribed procedures for the "secret, free, equal and direct" election of *suco* chiefs and councils (consisting of the *suco* chief, the chief of every *aldeia* in the *suco*, two women, a "young person" of each gender and a further *suco* elder), subsequent laws, notably *Decree Law No. 5/*2004 on Community Authorities (RDTL 2004b) and *Law 3/2009* on *Community Leadership and Their Election* (RDTL 2009b) extended state legitimacy to *suco* councils and suggested particular areas of responsibility for *suco* council members. The most recent of these (*Law 3/2009*), which superseded the original *suco* electoral law (*Law No. 2/2004*), stated (Article 10) that:

> The activities of the *Suco* Leader and the *Suco* Council may be carried out in fields such as the following:
> (a) Peace and social harmony;
> (b) Population census and registration;
> (c) Civic Education;
> (d) Promotion of the official languages;
> (e) Economic development;
> (f) Food safety;
> (g) Environmental protection;
> (h) Education, culture and sports;
> (i) Assistance in the maintenance of social infrastructures, such as housing, schools, health centers, opening of water wells, roads and communications.

Responsibilities outlined in detail (under Article 11 on "Responsibilities of the *Suco* Council") in *Law No. 3/2009* (in common with *Decree Law No. 5/2004*), include the resolution of minor disputes and the promotion and "creation of mechanisms for preventing domestic violence" (areas discussed further in following sections), financial reporting tasks, the "coordination and implementation" of *Suco* Council decisions, and the promotion of "a continuous consultation and discussion process with the whole community on the planning and execution of community development programs."

The *Suco* Council, meanwhile (under Article 12), is charged with assisting the "Suco Leader in preparing an annual development plan for the Suco," "identify, plan and monitor…activities in the fields of health, education, environment, employment and food safety promotion" [amongst others], "Promote the respect for the principle of equality" and "Ensure the respect for the *Suco*'s customs and traditions" (which, we might observe, may or may not be harmonious with the previous responsibility).

The law specifically requires (Article 10) that the "activities of the *Suco* Leader and the *Suco* Council shall be carried out without prejudice to such national programs and plans as approved buy the Government" and states (Article 12) that the *Suco* Council should "Cooperate with the Government and the Municipal Administration in implementing plans and activities aimed at promoting the development of *the Suco*."

Importantly, no doubt, for candidates running for office at the local level, the legislation (see Article 15 of *Law 3/2009*) provides for allowances for *suco* and *aldeia* leaders and attendance fees for members of *suco* councils, as well the "right to such material resources as allow them to duly exercise their duties" and the "right to

education and training aimed at enhancing their skills." Meanwhile, in an apparent attempt to prevent *suco*-level politics becoming embroiled in party-politics, *Law 3/2009* (Articles 21 and 24) expressly prohibits political parties from submitting candidate lists or of "candidacy being bound to a political party."

From time immemorial, *suco* leadership appointments in Timor have been defined by hereditary claims and obligations in accordance with the belief that supernatural endorsement is of the utmost importance for supporting fertility and sustenance in a challenging subsistence agricultural context. It would not be surprising then, in these early days of democratic determination of *suco* leadership, if a number of hereditary *suco* leaders have been returned to senior positions in *suco* councils through democratic means, while others may have been removed yet continued to exercise "traditional authority" (to use the Weberian term) from the side-lines, while formal authority is held by democratically elected *suco* councils comprised of representatives of different age/gender groups. Yet there are also real indications of change, reflected in the account of a new *chefe* appointed during the 2009 elections in a suco in Alieu district. In this case, the newly incumbent *chefe de suco* asserted the importance of keeping ritual leaders close to the *suco* council so that they could continue to benefit from the proximity of these individuals to the supernatural realm. His own attractiveness to *suco* voters, however, had been based on development rather than ritual credentials, as he was known to be close to a foreign Non-Government Organization that had expressed interest in installing a solar electricity system in the village.[62]

Some of the responsibilities allocated to *suco* councils via the new *suco* governance laws are roles rural citizens will already expect from their *suco* leaders. These include coordination with governance entities beyond the level of the *suco*, as well as the dispute resolution (promotion of "Peace and social harmony") aspects that are discussed in later sections, and which typically seek to realize dispute resolution outcomes through processes involving discussion and admission of transgression, compensation and reconciliation. On the other hand, some of the new "roles and responsibilities of *suco*s" introduced by the recent legislation are certain to require substantial socialization before they are fully comprehended at local level. Similarly, charging *suco*s with responsibility for realizing development outcomes with state resources is a landmark development for village councils whose areas of service delivery have been historically confined to such areas as lands and water allocation, dispute resolution, ritual aspects, and minor public works using locally mobilized (unpaid) labour. The present period is a dynamic one and the present baseline survey an important opportunity to evaluate the extent to which knowledge about the "roles and responsibilities of *suco*s" has kept track with the changes to *suco* councils that have occurred over the past decade,[63] (see Section 5.3.1) as well as the nature of citizen's "expectation of and satisfaction with *suco* service provision." With respect to the question of the ongoing (unpaid) labor mobilization capacity of *suco* councils, the present survey also offers the opportunity to evaluate the continuing strength of this feature of *suco* governance (see Section 5.1.5).

[62] Based on interview with chefe de *suco* in Alieu district, October 2009.

[63] Under Article 9 of *Law 3/2009* (RDTL 2009) the term of *suco* councils is for 6 years. Whereas the first *suco* elections took place in the 2004 -2005 period, the second were held in 2009. This suggests that the next round of *suco* elections will be held in 2015.

The Programa Nasional Dezenvolvimentu Suco (National Program for Village Development, or PNDS)

Perhaps the largest intervention in *suco* life since the introduction of elections for Suco chiefs in 2009[64] is the new Government of Timor-Leste PNDS program. According to the project summary:

> The (PNDS), or *National Program for Village Development*, is a new, nation-wide community development program of the Government of Timor-Leste. Worth $300 million over 8 years from 2014, it will contribute to rural development by funding the 'missing link' to services – basic village infrastructure – and provide jobs and training. Communities will receive an annual grant of between US$50,000 – US$75,000 directly from the Government to plan, construct and manage their own small-scale infrastructure projects. The Government will also fund the salary costs of all staff working on the program. [65]

Citizen's expectations of and satisfaction with suco service provision

The literature suggests that much information exists about the government's expectations of *Suco* Chiefs/Councils and vice versa, but is much less robust about what citizens expect of *Suco* Councils/Chief. However, 2013 Asia Foundation data does provide an indication of citizen expectations on government service delivery generally in the context of decentralilzation. Specifically, in a poll conducted in September 2013, the Asia Foundation found that a majority of respondents (72%) considered that decentralization would "result in improved service delivery."[66] The present survey is seen as an opportunity to generate baseline data on perceptions of suco service service delivery in the districts of Baucau, Covalima and Oecusse) across a range of areas (see Sections 5.3.2, 5.3.3, 5.3.4, 5.4.3, and 5.4.8).

3.4. Citizen's Access to Justice

3.4.1 Citizen's confidence in justice sector institutions

For reasons outlined earlier, the historical experience of rural Timorese with justice and conflict resolution systems substantially revolved around customary dispute resolution systems (summarized in Box 1 below) at the *suco* level, and the level immediately above the *suco* level (*reino* level prior to pacification; *posto* or sub-district level post-pacification). This continued until Portuguese colonial authority in Timor suddenly receded following the April 1974 "Carnation Revolution" in Lisbon. In Dili, the vacuum left by the Portuguese sparked the evolution of a clutch of political organizations, the advent of which led to conflict in the territory in the second half of 1975, followed by almost a quarter century of Indonesian occupation.

As discussed earlier, this period of Indonesian occupation was characterized by state suppression and state-sponsored human rights abuses, which did little to promote confidence in of post-customary justice institutions (notably the Indonesian court system).[67] For this reason, when Timor-Leste finally emerged as an independent (or "restored") state in 2002, many of the concepts, expectations, and processes of justice

[64] For more information see Gross (2009).
[65] See Government of Australia (2013).
[66] See Asia Foundation (2013:3).
[67] A similar case can be made concerning the "revolutionary justice" metered out in the so-called *zonas libertados*, or liberated zones controlled by FRETILIN (*Frente Revolucionária de Timor-Leste Independente,* or Revolutionary Front for an Independent East Timor) in the second half of the 1970s. For further information see CAVR (2005 Part 5).

and dispute resolution that prevailed throughout the territory remained substantially based on customary principals. To no small extent did this situation also prevail both in the district capitals and also the national capital, Dili.

Box 3.4.1: Summary of customary justice key principles[68]

***Barlaque* (bride-price)**

Until recent times, bride-price payments have remained common, with "value" differing by region and other factors. The inclusion of cattle, pigs and horses in bride-price payments may play a role in generating and circulating protein, but there is concern that the practice (particularly) excessive payments play a role in Gender Based Violence (GBV) and can impact negatively upon children. Bride-price may emerge as a factor in connection with many disputes, including GBV, child custody and land dispute cases.

Ritual aspects and the role of ancestors

The realm of the ancestors (*lulik* or *adat*) ancestors in ensuring survival and prosperity on earth is an important component of Timorese culture and also has bearing on justice and dispute resolution processes. For example, bringing dishonor on one's family could potentially invoke the wrath of the ancestors leading to sickness or death. For rural Timorese, the existence of the ancestors and the powers they hold continues to exert a powerful influence over social conduct, hence dispute resolution processes will commonly have a ritual dimension.

Compensation principles

The payment of compensation will generally conform to perceptions concerning the "value" of the crime (ie. a goat for a goat). The perpetrator may also be expected to contribute to the cost of dispute resolution (such as cigarettes for the mediator) as well as preparations for the reconciliation events that would typically follow.

Collective responsibility

The perception of collective responsibility, whereby a crime is considered perpetrated not just by an individual but an entire family, remains common. On the positive side, this adds to the disincentives against committing transgressions, as repeat offenders will test the good will of their extended family, each of whom may be expected to contribute to compensation payments.

Reconciliation

Once the dispute resolution process has transpired (the history of a disputes from various perspectives heard, culpability admitted where appropriate, understanding between parties advanced and compensation acceptable to all negotiated), the next step is reconciliation. Commonly, all parties will contribute to reconciliation feasts, at which the consumption of local distilled liquor is an important symbol.

Sorcery

Notwithstanding attempts to discourage punishments and killings related to sorcery dating back to the pre-pacification period, sorcery–related killings have continued in Timor-Leste into the 21st century. State and donor supported *suco*-level education, monitoring, and intervention activities are key to addressing this area.

Importance of quick justice

The swift resolution of disputes is considered very important in Timor-Leste. This is a key reason supporting the need for the support and development of suco-level justice and dispute resolution forums, which are far more accessible to the majority of the rural population than the four courts.

The dispute resolution forum

Suco-level dispute resolution processes in Timor-Leste are characterized by significant

[68] For further information see Nixon (2012: 164-184).

"forum-shopping," and cases may proceed through a number of *aldeia* and *suco*-level fora for a before reaching resolution. Proposals that have been advanced for improving *suco*-level dispute resolution processes and outcomes commonly emphasize support for identifying mediators suitable to all parties. In some cases this may need to be undertaken beyond the suco level (therefore necessitated recourses such as transport, etc.). Qualities sought in a mediator/facilitator include impartiality and background knowledge of the case. Typically, the entire history of the case, which may go back years or even generations, will be related in the course of the dispute resolution process. Commonly those who have committed transgressions of social norms will admit fault, normally leading to compensation negotiations and ultimately reconciliation between the parties.

Sexual crimes and Gender based Violence (GBV)
In the case of rape, or where a man makes a woman pregnant but will not marry her, the traditional penalty would accord to the bride-price. Compensation is also expected in cases of adultery and GBV. In the case of the latter, the compensation may traditionally be claimed by the family of the female victim. This outcome may present a disincentive to the perpetrator against reoffending yet provide little comfort to the victim.

Land dispute mediation
Suco authority structures have historically included elders or *katuas* with special responsibility over land aspects. They or other *katuas* (including the *chefe de suco*) may preside over *suco*-level dispute resolution processes involving land (which often have other dimensions as well). Disputes may relate to parcel boundaries, inheritance or rights to harvest. Disputes concerning suco boundaries would typically have to be mediated at a level beyond that of any of the *suco*s involved (for example, the sub-district level).

Note that due to the combination of both patrilineal (most prevalent) and matrilineal land inheritance systems, the particular marriage and settlement choices of some couples can potentially result in none of their offspring having heritable land rights. In the prevailing agricultural context this could conceivably result in "minority" status on the basis of economic disadvantage relative to other community members.

The prevalence of *suco*, or community level justice forums and processes at the birth of the state clearly had, and continues to have, both positive and negative impacts. On the positive side, these processes enable the resolution of disputes at forums located potentially within every *suco* in the country, while the state justice system goes about the long period of developing in the prevailing post-conflict fragile-state context, Additionally, processes are often based on principles (mediation, negotiation, compensation, reconciliation) increasingly recognized as of value in an international context in which aggressive, litigative win-lose principles often dominate. In relation to the principle of reconciliation, in particular, it is worth highlighting that for the inhabitants of rural village, who live in close proximity to families with whom they may have experienced a past dispute – reconciliation is of the utmost importance in order to enable a return to daily life.

On the negative side, the justice and dispute resolution principles that have informed *suco* or community justice and dispute resolution processes until recently have undoubtedly been quarantined from many of the advances that now characterize international standards, resulting in the present need for the development of *concepts*, *expectations* and *preferences* related to justice among the population as well as the development and advancement of actual justice institutions (including community forums as well as the state court system).

Challenges to the development of justice sector institutions in Timor-Leste

The development of both the court system and the existing *suco*-level dispute resolution forums since independence has been a slow process. After being developed from scratch during the UN transitional administration period, the court system struck particular difficulties in early 2005 when all 22 national judges failed their evaluations after a 5 year training and probationary period. With the resulting ban on national judges working in district courts, the number of qualified judges was reduced to four, creating massive bottlenecks in the courts (therefore impacting on the viability of "quick justice" referred to above) and recognition of the justice system as "the weakest branch of Timor-Leste's governance architecture" (World Bank 2006:19). Following this development, around 20 international judges were recruited to provide the backbone of the justice system in the short-term, with the plan, as outlined in the RDTL "Justice Sector Strategic Plan 2011-2030" (RDTL 2010:15) that their role would transfer to performing advisory, training and mentoring functions "within a reasonable time-frame."[69] Ongoing initiatives to improve justice capacity have included the internationally-supported Legal Training Centre and a law course delivered though the national university through a consortium of Portuguese universities.

The challenges and bottlenecks associated with the development of the court system, have resulted in an ongoing interest, at least among international partners, in options for developing existing *suco*-level justice and dispute-resolution systems operating throughout the country, and linking them to the formal justice system.[70] Whereas a range of models and draft laws have been proposed to this effect, none has yet been passed.[71]

Citizen's confidence in justice institutions – to do what?

Because of the particular history of justice and dispute resolution processes rural Timor, the topic of citizen's confidence in justice institutions raises several key derivative questions, as follows:

- The confidence of the citizen that justice sector institutions (both *suco*-level and state-level, ie. courts) are based on what citizens perceive to be the correct balance between traditional values on the one hand and international human rights standards on the other. In respect of this matter, it should also be appreciated that this perceived balance is likely to change over time, as human rights education programs have increasing impact throughout the country and at *suco*-level.
- Clearly, the citizen's confidence in justice sector institutions to be fair and transparent, and to operate efficiently (ie. deliver reasonably "quick justice) is an important area.

[69] Concerning this transfer of responsibilities, it was noted (RDTL 2010:15) that "the transfer of knowledge has been slow, since the international judges have mainly performed judicial functions to the detriment of mentoring functions".

[70] Following the developments of 2005, for example, the World Bank (2006:23) suggested that the "Ministry of Justice may wish to develop a definition of jurisdiction with respect to customary law and/or civil arbitration mechanisms" in relation to the question of "linking customary practices to the formal justice system".

[71] For a summary of these various proposals, see Nixon (2012:192-200).

The Ba Distrito Baseline survey is an important opportunity to explore these questions both in relation to courts and suco-level justice and dispute resolution forums (see Sections 5.3.3, 5.4.2, 5.4.3, and 5.4.4).

3.4.2 Citizen's access to information on and use of available legal aid services

Given the minimal relevance of the court system to rural inhabitants of Portuguese Timor during the colonial period, and the suspicion of the legal system that prevailed throughout the Indonesian occupation and which served to reinforce the dispute resolution role of *suco* authorities (discussed under Section 3.4.1 above), legal aid services have only become of relevance with the development of the court system since independence. Still, due to the condition of infrastructure in many parts of Timor-Leste and the lack of easy access to[72] Timor-Leste's four courts (located in Dili, Baucau, Oecusse and Suai), ongoing challenges with the development of the courts, and the expectations and preferences of *suco* residents concerning how disputes to which they are party should be resolved (see Box 3.4.1 above), *suco*-level justice and dispute resolution forums have continued to play probably the major role in Timor-Leste. Accordingly, it is considered that the present theme has relevance to *suco*-level forums as well as courts.

Certainly, the justice information and legal aid programs undertaken since independence by both international CSOs, including Asia Foundation and Avocats Sans Frontières (ASF), and local CSOs, such as Centro Feto in Oecusse, have focused on improving outcomes in *suco*-level forums as well as providing legal aid services of specific relevance to the courts, [73] alongside the Office of the Public Defender which has played a role providing defense lawyers. It is of note that international and national CSOs alike have been vulnerable to funding cycles, with impacts upon program continuity (for example, ASF's program in Timor-Leste, which concluded around 2009).

Access to information generally in Timor-Leste remains challenging. There is little or no organized commercial distribution of newspapers and other informational material in the districts, rather such material is distributed by government and NGOs on an often ad hoc basis. Local government often uses post boards in front of offices to provide access to information about government programs and activities, however these are only as reliable as the officials in the local government offices. Whereas mobile phone penetration is now around 63%, "internet usage in its various forms" is reportedly "especially low,"[74] despite recent liberalization of the telecom sector. Low literacy rates, particularly among the rural population are another factor presenting serious challenges for access to information in Timor-Leste. According to the 2010

[72] For example, in the course of research into the justice sector undertaken in mid-2007 (including interviews with the Asia Foundation and the Office of the Public Defender), it was reported that a great number of cases (possibly *most* cases overall and certainly the majority of land cases were being dismissed from court for reasons including poor preparation.

[73] For example, Asia Foundation and ASF have delivered programs in a range of districts aimed at improving local-level mediation capacity, as well as delivering legal education. Meanwhile, national CSO Centro Feto (in Oecusse) has delivered education programs aimed at improving justice outcomes for vulnerable groups as well as sensitizing the population about GBV aspects. (Based on discussions with representatives of these projects between 2002 and 2007). For specific details of the Asia Foundation mediation program, see Chopra, Pologruto and Deus (2009:14).

[74] See BuddleComm (2014).

census 56.1% of the total population was literate in Tetum and 45.3% literate in Indonesian. However, whereases 80.9% of the urban population was literate in Tetum (Indonesian: 74.1%), only 44.6% of the rural population was literate in Tetum (Indonesian: 31.8%).[75] The present Ba Distrito Baseline Survey is an opportunity to generate data concerning citizens' access to information on both legal aid and the courts (see Sections 5.4.1 and 5.4.5).

4. Methodology

4.1 Summary

Based on the Ba Distrito project themes outlined in Table 2.2.1 above, a survey instrument was designed guided by the literature review included in Chapter 3 above. Specifically the themes addressed in the survey instrument comprised the following: (1) "Citizen's understanding of their role in political processes"; (2) "Citizen's knowledge and awareness of decentralization in Timor-Leste (including *suco* legislation)"; (3) "Citizen's knowledge of the roles and responsibilities of *suco*s, and their expectation of and satisfaction with *suco* service provision"; (4) "Citizen's access to justice;" and (5) (Cross-cutting) "Citizen's perception, understanding and agreement with concepts of gender equality and the participation of women, youth and minorities in decision making around development priorities." The survey sought to interview a minimum of 936 respondents from a total of 22 *sucos* in the Ba Distrito target-districts of Baucau, Covalima and Oecusse. The final number of respondents surveyed numbered 958.

Socials Science Dimensions (SSD) trained enumerators from the Timor-Leste based Belun organization to conduct the survey, and supervised these enumerators in the field, in the months of March and April 2014, using three National District Field Supervisors and two expatriate specialists. Respondents were selected using a system that involved the numbering and random selection of houses in target *suco*s. Eight pairs of enumerators (two pairs per district) used motorcycles for transport and entered data directly into pre-programmed tablet computers for downloading in the evenings to a central database (*Quicktab*).

4.2 Sampling Plan

The 22 *suco*s, all of which were preselected by Counterpart, comprised six *suco*s in Oecusse district and eight *suco*s in each of the districts of Baucau and Covalima. The specific *suco*s included in the survey are outlined in Table 4.2.1 below, which also indicates the sub-districts in which each *suco* is located and the final number of respondents. The random sampling approach applied within these *suco*s is outlined in Section 4.2.1 below.

Table 4.2.1: Included *suco*s (and sub-districts) and number of respondents

Oecusse		Covalima		Baucau	
Suco & Sub-district	**#**	**Suco & Sub-district**	**#**	**Suco & Sub-district**	**#**
Suco Malelat, Passabe	52	*Suco* Maudemo, Tilomar	39	*Suco* Triloca, Baucau	40
Suco Suni-Ufe,	52	*Suco* Lalawa,	39	*Suco* Soba, Laga	40

[75] See Government of Timor-Leste (2010:xvii).

Nitibe		Tilomar			
Suco Usitacae, Oesilo	54	*Suco* Fohoren, Forohem	38	*Suco* Samalari, Laga	40
Suco Usi-Taqueno, Oesilo	51	*Suco* Taroman, Fatululic	41	*Suco* Fatulia, Venilale	41
Suco Bobometo, Oesilo	52	*Suco* Ogues, Maukatar	39	*Suco* Loilubo, Vemasse	40
Suco Naimeco, Pante Makasar	55	*Suco* Beco, Suai Town	40	*Suco* Uatolari, Vemasse	40
		Suco Tashilin, Zumalai	41	*Suco* Lacoliu, Quelicai	41
		Suco Raimea, Zumalai	41	*Suco* Samalari, Baguia	42
Total	316	Total	318	Total	324
Total Respondents = 958					

4.2.1 Random Sampling Approach

After investigating the possible use of *suco* lists and discounting this idea on the basis of being too time consuming and unreliable,[76] it was decided to use maps as the basis of the sample. A series of *suco* maps, dated December 2013, was obtained understood[77] to be based on Australian Defense Force orthophoto data. These maps feature the location of buildings, thereby enabling the numbering of all buildings within specific parameters, in turn facilitating a random selection approach. Based on this approach, the sample was developed via the following steps:

- Each map covering a target *suco* was prepared by the addition of a buffer area on either side of each road or track, in accordance with the objective of including every building within 500 meters of a point accessible by a motorcycle as a possible interview location.
- The field teams numbered all buildings located within the buffer areas of each *suco* map.
- Once the total number of buildings was known, a sample of buildings was selected randomly using a spreadsheet (Libre Office Calc). The number of buildings selected in each *suco* in order to reach the minimum sample of 936 respondents is indicated in Table 4.2.2 below. In addition to the minimum number of buildings indicated in Table 4.2.2, additional buildings were randomly selected for the following two reasons: (1) For use in the event that any of the original buildings were unable to be used (for e.g. a building was found to be disused and the immediate area uninhabited), and: (2) To facilitate further interviews beyond the agreed minimum of 936 in the event that time permitted.
- Once the sample of building numbers was completed, each building number was allocated to one of the four target categories (Female 16-30; Female 31+; Male 16-30; Male 31+), starting at the lowest number and proceeding to the highest. This allocation process progressed in a circular fashion to ensure

[76] Preliminary inquiries indicated that *suco* lists were of variable quality in respect of (1) availability, (2) being up-to-date, and (3) the extent to which they indicated which individuals were resident in the *suco* at the present time, as opposed to living in Dili or elsewhere.

[77] ALGIS and Agrometeorology, MAF, Timor-Leste Seeds of Life,Timor-Leste UNFPA-National Directorate for Statistics, Timor-Leste National Directorate for Land and Properties, Timor-Leste Australian Peace Keeping Force.

equal representation of all target groups throughout survey implementation. When the process was complete, each *suco* had a list of codes indicating the buildings that should be targeted for interview and the target category for each building.

- Once in the field, the enumerators proceeded through the list of randomly selected buildings, taking into account the spread of points in relation to the organization of transport logistics.
- Upon arriving at each selected building (which in the overwhelming majority of cases were houses), the interview teams established the number of individuals in the target group available for interview at the location. In the event there were multiple individuals in the target group available for interview, a single respondent was chosen randomly using a process involving colored marbles.[78] In the event no resident member of the target group was available in the selected building, the field team endeavored to interview the nearest member of the target group resident within 200 meters of the selected building. In the event no resident member of the target group was available within 200 meters of the selected building, that particular location was eliminated and replaced with a contingency code.
- Enumerators were instructed not to take the names of respondents and to ensure that interviews were conducted confidentially.
- Data was entered directly into tablet computers for wireless transfer to a central database on a daily basis (where possible). Data analysis was undertaken using *Stata*.

The target building and respondent categories for each *suco* are as outlined in Table 4.2.2 below, although due to field realities, the final *suco* tallies included fewer respondents in the target categories in some cases, and a greater number in others.

Table 4.2.2: Minimum respondent numbers for the minimum sample size of 936

District	Respondents per Age/Gender Category				Total Respodents per Suco	Total No. of Sucos per District	Total Respondents per District
	Female 16-30	Male 16-30	Female 31+	Male 31+			
Oecusse	13	13	13	13	52	6	312
Baucau	10	10	10	10	40	8	320
Covalima	10	10	10	10	40	8	320
Total Respondents							**952**

4.3 Other Considerations

Other considerations taken into account in the design of the survey were as follows:

4.3.1 People Living with a Disability

To ensure the strong representation of people living with a disability in the survey, *chefe sucos* were asked at the commencement of fieldwork in each *suco* to identify

[78] Childrens' marbles with numbers painted on them with stationary white-out.

Persons Living With A Disability (PLWADs) in the community for possible inclusion in the survey.[79] The guidance provided to enumerators was to endeavor to preselect between two and four PLWADs from every target *suco*, preferably from different gender/age categories and using a random selection approach where appropriate. This approach was based on 2010 national census data identifying 48,242 individuals with either a "walking, seeing, hearing or mental disability" (slightly over 4.5% of the population). Had all available PLWADs from every *suco* been included the entire sample could potentially have been comprised of PLWADs (for e.g. a *suco* with a population of 1,800 could potentially have a PLWAD population of 82, which is greater than the minimum sample size). As communicated by Counterpart, a PLWAD survey was not the objective of the exercise hence an appropriate proportion needed to be determined. In order that PLWAD be robustly represented in the survey without dominating it, the aim of 5% PLWAD participation was agreed upon. In the event, PLWAD participation came to 5.75% (see Section 4.5 below) as a combination of the PLWADs preselected in each s*uco*, combined with those selected randomly as part of the broader sample.

4.3.2 Minority Populations

No pre-selection of minority populations occurred. Instead, the survey instrument included provision for respondents to identify themselves as members of ethnic or religious minorities. A breakdown of this data is included below under Section 4.5 below.

4.3.3 Rural/Urban

No sampling distinctions were be made on the basis of a rural/urban differentiation because of the rural nature of the selected *suco*s (consistent with the rural focus of the Ba Distrito project). However, the *aldeia*s of all randomly selected respondents were noted in case of a future need for this level of geographic information.

4.4 Quality Control

The 12 Belun enumerators were supervised by three SSD District Field Supervisors over the period of the survey, which lasted from mid-March (including training) to early May 2014. Training, supervision and quality control was provided for a total of 9 weeks by two international specialists over this period, in the early stages of which the survey instrument and sampling plan were also finalized. Quality control activities included direct supervision of interview activities, monitoring of map reading and building selection/sampling activities, and monitoring the data once it had been entered into the database. Telephone checks (using text messages) were conducted with over 15% of respondents who provided telephone numbers.[80] The tablet data entry method was mostly fool-proof, but the enumerators entered the wrong codes into the machines in approximately 15-20% of cases. Before the data was processed, every interview was checked against, in particular, the age and gender information.

[79] Note that it was originally intended to seek lists of PLWADs from relevant organizations based in Dili (notably PRADET and ASSERT). In following up this matter with PRADET, we were advised that although they viewed the emphasis on PLWADs a positive, they were reluctant to provide the identity of PLWADs without the PLWAD's prior consent. In the same communication we were advised that in any case the *chefe suco*s should be able to identify potential PLWAD respondents.

[80] Numbers available upon request.

4.5 Overview of Sample

4.5.1 Geographic Distribution

The number of respondents interviewed in each of the target *suco*s is outlined in Table 4.5.1 below.

Table 4.5.1: Respondents per *suco* and proportions

Oecusse			Covalima			Baucau		
Suco & Sub-district	**#**	**%**	**Suco & Sub-district**	**#**	**%**	**Suco & Sub-district**	**#**	**%**
Suco Malelat, Passabe	52	5.43	*Suco* Maudemo, Tilomar	39	4.07	*Suco* Triloca, Baucau	40	4.18
Suco Suni-Ufe, Nitibe	52	5.43	*Suco* Lalawa, Tilomar	39	4.07	*Suco* Soba, Laga	40	4.18
Suco Usitacae, Oesilo	54	5.64	*Suco* Fohoren, Forohem	38	3.97	*Suco* Samalari, Laga	40	4.18
Suco Usi-Taqueno, Oesilo	51	5.32	*Suco* Taroman, Fatululic	41	4.28	*Suco* Fatulia, Venilale	41	4.28
Suco Bobometo, Oesilo	52	5.43	*Suco* Ogues, Maukatar	39	4.07	*Suco* Loilubo, Vemasse	40	4.18
Suco Naimeco, Pante Makasar	55	5.74	*Suco* Beco, Suai Town	40	4.18	*Suco* Uatolari, Vemasse	40	4.18
			Suco Tashilin, Zumalai	41	4.28	*Suco* Lacoliu, Quelicai	41	4.28
			Suco Raimea, Zumalai	41	4.28	*Suco* Samalari, Baguia	42	4.38
Total Oecusse	316	32.99	**Total Covalima**	318	33.2	**Total Baucau**	324	33.84
Total = 958 (100%)								

4.5.2 Characteristics of Sample

The key features of the sample are outlined in Table 4.5.2 below. As indicated in the table, the sample was almost equally divided by gender, and almost equally divided by age category (16-31, and 31+) in accordance with the survey design. Not surprisingly given the district and rural nature of the survey, the proportion of respondents indicating they had completed secondary school or above was 240 (25.06%). Similarly, with respect to occupation, the majority of respondents (550, or 57.41%) indicated that they were farmers. The next largest occupational category was "student," at 113 respondents (11.8%). Relatively few respondents indicated that they were employed by the government (63 respondents, or 6.58%), operated their own businesses (50, or 5.22%), or were employed by the private sector (24, or 2.51%).

Table 4.5.2: Profile of the sample (unweighted)

Category	Sub-category	No. of Respondents	% Sample
Gender	Female	483	50.42
	Male	475	49.58
		Total = 958	Total = 100%
Age	16-30	467	48.75
	31+	491	51.25
		Total = 958	Total = 100%
Education	Completed Primary School	389	40.61
	Secondary School	216	22.55
	Completed University	24	2.51
	No answer	329	34.34
		Total = 958	Total = 100%
Occupation	Farmer	550	57.41
	Employed by the government	63	6.58
	Employed by the private sector	24	2.51
	Operate your own business	50	5.22
	Student	113	11.8
	Other	101	10.54
	No work of any kind (unemployed)	51	5.32
	No answer	6	0.63
		Total = 958	Total = 100%
Disability	Physical	37	3.86
	Intellectual	17	1.77
	Physical and Intellectual	1	0.1
	No Disability	903	94.26
		Total = 958	Total = 100%
Religion	Catholic	958	100
	Other	N/A	
		Total = 958	Total = 100%
Minority	Yes	300	31.32
	No	652	68.06
	No Answer	6	0.62
		Total = 958	Total = 100%

The number of respondents living with a disability totaled 55 respondents (or 5.73% of the sample). Of these, 37 respondents (3.86%) indicated physical disabilities, 17 (1.77%) indicated intellectual disabilities, and one (0.1%) indicated physical and intellectual disabilities. As indicated in Section 4.3.1 above, the total proportion of PLWADs included in the sample slightly exceeds the 4.5% of the population found to be living with a "walking, seeing, hearing or mental disability" in the 2010 national census. Although slightly higher than expected, this was in keeping with the intention of ensuring a robust representation of PLWADs in the sample.

As discussed in the Literature Review, traditional (*lulik* or *adat*) belief systems continue to have strong currency in Timor-Leste. Notwithstanding this reality, the fact that all 958 respondents indicated "Catholic" as their religion highlights the continuing influence of the Catholic Church throughout the districts of Baucau, Covalima and Oecusse. Whereas the strong following of the Catholic Church is

consistent with understanding about the expansion of Catholicism during the Indonesian period,[81] the 300 respondents (31.32% of the sample) indicating that they are members of a minority is of interest. One possible explanation for this is could be the marriage patterns common throughout the eastern Indonesian Archipelago region, which are characterized by "bride-giving" and "bride-taking" exchanges between different communities, and which would commonly result in relocation of individuals (men or women, depending on patrilineal or matrilineal features) upon marriage.[82] Another possible explanation could be relocation that occurred during the Indonesian period, when some communities were moved to control resistance activities. Ultimately, further research would be required to clarify the reasons for the extent of minority group identification.

4.6 Data Analysis

This survey collected data on 958 participants spread across 22 *suco*s (where these *suco*s were purposefully chosen according to the locations where the Ba Distrito project will be running). Information was collected on 25 key questions that were asked in addition to a number of underlying demographic questions (such as age and gender).

The 2010 Population and Housing Census of Timor-Leste provided total population levels for each *suco* divided into groups by age (15-29 and 30 plus) and gender. This Census also identified 48,242 individuals in Timor-Leste with either a "walking, seeing, hearing or mental disability" (4.6% of the population). In the Ba Distrito Survey participants were asked (a) whether they belonged to the 16-30 or 31+ age group and (b) whether they had a physical or intellectual disability. As a result the following formulae were used to obtain weights for this survey (using these weights the following results will be indicative of the average person living in one of the 21 *suco*s involved in the Ba Distrito project).

Table 4.6.1: Notation

Notation		
	i	*Suco*
	j	Age group (youth or elder)
	k	Gender (male or female)
	l	Disability (yes or no)
	m	Person
	n_{ijk}	Number of people surveyed in *Suco* i, age group j and gender k.
	n_{ijkl}	Number of people surveyed in *Suco* i, age group j, gender k, and disability group l.
	N_{ijk}	Number of people in Census population in *suco* i, age group j and gender k.

[81] According to Aditjondro (1994:34-400) and Crowe (1996:78-79) less than one third of East Timorese had embraced Catholicism prior to 1975. By 1992, however, more than 90% of the population identified as Catholic. Although the Indonesian requirement to identify with an official religion is attributed as a contributing factor, the main cause is considered to be the support for the human and political rights of the East Timorese that was extended by the Catholic Church during the period of the Indonesian occupation

[82] For further information see Wouden (1968) and Fox (1980).

Table 4.6.2: Survey weight

<table>
<tr><th colspan="5">Survey Weight</th></tr>
<tr><td rowspan="3">Were any disabled people surveyed in Suco i, age group j, and gender k?</td><td rowspan="2">Yes</td><td rowspan="2">Is person m disabled?</td><td>Yes (l=1)</td><td>$Weight = \frac{0.046 \times N_{ijk}}{n_{ijkl}}$</td></tr>
<tr><td>No (l=0)</td><td>$Weight = \frac{0.954 \times N_{ijk}}{n_{ijkl}}$</td></tr>
<tr><td>No</td><td colspan="2"></td><td>$Weight = \frac{N_{ijk}}{n_{ijk}}$</td></tr>
</table>

Using these survey weights, the analysis of the Ba Distrito consisted of cross-tabulations (in order to gain a basic understanding of the range of responses to each survey question), and the fitting of mixed effects models (to explore how these responses varied by district, gender, age and occupation). This analysis was performed in Stata Version 12.0.

Cross-tabulations were produced for the original demographic variables (*suco*, gender, age, education, occupation, disability, religion, and minority). These results were produced for both unweighted and weighted data (to describe both the population that was surveyed and also population-level estimates across the 22 identified *sucos*). Cross-tabulations were also produced for the 25 survey questions. A number of questions were identified into sub-questions (e.g. Question 1 asked participants to rate the quality of 9 aspects of the quality of life in their *suco*). Cross-tabulations will show the number of responses broken down by sub-question.

A mixed effects model was then built for each question to explore how the question response varied as a function of district, gender age and occupation (where occupation was collapsed into three categories – (a) farmer, (b) other work, and (c) student or unemployed). It was originally proposed that education be also considered as a predictor, however 35% of participants did not provide information on their educational level (and hence there were concerns about this high level of missing data). Mixed effects models were constructed using all survey participants who had provided information on all of the variables involved in that mixed effects model.

Mixed effects models are similar to standard regression models (which assess how much a question response varies as a function of a set of predictors and indeed whether this potential change is statistically significant). However mixed effects models are also able to account for potential clustering within the data (e.g. participants from the same *suco* might be more similar than participants between different *sucos*). More information about fitting mixed effects models in Stata can be found in Rabe-Hesketh and Skrondal (2012).

The outcome variable for the mixed effects models will vary depending upon the survey question. The first type of survey questions consisted of a single question with a yes/no response, these were modeled using a logistic regression model with mixed effects. The second type of survey questions asked for a varying level of response (eg. strongly agree, agree, disagree, strongly disagree). For these questions the responses were placed in an increasing order (e.g. strongly disagree to strongly agree), and the response was replaced by a numerical rank (e.g. 0 for strongly disagree, 1 for

disagree, 2 for agree, and 3 for strongly agree). This numerical rank was then modeled using a linear regression model with mixed effects. The third type of survey questions contained a number of sub-questions where each sub-question asked for a varying level of response (e.g. level of agreement represented by the numerical rank). The numerical ranks for each sub-question was then summed to produce a single score for that survey question, where these scores were modeled using a linear regression model with mixed effects.

The results for the mixed effects model contain a regression coefficient, standard error, p-value and 95% confidence interval for each predictor variable in the model. In the case where the outcome variable is binary (yes/no) then an odds ratio is reported instead of a regression coefficient. The district predictor could be one of three values (Baucau, Covalima, and Oecusse), where Baucau is taken as the reference category and Covalima and Oecusse are compared against Baucau. The occupation predictor could be one of three occupations (farmer, other, or student/unemployed), where farmer is taken as the reference category and other and student/unemployed are compared against farmer. Finally a random intercept accounts for the variation between *suco*s within this dataset (i.e. accounts for clustering).

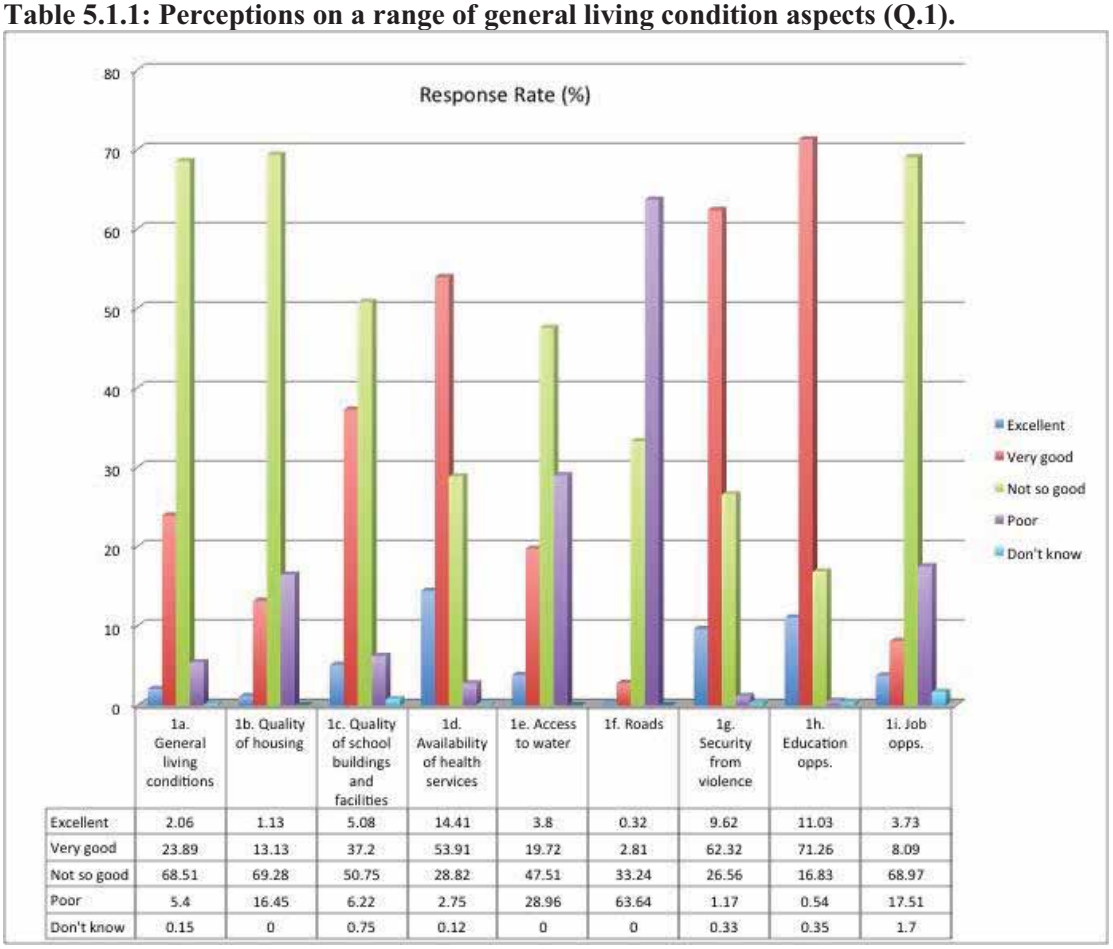
5. Findings

5.1 Citizens' Understanding of their Role in Political Processes

5.1.1 Views on General Living Conditions Aspects (Q.1)

As outlined in the Introduction and the Literature Review, the development of the rural Timor-Leste economy has been hindered by a number of factors, ranging from geographic features to extended periods of economic malaise under colonial administration, to conflict and occupation. For these reasons, the lack of development in rural Timor-Leste is widely recognized. As an opening question therefore, and to generate baseline data on key areas related to *suco* development (and therefore of relevance to the Ba Distrito project) respondents were asked to rate a range of aspects relating to the *suco* where they live. Specifically, these comprised general living conditions, quality of housing, quality of school buildings and facilities, availability of health services, accessibility of water, roads, security from violence, educational opportunities and job opportunities. The results for this question are profiled in Table 5.1.1 overleaf.

Table 5.1.1: Perceptions on a range of general living condition aspects (Q.1).



	1a. General living conditions	1b. Quality of housing	1c. Quality of school buildings and facilities	1d. Availability of health services	1e. Access to water	1f. Roads	1g. Security from violence	1h. Education opps.	1i. Job opps.
Excellent	2.06	1.13	5.08	14.41	3.8	0.32	9.62	11.03	3.73
Very good	23.89	13.13	37.2	53.91	19.72	2.81	62.32	71.26	8.09
Not so good	68.51	69.28	50.75	28.82	47.51	33.24	26.56	16.83	68.97
Poor	5.4	16.45	6.22	2.75	28.96	63.64	1.17	0.54	17.51
Don't know	0.15	0	0.75	0.12	0	0	0.33	0.35	1.7

As profiled in Table 5.1.1 above, the data indicates positive rankings for the three areas: of (1h.) "Educational opportunities" (82.29% "Excellent" or "Very good), (1g.) "Security from violence" (71.94% "Excellent" or "Very good"), and (1d.) "Availability of health services" (68.32% "Excellent" or "Very good").

Areas ranked predominantly negatively, meanwhile, were (1a.) "General living conditions" (73.91% "Not so good" or "Poor"), (1e.) "Accessibility of water" (76.47% "Not so good" or "Poor"), (1b.) "Quality of housing" (85.73% "Not so good" or "Poor"), (1i.) "Job opportunities" (86.48% "Not so good" or "Poor") and, most markedly, (1f.) "Roads" (96.88% "Not so good" or "Poor"). The majority of respondents (56.97% "Not so good" or "Poor") also ranked "Quality of school buildings and facilities" at the lower end of the scale, but less markedly than in the case of the other areas ranked negatively.

Box 5.1.1: Q.1 Variation

There were no significant differences in how participants rated the features of their *suco* by district (p=0.78 and p=0.93), gender (p=0.72), age (p=0.94), or occupation (p=0.75 and p=0.98). For further details see Appendix B, Section 2.1.1.

The findings for Question 1 are of little surprise given the subsistence nature of the rural economy and the range of historical factors that have presented obstacles to development in Timor-Leste. Despite this, the findings provide useful baseline data and also highlight the importance of strategies to improve roads, provide job opportunities, and improve housing, general living conditions and access to water

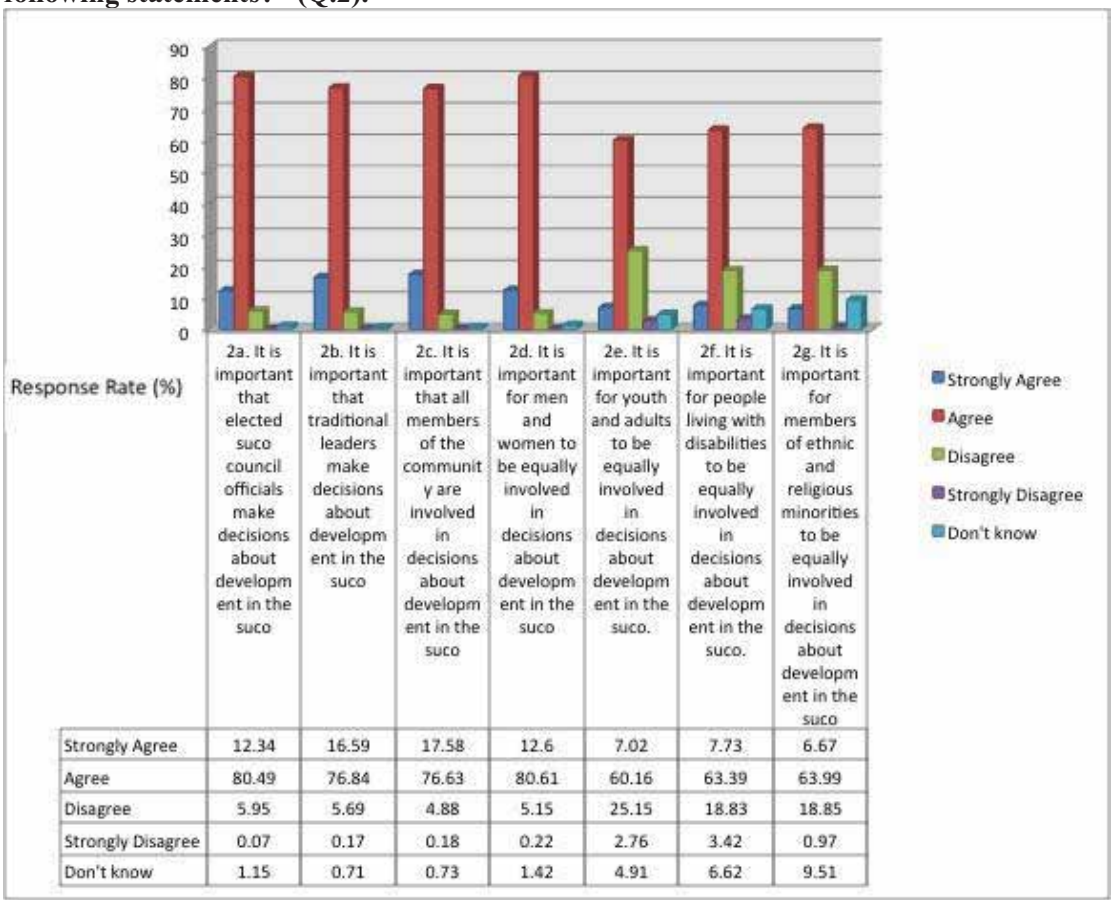
across the three districts of Covalima, Baucau and Oecusse, in accordance with the needs and aspirations of local communities. While suggesting the relative effectiveness (compared to other areas) of past and present efforts to provide educational opportunities, health services and security from violence, it should also be noted that significant proportions of the sample ranked these areas negatively, indicating room for improvement. Moreover, for each of these areas (and across all categories) the "Excellent" ranking was low, exceeding 10% only in the cases of *Availability of health services* (14.41%) and *Education opportunities* (11.03%).

5.1.2 Views on the Importance of Different Groups Being Involved in Decisions on Development Priorities in the *Suco* (Q.2)

As outlined in Table 2.2.1 above, the Ba Distrito project aspires to "enhance the capacity of *suco* councils to strengthen citizen participation and representation in local governance." For reasons discussed in the Literature Review, representative democracy is a relatively new development in local governance in Timor-Leste, where hereditary leadership structures have historically been the norm and where ritual authority continues to play an important role in daily life. Accordingly, Question 2 was included in the survey to measure respondent perceptions concerning which individuals or groups should be involved in decisions on development in the *suco*, with featured groups ranging from traditional leaders to democratically elected *suco* officials, to women, people living with a disability, and members of minority groups. The findings for this question offer a "snap-shot" of present-day community perceptions concerning who should participate in *suco*-level decision-making processes, and provide baseline data that will enable the measurement of progress (defined as increased support for the involvement of all groups in *suco*-level decision-making processes) over the course of the Ba Distrito project.

In order to generate data on this area, respondents were asked to indicate their level of agreement/disagreement with seven statements each asserting positions on the importance of particular groups being involved in decisions on development priorities in the *suco*. Respectively, these statements proposed that it is important that: (a) "elected *suco* council officials make decisions about development in the *suco*"; (b) "traditional leaders make decisions about development in the *suco*"; (c) "all members of the community are involved in decisions about development in the *suco*"; (d) "men and women…[are]…equally involved in decisions about development in the *suco*"; (e) "youth and adults…[are]…equally involved in decisions about development in the *suco*"; (f) "people with disabilities…[are]…equally involved in decisions about development in the *suco*," and; (g) "members of ethnic and religious minorities…[are]…equally involved in decisions about development in the *suco*." The results for this question are profiled in Table 5.1.2 overleaf.

Table 5.1.2: "Thinking about the involvement of different groups in decisions on development priorities in the *suco*, please indicate your level of agreement with the following statements?" (Q.2).



	2a. It is important that elected suco council officials make decisions about development in the suco	2b. It is important that traditional leaders make decisions about development in the suco	2c. It is important that all members of the community are involved in decisions about development in the suco	2d. It is important for men and women to be equally involved in decisions about development in the suco	2e. It is important for youth and adults to be equally involved in decisions about development in the suco.	2f. It is important for people living with disabilities to be equally involved in decisions about development in the suco.	2g. It is important for members of ethnic and religious minorities to be equally involved in decisions about development in the suco
Strongly Agree	12.34	16.59	17.58	12.6	7.02	7.73	6.67
Agree	80.49	76.84	76.63	80.61	60.16	63.39	63.99
Disagree	5.95	5.69	4.88	5.15	25.15	18.83	18.85
Strongly Disagree	0.07	0.17	0.18	0.22	2.76	3.42	0.97
Don't know	1.15	0.71	0.73	1.42	4.91	6.62	9.51

As profiled in Table 5.1.2 above, the data indicates particularly strong support for the following four statements (in ranked order):

- (2c.) "It is important that all members of the community are involved in decisions about development in the *suco*" (94.21% "Strongly agree" or "Agree").
- (2b.) "It is important that traditional leaders make decisions about development in the *suco*" (93.43% "Strongly agree" or "Agree").
- (2d.) "It is important for men and women to be equally involved in decisions about development in the *suco*" (93.21% "Strongly agree" or "Agree").
- (2a.) "It is important that elected *suco* council officials make decisions about development in the *suco*" (92.83% "Strongly agree" or "Agree").

There was also majority support for the remaining three statements (also outlined in ranked order):

- (2f.) "It is important for people living with disabilities to be equally involved in decisions about development in the *suco*" (71.12% "Strongly disagree" or "Agree").
- (2g.) "It is important for members of ethnic and religious minorities to be equally involved in decisions about development in the *suco*" (70.66% "Strongly agree" or "Agree").

- (2e.) "It is important for youth and adults to be equally involved in decisions about development in the *suco*" (67.18% "Strongly agree" or "Agree").

The data for Question 2 indicates strong and almost equal support for the view that "all members of the community" should be involved in decisions about development in the *suco*," the view that "traditional leaders make decisions about development in the *suco*," the view that "elected *suco* council officials make decisions about development in the *suco*', and the view that "men and women…[should]… be equally involved in decisions about development in the *suco*." These findings are of interest because of the support for the importance of traditional leaders making "decisions about development in the *suco*" (which one would associate with the Weberian construct of "traditional authority") alongside comparable levels of support for decision-making processes based on the values of inclusion, participation, and election-based office - values common among societies that have transitioned, most classically in the course of an industrial revolution, from "traditional authority" structures to authority structures based on "legal authority" and egalitarian values.[83]

As per Weber's observations on social change, the pattern described reflects the transitional phase through which the sample population is passing, in which (1) high value continues to be placed on the perceived ability of traditional leaders to commune with the spirit world in order to ensure health and good harvests in an unpredictable subsistence economic context with an evolving health care sector, and (2) there is, simultaneously, a growing acceptance of the legitimacy of elected representatives and of the legitimacy of inclusive decision making processes.

This transitional phase may prove a prolonged process,[84] and full trust in elected officials may take a long time to build if indeed it is ever fully realized (Section 5.4.8 provides an indication of progress in this regard), hence from a practical perspective the legitimacy of rural governance initiatives are likely to benefit from the ongoing symbolic involvement of traditional leaders at a minimum. And yet, given evidence of the absolute importance of "traditional authority" based *suco* leadership only immediately prior to the 2004 introduction of election-based *suco* councils,[85] the data suggests that the various state (for example *suco* elections), and donor-supported initiatives (for example civic education programs) that have been undertaken in rural Timor-Leste since independence *may* have had considerable success in promoting values of inclusive and democratic[86] decision making processes to the populations of

[83] See Weber (1978:217) on circumstances under which "traditional authority" is transcended and acceptance develops of the "validity…[of a number of]…mutually independent ideas", including "legal authority".

[84] For Weber (1976[1915]:283), there was no expectation that the transition from "traditional authority" values would be quick or easy. Writing on peasants he commented that "they have been inclined towards magic. Their whole economic existence has been specifically bound to nature and has made them dependent on elemental forces. They readily believe a compelling sorcery directed against spirits who rule over or through natural forces, or they believe in simply buying divine benevolence. Only tremendous transformations of life orientation have succeeded in tearing them away from this universal and primeval form of religiosity".

[85] See Hohe and Nixon (2003:15-16) for discussion of the perceived critical importance of "traditional authority" structures in the *suco* in the early post-Indonesian period. Refer to the Literature Review section of this report for an overview of the introduction of *suco* elections.

[86] Intended in this context to communicate the general concept of *demos kratos*, or people power.

the districts included in the survey. Whether or not this is the case, the support for the statements asserting that "all members of the community" should be "involved in decisions about development in the *suco*," and that "men and women" should be "equally involved in decisions about development in the *suco*," suggests that communities are likely to be receptive to work undertaken by Ba Distrito aimed at further promoting inclusive and participatory decision making processes related to development priorities in rural areas.

Box 5.1.2: Q2 Variation

There were some significant differences in how participants felt about inclusion of groups in *suco* decisions. Covalima did not score inclusion as high as Baucau ($B=-2.98$, $p < 0.01$). Males scored inclusion higher than females ($B=068$, $p < 0.01$). There were no significant differences between Baucau and Oecusse ($p=0.10$), age ($p=0.65$), or occupation ($p=0.69$ and $p=0.17$). For further details see Appendix B, Section 2.1.2.

Notwithstanding the positive findings overall for this question, the proportions of the sample indicating disagreement with the view that "people living with disabilities," "members of ethnic and religious minorities," and "youth" should be equally involved in decisions about development in the *suco* are sizeable, again highlighting the prevailing transitional context in which multiple, seemingly contradictory values, simultaneously hold currency. Although further research would be required to ascertain the reasons for which sizeable proportions of the sample disagree with the equal involvement of persons living with disabilities in decisions about development in the *suco*, hypothesis can be advanced in the cases of youth, and members of ethnic minorities (religious minorities being apparently irrelevant in this instance, for reasons outlined in Table 4.5.2).

In the case of youth, the cause may well be an artifact of traditional social conditioning that rewards age and experience (especially if combined with particular lineage) with authority, although further research would be necessary to confirm this. In the case of members of ethnic minorities, meanwhile, the cause may be attributable to the very nature of *suco* socio-political units, which owe their origin to common founders or Lords of the Land (*Liu'rai*). In local folklore, which varies by region, *suco* populations may believe themselves to have literally come forth from the land,[87] and *suco* members may identify themselves as holders of rights to the land and resources of their *suco* that newcomers and even the descendants of newcomers (depending on patrilineal/matrilineal and marriage aspects) may never have. In the subsistence economic context of Timor-Leste where survival is dependent on access to agricultural resources, the land example is highly relevant because it is land that is needed for the advancement of so many development priorities (e.g. schools, clinics, roads, agricultural projects). As part of the continuing custodianship over *suco* domains by *suco* descent groups, particular elders or *katuas* with responsibility for allocating land and water resources are a feature of *suco* socio-political units in Timor. The authority of these individuals is hereditary (in Oecusse the *katuas* in question would be a *Tobe*)[88] and there is no information to suggest that *suco* governance changes introduced since independence have done anything to relax the claims of the current generation of descent group representatives/authorities over

[87] For an anthropological study illustrating this feature of Timorese life, see for example Hicks (1976)
[88] See Nixon (2012:176).

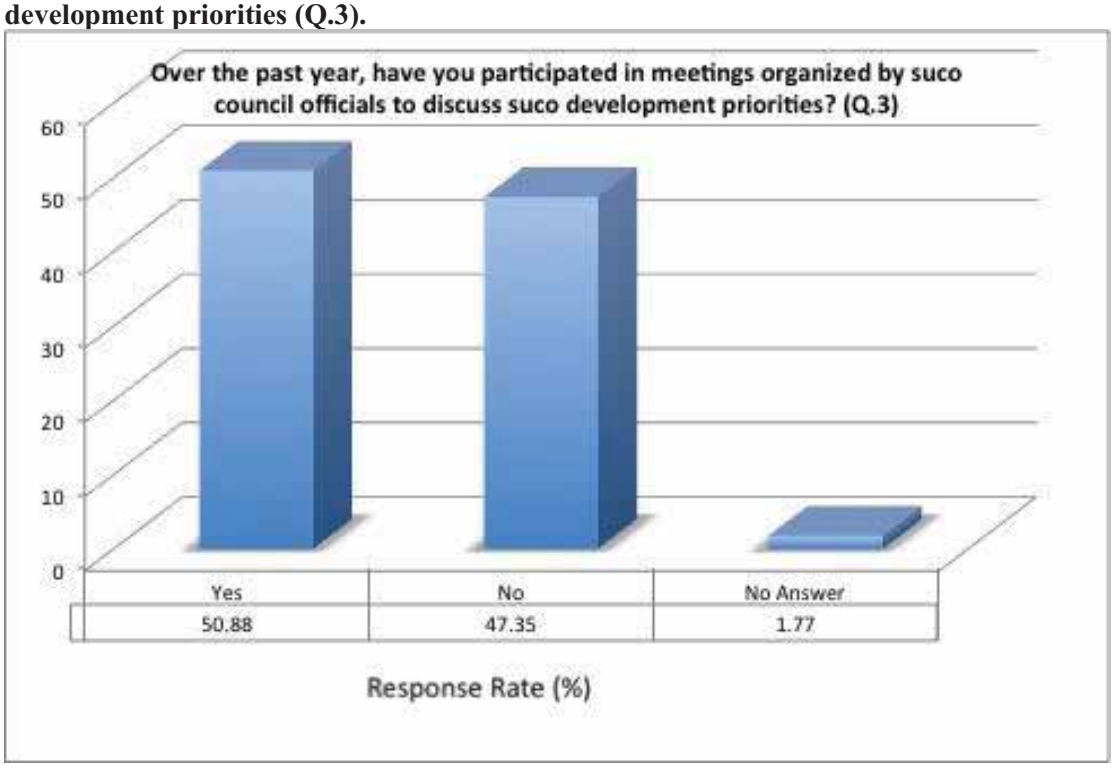
lands originally claimed by their ancestors. For this reason it is realistic to expect that in any *suco* there will be individuals who believe that decisions involving land (including many development planning decisions) should remain the key responsibility of appropriate *katuas* and other individuals connected to local descent groups and that decision making-power should not be shared completely with newcomers from outside the group. This may explain the sizeable proportion of the sample (just under 20%) opposing the equal involvement of members of ethnic minorities in decisions concerning development in the *suco*.

Notwithstanding the above hypothesis concerning reasons for segments of the sample opposing the involvement of PLWAD, ethnic minorities and youths in decisions concerning development in the *suco*, the need for further awareness-raising concerning the rights of these demographics is apparent.

5.1.3 Participation in Meetings Organized by *Suco* Officials to Discuss *Suco* Development Priorities (Q.3)

In order to generate further baseline data concerning citizen participation and representation in local governance and development planning processes (the strengthening of which is a key priority of Ba Distriro Program Objective 1 as outlined in Table 2.2.1), respondents were asked if they had participated in meetings organized by *suco* council officials to discuss *suco* development priorities over the past year. The results for this question are profiled in Table 5.1.3 below.

Table 5.1.3: Participation in meetings organized by *suco* council officials to discuss *suco* development priorities (Q.3).



As outlined in Table 5.1.3 above, the response was divided, with 50.88% of respondents indicating "Yes" and 47.35% indicating "No." While the participation of around 50% of the sample, over the past year, in *suco* council –organized meetings to discuss development priorities is encouraging (although the *nature* of involvement as

discussed in 5.1.4 below is also important), the data suggests room for improvement. The information on *variation* for this question (see Box 5.1.3 below) suggests the need for particular effort to be focused on increasing the attendance of women, youth, and farmers at *suco* development priority meetings, and suggests that the districts of Covalima and Oecusse are more in need of support that the district of Buacau.

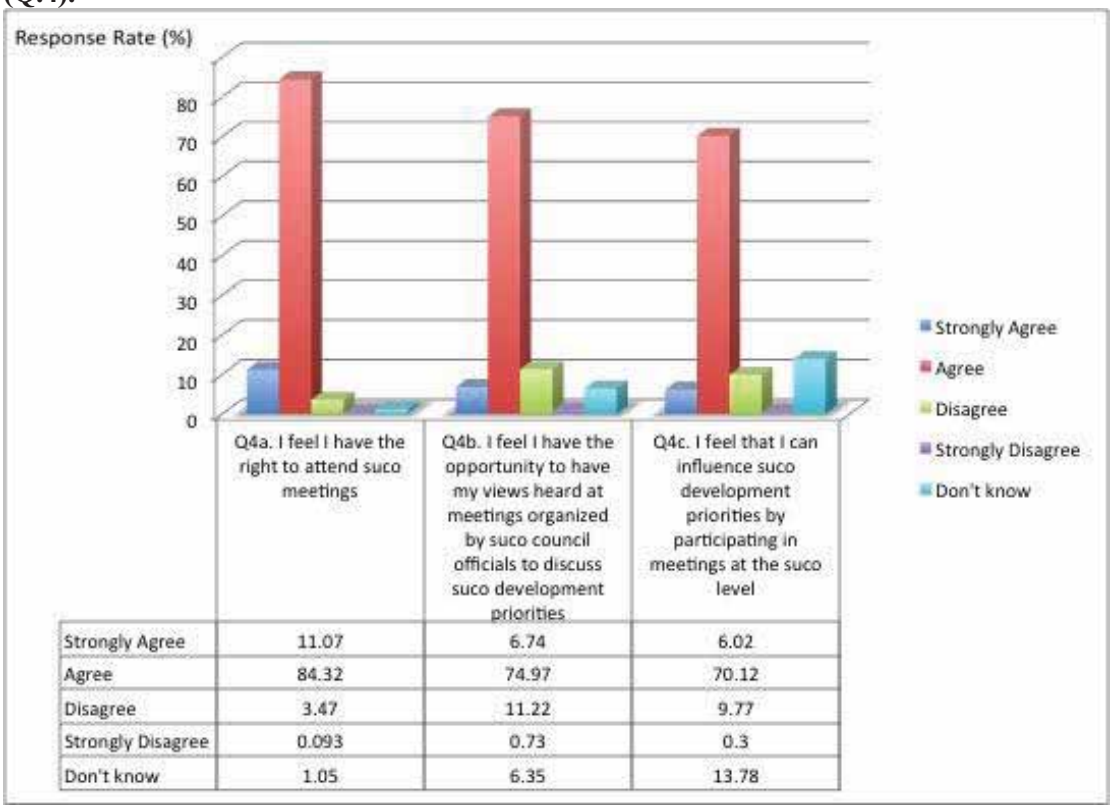
Box 5.1.3: Q.3 Variation

There were some significant differences in the number of participants that attended meetings. Participants in Covalima and Oecusse had lower odds of attending meetings compared to participants in Baucau (OR=0.11, $p < 0.01$ and OR=0.20, $p < 0.01$). Males had greater odds of attending meetings compared to females (OR=1.90, p=0.01). Youth had lower odds of attending meetings than elders (OR=0.56, p=0.01). Participants in occupations other than farming had greater odds of attending meetings than farmers (OR=1.45, p=0.05). There was no significant differences between students/unemployed and farmers in the odds that they attending meetings (p=0.15). For further details see Appendix B, Section 2.1.3.

5.1.4 Ability to Attend and Influence Meetings to Discuss Development in the *Suco* (Q.4)

Following on from Question 3 above, again in order to generate baseline data on citizen participation and representation in local governance and development planning processes, respondents were asked to indicate their level of agreement/disagreement ("Strongly agree," "Agree," "Disagree," "Strongly disagree," "Don't know) with three statements asserting the ability of the individual to participate, with increasing degrees of influence, in meetings to discuss *suco* development priorities. The results for this question are profiled in Table 5.1.4 below.

Table 5.1.4: "Thinking about meetings to discuss development in the *suco* over the past year, please indicate your level of agreement with each of the following statements" (Q.4).



	Q4a. I feel I have the right to attend suco meetings	Q4b. I feel I have the opportunity to have my views heard at meetings organized by suco council officials to discuss suco development priorities	Q4c. I feel that I can influence suco development priorities by participating in meetings at the suco level
Strongly Agree	11.07	6.74	6.02
Agree	84.32	74.97	70.12
Disagree	3.47	11.22	9.77
Strongly Disagree	0.093	0.73	0.3
Don't know	1.05	6.35	13.78

As indicated in Table 5.1.4 above the proportion of respondents who either "Strongly agree" or "Agree" with each of the statement decreased as the level of participation and influence proposed in the statement increases. Specifically, 95.39% of the sample supported the statement (combined "Strongly agree" and "Agree") that (4a.) "I feel I have the right to attend *suco* meetings." The support declined to 81.71% for the statement (4b.) "I feel I have the opportunity to have my views heard at meetings organized by *suco* council officials to discuss *suco* development priorities." Finally, support dropped to 76.14% for the statement (4c.) "I feel that I can influence *suco* development priorities by participating in meetings at the *suco* level." Still, the finding that over three quarters of respondents feel they can influence *suco* development priorities is encouraging, albeit indicating that room for improvement exists. Efforts at encouraging participation might particularly focus on women, with Covalima again deserving of particular attention (see Box 5.1.4 below and also Section 5.1.3 above).

Box 5.1.4: Q.4 Variation

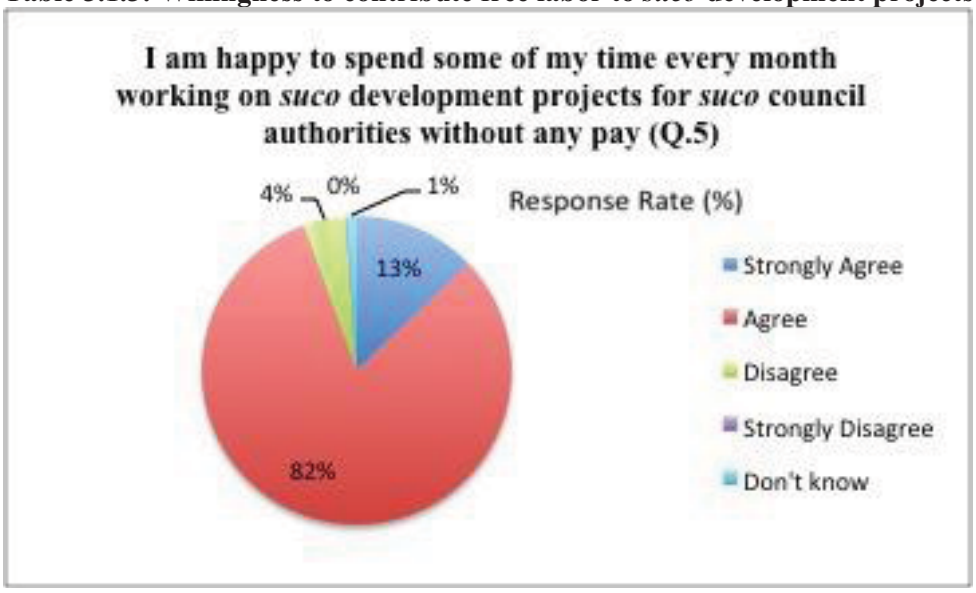
There were some significant differences in whether participants felt that they had the opportunity to have their voices heard. Participants in Covalima had a lower score than participants in Baucau (B=-0.24, p=0.04), while there was no significant difference between participants in Oecusse and those in Baucau (p=0.50). Males scored higher than females (B=0.28, $p < 0.01$). There were no significant differences by age (p=0.87) or occupation (p=0.06 and p=0.69). For further details see Appendix B, Section 2.1.4.

5.1.5 Preparedness to Work for *Suco* Council Authorities on *Suco* Development Projects Without Pay (Q.5)

Local labor mobilization systems (often know in Timor-Leste by the Indonesian term *Gotong Royong*) are an important mechanism used by customary social institutions to mobilize labor and conduct public works in the absence of state agencies (historically) or state resources. As a developing country, Timor-Leste has been subject to a range of food-for-work and cash-for-work programs raising the question of the extent to which members of *suco* communities are still willing to regularly contribute their labor, without pay, to *suco* development projects organized by *suco* council authorities. Whereas there have been anecdotal reports that cash-for-work programs have reduced the enthusiasm of community members for contributing free labor to *suco* development projects in specific instances,[89] the aim of this question was to generate data on this subject for the districts of Baucau, Covalima and Oecusse.

[89] Interview with World Vision Timor-Leste staff Mr. Steven Herbert and Ms. Lina Pasaribu, Dili, 4 May 2012.

Table 5.1.5: Willingness to contribute free labor to *suco* development projects (Q.5).



As outlined in Table 5.1.5 above, 94.46% of respondents indicated support for the statement (combined "Strongly agree" and "Agree") that they are "…happy to spend some of …[their]…time every month working on *suco* development projects for *suco* council authorities without any pay." This is encouraging since it suggests that *suco* authorities in the districts of Baucau, Covalima and Oecusse can continue to mobilize labor locally for essential (minor) public works, such as drainage repairs, in the event that resources are not forthcoming from Government of Timor-Leste (GoTL) agencies or other sources.

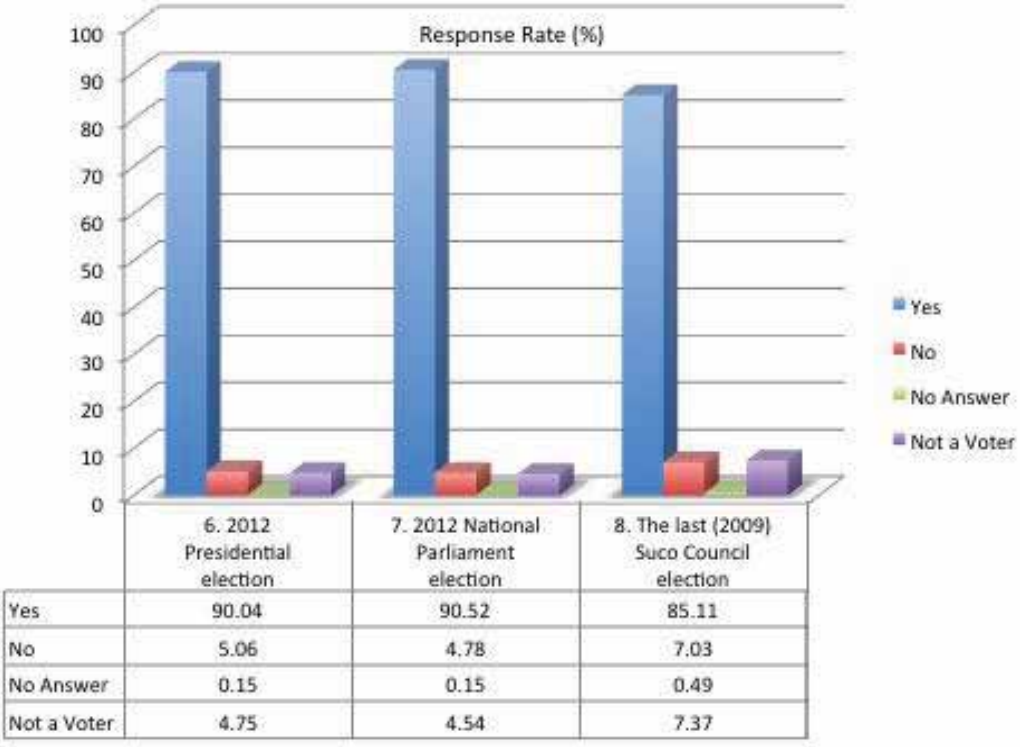
Box 5.1.5: Q.5 Variation

For this question, over 80% of respondents provided the same response, preventing the robust application of the mixed effect model to identify variations by district, gender, age or occupation.

5.1.6 Levels of Participation in Presidential, Parliamentary and *Suco* Council Elections (Q.6 - Q.8)

In order to generate data on citizen participation in democratic electoral processes, respondents were asked to indicate if they voted in the 2012 Presidential election, the 2012 National Parliament election and the last (2009) *suco* council elections. The results for these questions are profiled in Table 5.1.6 below.

Table 5.1.6: Voting behavior in the 2012 Presidential elections, 2012 Parliamentary elections, and the last (2009) *suco* council elections (Q.6 – Q.8).



	6. 2012 Presidential election	7. 2012 National Parliament election	8. The last (2009) Suco Council election
Yes	90.04	90.52	85.11
No	5.06	4.78	7.03
No Answer	0.15	0.15	0.49
Not a Voter	4.75	4.54	7.37

As indicated in Table 5.1.6 above, respondents indicated high levels of participation in all three elections. Respectively, 90.04% indicated that they participated in the 2012 Presidential election, 90.52% indicated that they participated in the 2012 National Parliament election, and 85.11% indicated that they participated in the last (2009) *suco* council election.

The participation levels reported by respondents from Baucau, Covalima and Oecusse districts for the 2012 Presidential and Parliamentary elections can be considered high by world standards, as with a 90% voter turnout rate would they would rank at approximately 15th place out of 169 countries based on data compiled by the International Institute for Democracy and Electoral Assistance (IDEA) for the years 1945-2001.[90] The participation level reported for the last (2009) *suco* election is at a lower level but still comparatively high by world standards. No reason for the lower level of participation at the last (2009) *suco* election can be determined from the data, but given the local governance focus of the Ba Distrito there may be merit in exploring means of increasing participation levels.

Box 5.1.6: Q.6 – Q.8 Variation

For this series of questions, over 80% of respondents provided the same response, preventing the robust application of the mixed effect model to identify variations by district, gender, age or occupation.

[90] Note that five of the highest-ranking countries enforce compulsory voting. See Pinto, Gratschew and Sullivan (2002: 78-80).

5.2 Citizen's Knowledge and Awareness of Decentralization in Timor-Leste (Including *Suco* Legislation)

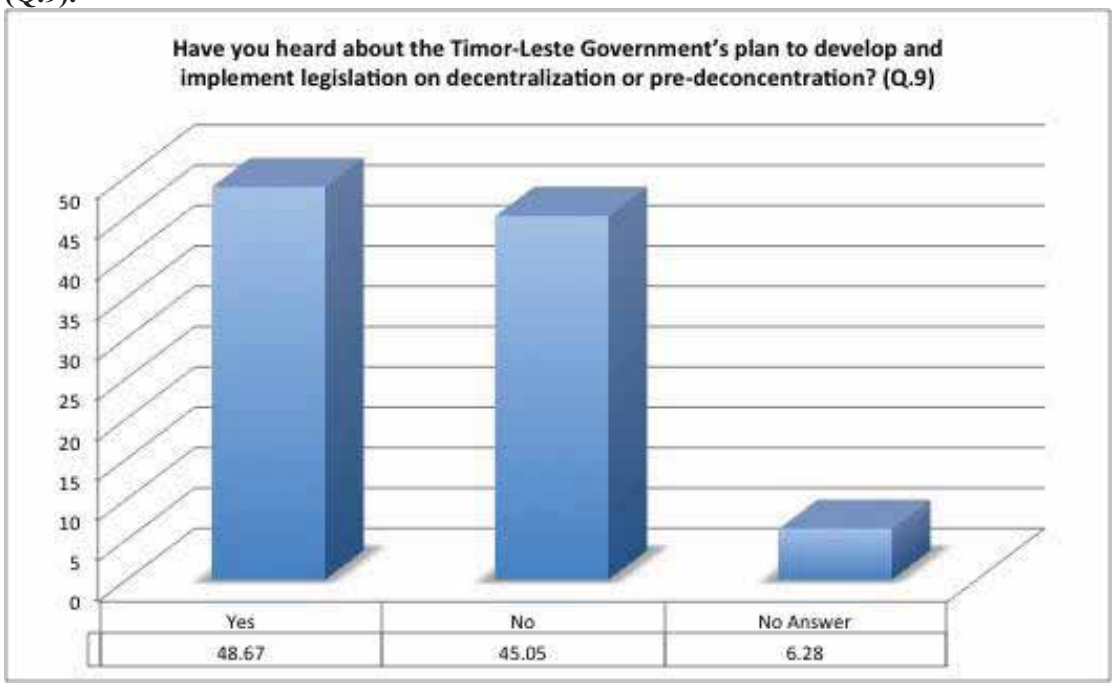
The questions informing this section (Q.9 – Q.11) were designed to generate baseline data relevant to Ba Distrito Program Objective 2 (see Table 2.2.1 above) on improving "communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level," with special attention to the RDTL's decentralization and pre-deconcentration. The questions employed a sequenced skip pattern designed to collect information on whether respondents were aware of the GoTL's decentralization and pre-deconcentration plans, and if so, the extent to which they had participated in related forums. The findings from this question can be used to evaluate the outcomes of Ba Distrito project activities aimed at educating and engaging rural citizens in the districts of Baucau, Covalima and Oecusse concerning the GoTL's decentralization and pre-deconcentration plans. Specifically, the following sequence of questions was used (pertinent sequencing elements in bold):

- (Q.9) "**Have you heard about** the Timor-Leste Government's plans to develop and implement legislation on decentralization and deconcentration"?
- (Q.10 – for those who answered "Yes" to Q.9) "If you have heard about the Government's decentralization plans, **have you attended any briefings** on decentralization or pre-deconcentraztion?"
- (Q.11 – for those who answered "Yes" to Q.9 and Q.10) "If you have heard about the Government's decentralization plans, **have you had the opportunity to provide input** into draft legislation?"

5.2.1 Awareness of GoTL Decentralization and Pre-deconcentration Plans (Q.9)

The results for the first of these questions (Q.9) exploring the extent to which respondents had heard of the GoTL's decentralization plans are profiled in Table 5.2.1 below.

Table 5.2.1: Awareness of the GoTL's decentralization and pre-deconcentraion plans (Q.9).



As indicated in Table 5.2.1 above, respondents were divided in their response, with a slighlty greater proportion indicating they had heard of the GoTL's decentralization and pre-deconcentration plans. Given, however, the importance of decentralization and pre-deconcentration to the lives of rural citizens (if implemented), there is a clear need to increase the dissemination of information on these plans to the *suco* level.

Box 5.2.1: Q.9 Variation

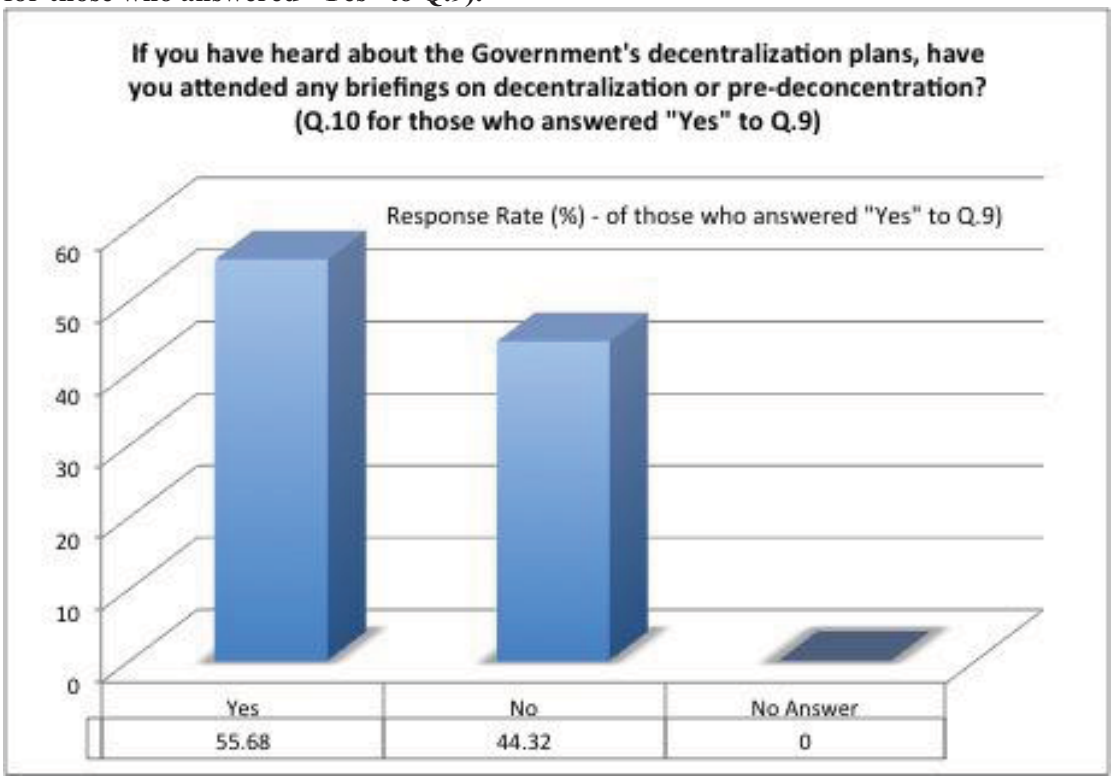
There were some significant differences in whether participants reported that they had heard about the Timor-Leste Government's plan to develop and implement legislation on decentralization or pre-deconcentration. Participants in Covalima had lower odds than participants in Baucau (OR=0.10, $p < 0.01$), while participants in Oecusse had higher odds than participants in Baucau (OR=1.59, $p < 0.01$). Males had higher odds than females (OR=2.01, p=0.01). Youth had the same odds as elders (p=0.05). Participants in occupations other than farming had higher odds than farmers (OR=2.08, p=0.01), while there was no significant difference between students/unemployed and farmers (p=0.26). For further details see Appendix B, Section 2.2.1.

For the reasons outlined in Box 5.2.1 above, there appears a need to more effectively disseminate information on decentralization and pre-deconcentration to women and farmers in particular. Having said this, since women comprise around half the population and 57.41% of the sample identified as farmers (see Table 4.5.2), this translates to a need to disseminate information on decentralization and pre-deconcentration more effectively to the community in general. Of the three districts included in the survey, Covalima has the lowest level of exposure to information on decentralization and pre-deconcentration, suggesting the need for particular attention to be focused on that district.

5.2.2 Attendance at Briefings on the GoTL Decentralization and Pre-deconcentration Plans (Q.10)

Those respondents who answered "Yes" to Q.9 above (48.67% of the sample) were then asked (Q.10) if they had attended any briefings on decentralization or pre-deconcentraztion at *suco*, sub-district or district level. The results for this question are profiled in Table 5.2.2 overleaf.

Table 5.2.2: Attendance at briefings on decentralization or pre-deconcentration (Q.10 – for those who answered "Yes" to Q.9).



As profiled in Table 5.2.2 above, over half (55.68%) of respondents who answered "yes" to Question 9 (thereby indicating they had heard of the GoTL's decentralization and pre-deconcentration plans) indicated that they had attended briefings on the Government's decentralization and pre-deconcentration plans, with the remaining 44.32% of those who had heard about the GoTL's decentralization and pre-deconcentration plans indicating that they had not attended any briefings. Presented as an overall proportion of the sample, therefore, only 27.1% of the total sample had attended briefings on the GoTL's decentralization and pre-deconcentration plans. As outlined in Box 5.2.2 below, there were no significant differences in this result by respondent category.

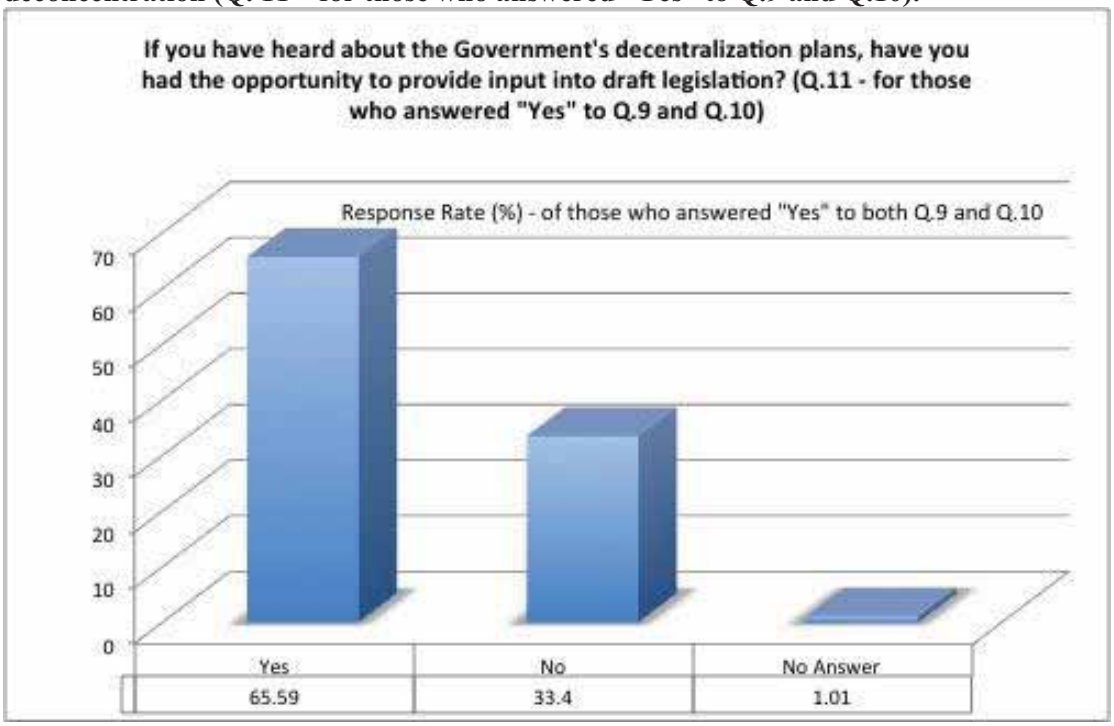
Box 5.2.2: Q.10 Variation

There were no significant differences in whether participants reported that they had heard attended any briefings (at *suco*, sub-district or district level), concerning the Government's decentralization or pre-deconcentration plans. There were no differences by district (p=0.42 and p=0.15), gender (p=0.62), age (p=0.28) or occupation (p=0.14 and p=0.34). For further details see Appendix B, Section 2.2.2.

5.2.3 Opportunity to Provide Input into Draft Legislation on the GoTL's Decentralization and Pre-deconcentration Plans (Q.11)

Those respondents who answered "Yes" to Q.10 above (27.1% of the total sample) were then asked (Q.11) if they'd had the opportunity to provide any input into draft legislation relating to decentralization or pre-deconcentration (for example, at a meeting at the *suco*, sub-district or district level). The results for this question are profiled in Table 5.2.3 on the following page.

Table 5.2.3: Input into draft legislation relating to decentralization or pre-deconcentration (Q. 11 – for those who answered "Yes" to Q.9 and Q.10).



As outlined in Table 5.2.3 above, 65.59% of those respondents who answered "Yes" to Question 10 (thereby indicating that they had attended briefings on the GoTL's decentralization and pre-deconcentration plans) indicated that they'd "had the opportunity to provide input into draft legislation on decentralization or pre-deconcentration." Although this is only 17.48% of the total sample, it is a majority of those who indicated that they had attended briefings on decentralization or predeconcentration, indicating that those who have the opportunity to attend briefings and elect to do so, have a high (potential) participation rate in providing input into draft legislation.[91] As outlined in relation to Question 9, however (see Section 5.2.1), only 48.67% of respondents indicated that they had heard of decentralization and predeconcentration. The combined insight provided by this series of questions is that more effective information dissemination on decentralization and pre-deconcentration, and associated briefing/workshopping opportunities, could substantially increase opportunities for rural citizens to attend briefings and potentially to provide input into draft legislation.

Box 5.2.3: Q.11 Variation

There were some significant differences in whether participants reported that they had the opportunity to provide input into draft legislation relating to decentralization or pre-deconcentration. Participants in Covalima and Oecusse had lower odds than participants in Baucau (OR=0.30, $p < 0.01$ and OR=0.31, $p < 0.01$). There were no significant differences by gender (p=0.53), age (p=0.80), or occupation (p=0.16 and p=0.08). For further details see Appendix B, Section 2.2.3.

[91] Note that the proportion of respondents who actually provided input, the nature of any input, and whether or not any such input has been taken into account in the policy development process are matters beyond the remit of this analysis.

As discussed in the literature review section, the elimination of district representatives following the first term of the Timor-Leste National Parliament (2002-2007) can be identified as a factor in the prevailing level of opportunity for district residents to provide input into draft legislation, as Members of Parliament based for parts of the year in their respective districts could have served as focal points for the concerns of rural citizens and for their input into draft legislation. Indeed, had district representatives been retained there may have been less need for the introduction of decentralization at the present stage of Timor-Leste's development.[92] As things stand, there is cause to more effectively communicate information on the GoTL's decentralization and pre-deconcentration plans in all Ba Distrito project target districts, as well as alert citizens to opportunities to attend briefings on these areas where they can potentially provide input into the finalization of related legislation. For reasons summarized in Box 5.2.3 above, there is reason to focus special attention on information dissemination activities on the districts of Covalima and Oecusse.

5.3 Citizen's Knowledge of the Roles and Responsibilities of *Sucos*, and their Expectation of and Satisfaction with *Suco* Service Provision

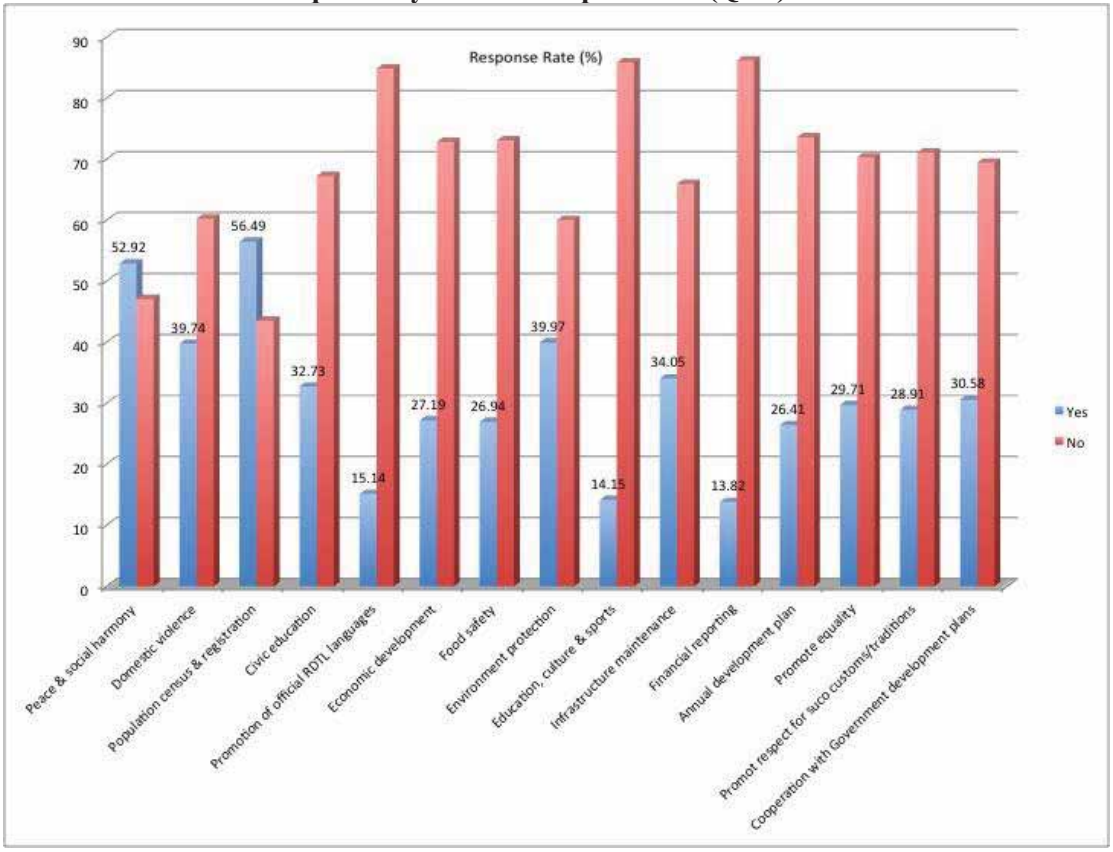
The questions included in this section of the survey were included to generate baseline data on a range of aspects related to Ba Distrito Project Objective 1 "to enhance the capacity of *suco* councils to strengthen participation and representation in local governance," and Ba Distrito Project Objective 2 to "improve communication and linkages of *suco* councils with district administrations, local line ministries and other basic public service providers at subnational level" (see Table 2.2.1).

5.3.1 Knowledge of Responsibilities that *Suco* Leaders and *Suco* Councils are Required by Law to Perform (Q.12)

As discussed in the Literature Review, *suco*s are a primordial unit of Timorese social organisation and *suco* councils, traditionally comprising a range of traditional leaders with inherited authority over particular areas,[93] have been in existence since historical times. On the other hand, legally prescribed responsibilities that *suco* leaders and *suco* councils are required to perform have been introduced only in the last decade. In order to gauge the extent to which rural citizens in the districts of Baucau, Covalima and Oecusse are familiar with these developments, Question 12 sought information from respondents concerning their knowledge of the responsibilities that *suco* leaders and *suco* councils are required by state law (see RDTL 2004b and RDTL 2009b) to perform. Enumerators were instructed to note all the responsibilities that respondents nominated, but not to assist respondents by suggesting or outlining any of the responsibilities. The data for this question is profiled in Table 5.3.1 overleaf.

[92] For a discussion on this area, see Nixon (2012:156-157).
[93] See Nixon (2012:176) for a diagrammatic representation of the traditional division of responsibilities in the *suco*.

Table 5.3.1: "Could you please list the responsibilities you know about that *suco* leaders and *suco* councils are required by state law to perform" (Q.12).



As outlined in Table 5.3.1 above, the data indicates a poor understanding among respondents of the legislated responsibilities of *suco* leaders and *suco* councils. In fact there are only two legislated responsibilities with which more than half the sample is familiar. Specifically, these are "Population census & registration" (which 56.49% of respondents indicated they know about) and "Peace & social harmony" (which 52.92% of respondents indicated they know about).

Of these two legislated responsibilities that over half of respondents indicate they know about, one can be discounted. This is because, as discussed in the Literature Review, the promotion of "Peace & social harmony" (which in particular involves provision of dispute resolution/mediation services) is a well known traditional role that *suco* leaders are expected to perform and it is likely that rural citizens would refer to this role even if no legislated *suco* leader/council responsibilities existed at all. This leaves "Population census registration" as the only legislated *suco* leader/council responsibility with which a majority of the sample is familiar, highlighting the need for a great deal of work to be done creating awareness amongst citizens concerning the legislated responsibilities of *suco* leaders and *suco* councils.

Box 5.3.1: Q12 Variation

In Question 12 the participant was asked to describe the responsibilities that they believe the *suco* leaders and *suco* councils are required by state law to perform. Based upon their response the interviewers chose one or more items from a list (depending upon which responsibilities the participant mentioned). This was a recorded as a yes/no response for 15 responses (items a to o), and a score for the total number of responses the participants provided (0 to 15). There were some significant differences in the number of responsibilities

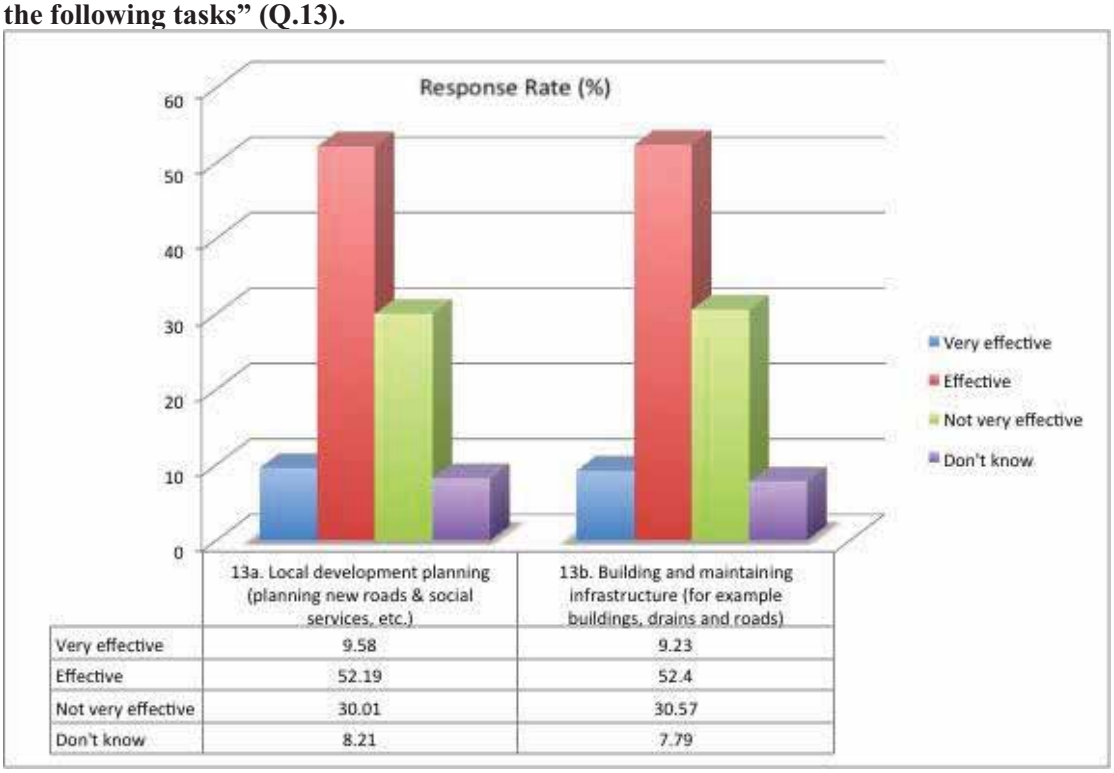
described by participants. Participants in Covalima and Oecusse described fewer responsibilities than participants in Baucau (B=-3.07, p=0.02 and B=-4.82, p < 0.01). There were no significant differences between genders (p=0.97) or age (p=0.09). Participants in occupations other than farming described more responsibilities than farmers (B=0.82, p=0.01), while there was no significant difference between students/unemployed and farmers (p=0.31). For further details see Appendix B, Section 2.3.1.

Concerning *variation* in the sample (see Box 5.3.1 above), the data suggests that efforts to educate community members about formal *suco* responsibilities may have been more successful in Baucau than in Covalima and Oecusse, and that educational efforts may have been less effective at reaching farmers (the majority of respondents) than they have been at reaching individuals with other occupations.

5.3.2 Perceptions of the Effectiveness of *Suco* Authorities at a Range of Tasks (Q.13)

In order to generate baseline data on *suco* council service delivery relevant to Ba Distrito Objectives 1 and 2 (see Table 2.2.1), Questions 13 to 16 sought information from respondents on their perceptions concerning a range of aspects related to planning, maintenance and service provision, respectively development planning and infrastructure maintenance; dispute resolution/mediation, and; Gender Based Violence (GBV). Concerning the first of these areas, Question 13 asked individuals to indicate how effective their *suco* authorities are in the two areas of (a) "Local development planning (planning new roads & social services, etc.)," and (b) "Building and maintaining infrastructure (for example buildings, drains and roads)." The results for this question are profiled in Table 5.3.2 below.

Table 5.3.2: "Please indicate how effective you think your *suco* authorities are at each of the following tasks" (Q.13).



	13a. Local development planning (planning new roads & social services, etc.)	13b. Building and maintaining infrastructure (for example buildings, drains and roads)
Very effective	9.58	9.23
Effective	52.19	52.4
Not very effective	30.01	30.57
Don't know	8.21	7.79

As outlined in Table 5.3.2 above, a majority of the sample indicated that *suco* authorities were either "Very effective" or "Effective" at the two tasks of "Local

development planning…" (total 61.77%) and "Building and maintaining infrastructure…" (61.63%). This might be taken as a reasonable level of confidence in the planning and maintenance capabilities of *suco* authorities, although in each a case significant proportion of the sample indicated either that *suco* authorities were "Not very effective" in these areas, or that they "Don't know." When considering the meaning of these results the minimal resources that *suco* councils have had available to date should be kept in mind, as *suco* councils are likely to be challenged more as increasing resources become available to them for infrastructural development through the PNDS described in Section 3.3.2. As outlined in Literature Review, grants transferred under this program may total up to $600,000 per *suco* over an eight-year period, eclipsing any grants previously managed at the *suco* level by a large margin, and highlighting the need for the development of appropriate suco administrative and project management capacity.

Box 5.3.2: Q.13 Variation

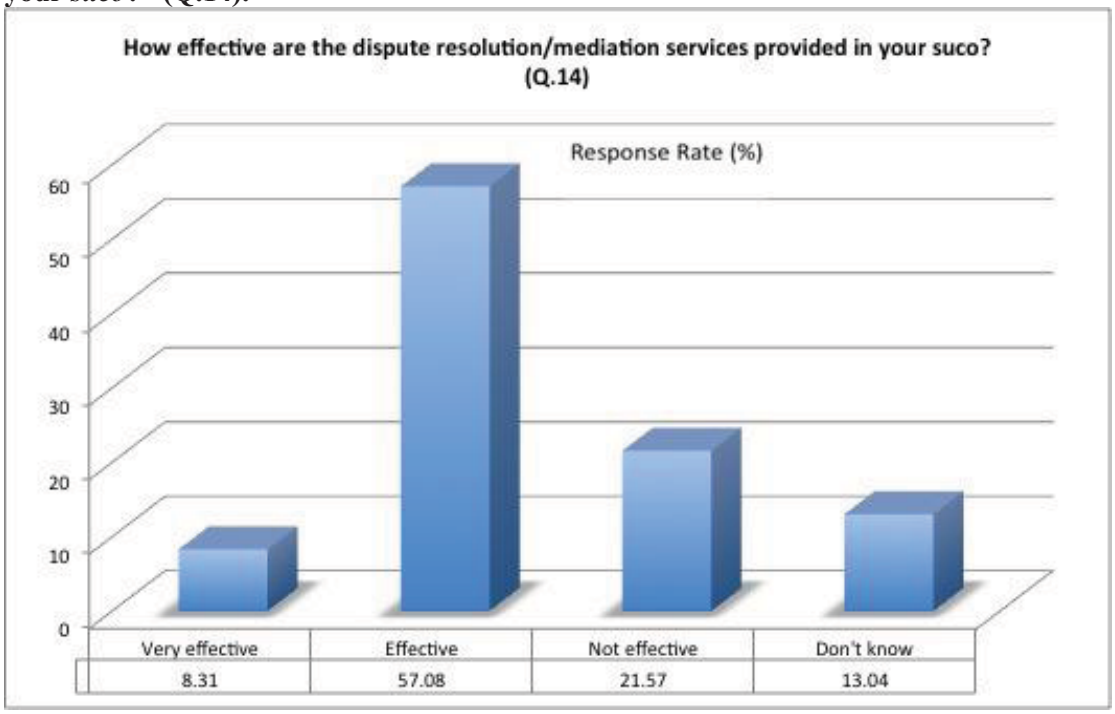
Question 13 asked participants to assess how effective their *suco* authorities were in local development planning and building and maintaining infrastructure. There were some significant differences in how participants assessed their authorities. Participants in Covalima gave their authorities a lower score than participants in Baucau (B=-0.99, p=0.01), while there was no significant difference between participants in Oecusse and Baucau (p=0.52). Males gave their authorities a higher score than females (B=0.36, p=0.01). There were no significant differences according to age (p=0.35) or occupation (p=0.89 and p=0.76). For further details see Appendix B, Section 2.3.2.

As summarized in Box 5.3.2 above, Covalima respondents gave their *suco* authorities lower scores at local development planning and infrastructure building and maintenance performance than respondents from Baucau and Oecusse districts, and males generally gave their *suco* authorities a higher score than females. The latter raises the question of whether females engage more directly with certain types of infrastructure which they consider sub-standard (for example water supply systems) and are therefore more conscious of the need for improvements.

5.3.3 Perceptions of the Effectiveness of Dispute Resolution/Mediation Services Provided in the *Suco* (Q.14)

Question 14 asked respondents to indicate the effectiveness of "dispute resolution services provided in …[the]…*suco*." The results for this question are profiled in Table 5.3.3 below.

Table 5.3.3: "How effective are the dispute resolution/mediation services provided in your *suco*?" (Q.14).



As outlined in Table 5.3.3 above, the majority (65.39%) of respondents indicated that they considered *suco* dispute resolution/mediation services either "Very effective" or "Effective." While indicating a reasonable level of confidence in *suco* dispute resolution/mediation services, the fact that a sizeable minority of the sample (34.61%) of the sample indicated either that these services were "Not effective" or that they "Don't know" highlights the need for the improvement of *suco* dispute resolution/mediation services and also for strategies to support those wishing to take cases to other forums (including courts).

Box 5.3.3: Q.14 Variation

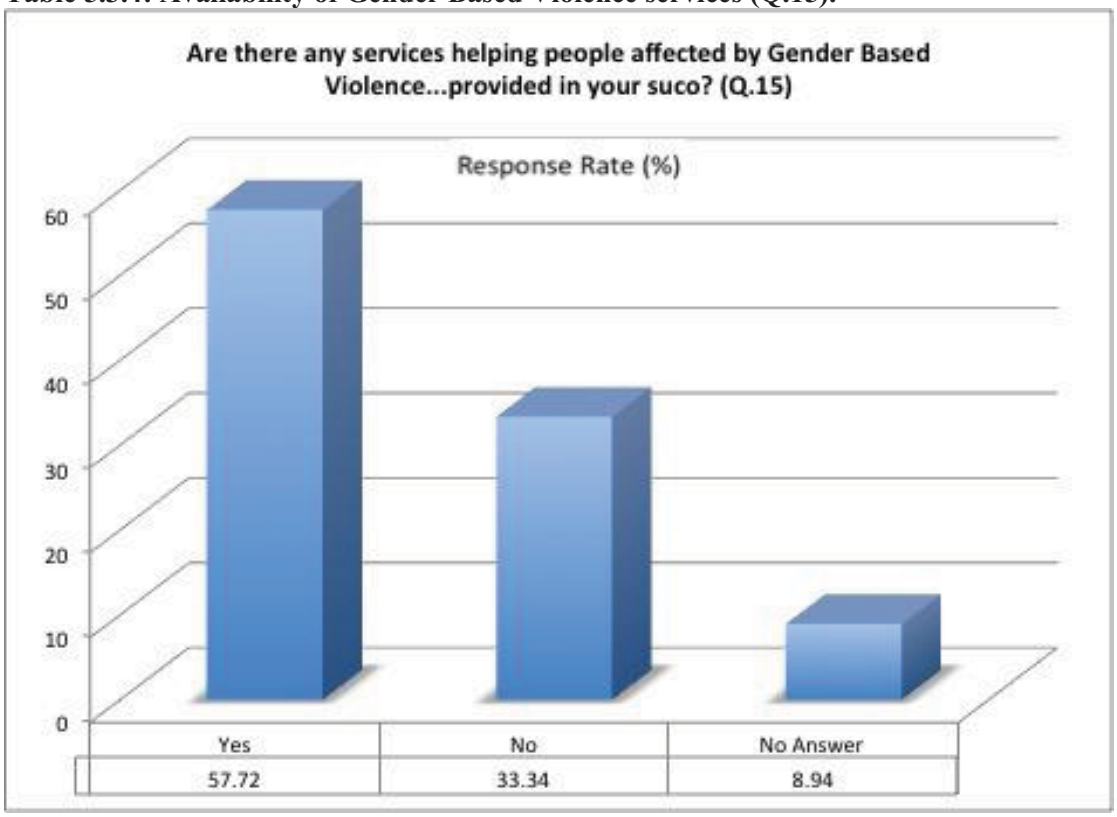
Question 14 asked participants to assess how effective the dispute resolution/mediation services are that are provided in their *suco*. Participants in Covalima gave their services a higher score than participants in Baucau (B=0.70, $p < 0.01$), while there was no significant difference between participants in Oecusse and Baucau (p=0.12). Males gave their services a higher score than females (B=0.15, p=0.03). There were no significant differences according to age (p=0.70) or occupation (p=0.33 and p=0.59). For further details see Appendix B, Section 2.3.3.

As summarized in Box 5.3.3 above, women scored the effectiveness of *suco* dispute resolution/mediation services at a lower level than men, indicating the importance of improving outcomes for women at *suco* fora. Interestingly given their lower levels of satisfaction with the local development planning and infrastructure building and maintenance performance of their *suco*s (see Section 5.3.2 above), respondents in Covalima district rated the effectiveness of suco dispute resolution/mediation services at a higher level than respondents in Baucau and Oecusse. It is also interesting in relation to the higher ranking of *suco* dispute resolute/mediation services by Covalima respondents that, as outlined in Section 5.4.2 below, respondents in Covalima district indicated *less* favorable perceptions of the court system than respondents from Baucau and Oecusse districts.

5.3.4 Availability of Gender Based Violence (GBV) Services (Q.15 – Q.16)

Questions 15 and 16 asked respondents about the availability of Gender Based Violence (GBV) services (Q.15) and, where such services existed, the effectiveness of the services at helping those affected by GBV (Q.16). The results for Question 15 on the availability of services in the *suco* helping people affected by GBV are profiled in Table 5.3.4 below.

Table 5.3.4: Availability of Gender Based Violence services (Q.15).



As outlined in Table 5.3.4 above, the proportion of respondents indicating that there are services in their *suco* helping people affected by GBV was 57.72%.

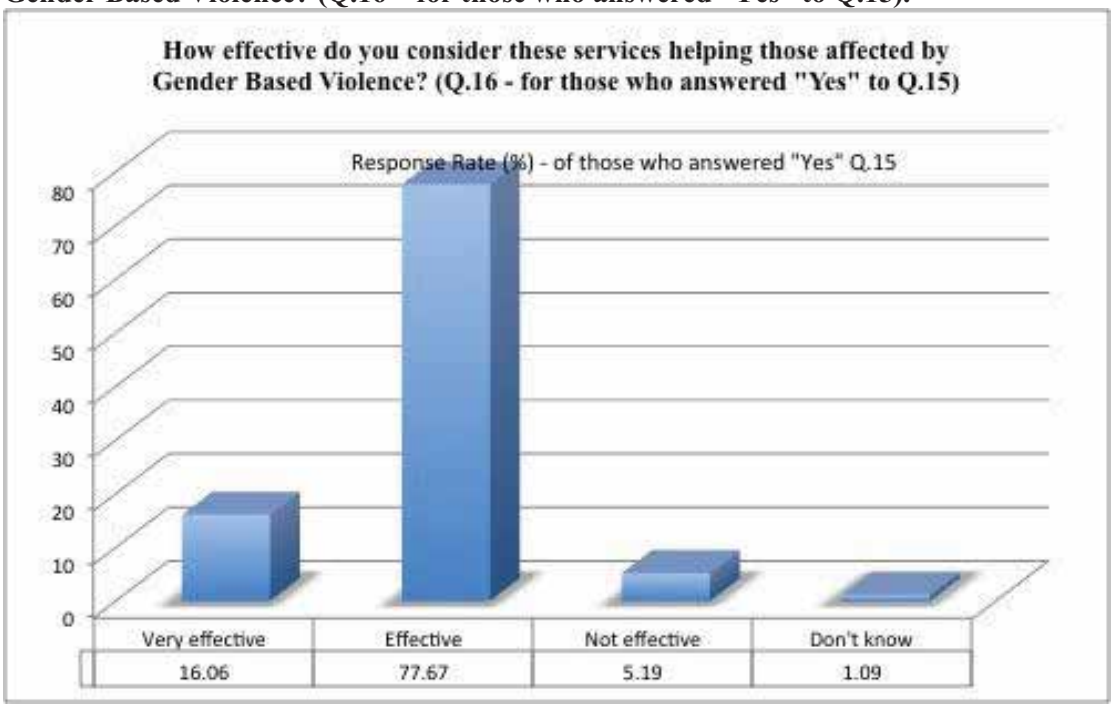
Box 5.3.4: Q.15 Variation

Question 15 asked participants whether there are any services helping people affected by Gender Based Violence provided in their *suco*. Participants in Covalima and Oecusse had lower odds of saying yes than participants in Baucau (OR=0.05, $p < 0.01$ and OR=0.19, $p < 0.01$). Males had greater odds of saying yes than females (OR=1.77, $p < 0.01$). There were no significant differences according to age ($p=0.44$) or occupation ($p=0.86$ and $p=0.37$). For further details see Appendix B, Section 2.3.4.

As summarized in Box 5.3.4 on *variation*, the data suggests that GBV support services may be more available in Baucau district than in the districts of Covalima and Oecusse, suggesting the need for prioritizing support for GBV services in the latter two districts. The *variation* data indicating that males had greater odds of affirming the existing of GBV support services than females could signify that males have a greater level of comfort with *suco* dispute resolution/mediation services (often used in relation to GBV cases as discussed in the Literature Review) than do females.

The results for Question 16 on the *effectiveness* of *suco*-based GBV services, which was asked to the 57.72% of the sample who answered "Yes" to Question 15, are profiled in Table 5.3.5 below.

Table 5.3.5: How effective do you consider these services helping those affected by Gender Based Violence? (Q.16 – for those who answered "Yes" to Q.15).



As outlined in Table 5.3.5 above, of the 57.72% of the sample to whom Question 16 was asked, the overwhelming majority (93.37%) indicated that the available services assisting those affected by GBV were "Very effective" or "Effective." This is a high level of support for the effectiveness of GBV services amongst those members of the sample who indicate that GBV services exist, yet as outlined under Section 5.3.4 above, only 57.72% of respondents indicated that GBV services are provided in their *suco*s. Given the high level of perceived effectiveness of the GBV services that respondents indicate exist, there would be merit in researching the nature of these services with a view to replicating then in areas they do not yet exist.

Box 5.3.5: Q.16 Variation

Question 16 asked participants how effective they considered the services helping those affected by Gender Based Violence in their *suco*. Participants in Covalima and Oecusse scored these services lower than participants in Baucau ($B=-0.49$, $p < 0.01$ and $B=-0.31$, $p < 0.01$). There were no significant differences according to gender ($p=0.11$), age ($p=0.24$) or occupation ($p=0.99$ and $p=0.31$). For further details see Appendix B, Section 2.3.4.

Concerning *variation* throughout the sample, it is interesting given the results of the previous question that there are *no* significant differences according to gender. Again, however, the information on *variation* indicates that respondents in Baucau district rated available GBV support services higher than respondents in the districts of Covalima and Oecusse.

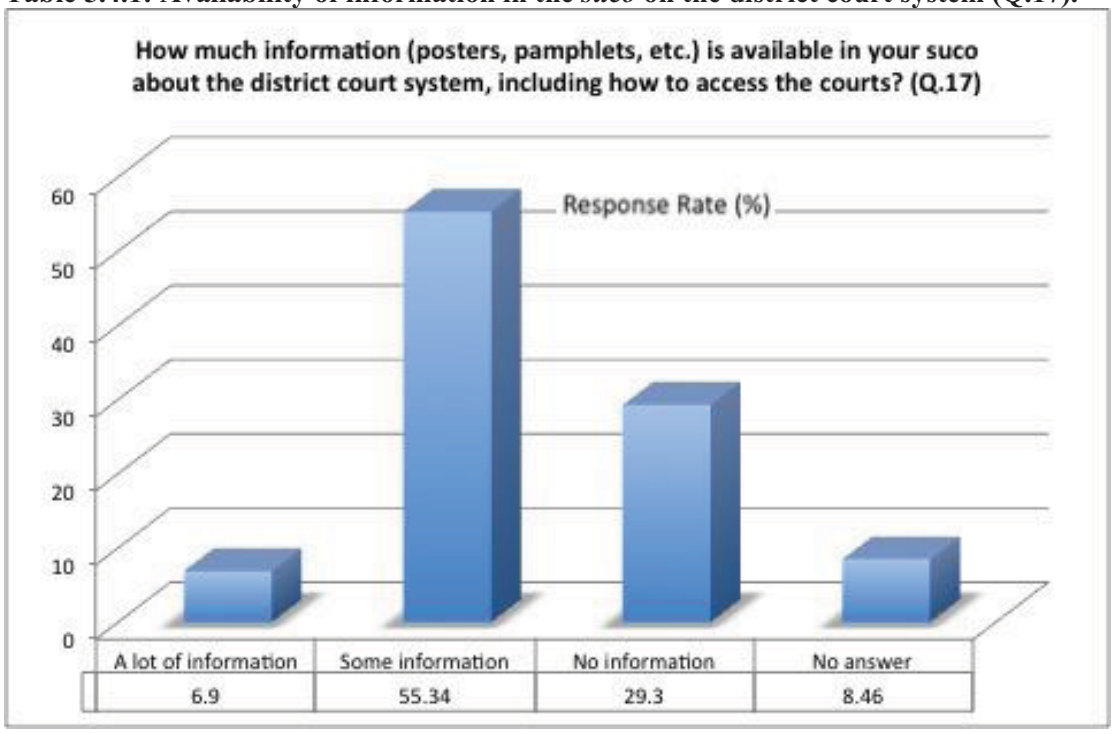
5.4 Citizen's Access to Justice

The questions in this section were included to enable the generation of baseline data on a range of justice related aspects relevant to Ba Distrito Program Objective 3 (see Table 2.2.1) "To strengthen local justice institutions that increase access to formal and informal justice for marginalized citizens and the poor." Questions in this section explore a range of areas related to justice including access to information about the district courts and legal aid services, and perceptions of the relative merits of courts versus *suco* justice and dispute resolution forums across a range of factors. In order to generate baseline data on the cross-cutting theme of just and democratic governance (see Table 2.2.1) this section also includes a question exploring attitudes to gender and a second question examining perceptions of the extent to which *suco* councils operate free from corruption.

5.4.1 Availability in the *Suco* of Information on District Courts and How to Access District Courts (Q.17)

In order to facilitate the collection of baseline data on available information concerning the district courts, Question 17 asked informants "How much information (posters, pamphlets, etc.) is available in …[their]…*suco*s about the district court system, including how to access the courts." It is envisaged that this data can be used both to guide the Ba Distrito project in any strategies aimed at disseminating information on the district court system, and enable the measurement of progress in disseminating relevant information over the course of the project. The results for this question are profiled in Table 5.4.1 below.

Table 5.4.1: Availability of information in the *suco* on the district court system (Q.17).



As outlined in Table 5.4.1 above, a total 62.24% of respondents indicated that either "A lot of information" or "Some information" on the courts system was available.

Box 5.4.1: Q.17 Variation

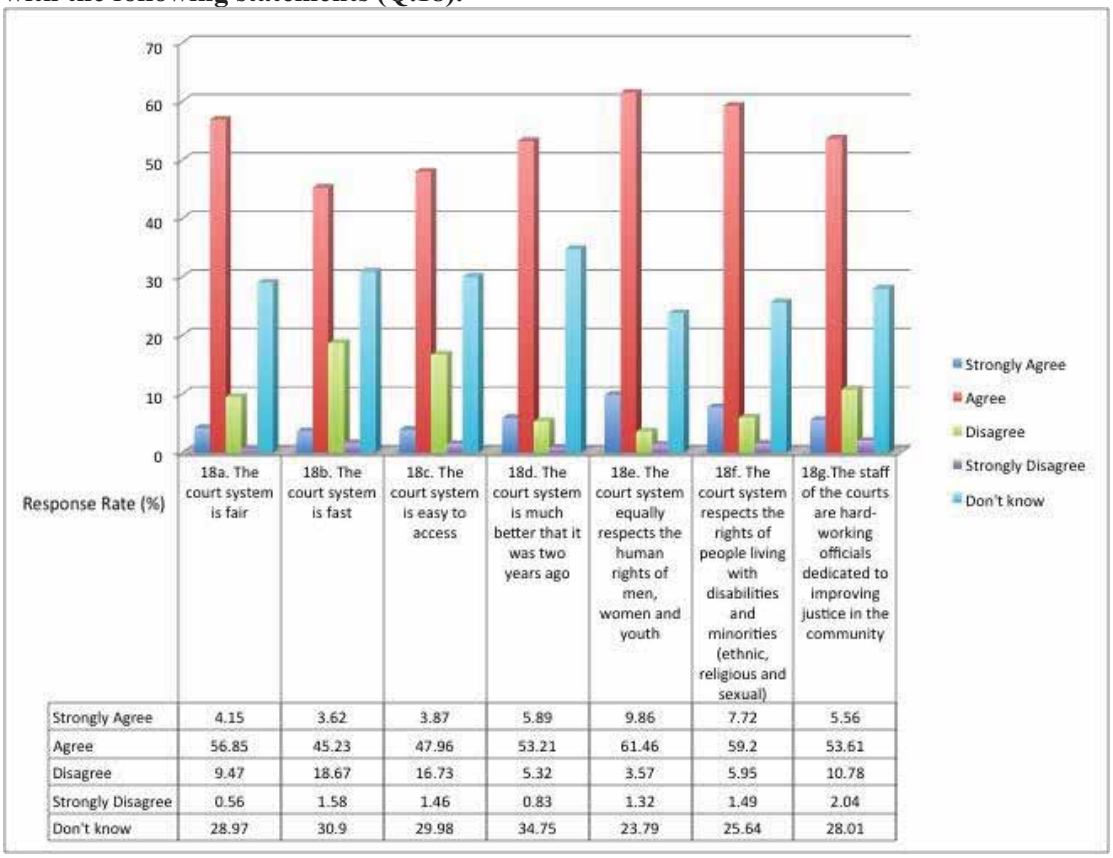
Question 17 asked participants how much information is available in their *suco* about the district court system. Participants in Covalima indicated there was less information available than participants in Baucau (B=-0.25, $p < 0.01$). Participants in Oecusse indicated there was more information available than participants in Baucau (B=0.40, $p < 0.01$). Males indicated there was more information available than females (B=0.14, $p < 0.01$). There was no significant difference according to age (p=0.56). Participants in occupations other than farming indicated that there was more information available than farmers (B=0.14, p=0.01). There was no significant difference between students/unemployed and farmers (p=0.05). For further details see Appendix B, Section 2.4.1.

The data suggests the need for more effective distribution of information on the court system to ensure it is available in all *suco*s and to the whole population. For reasons indicated in Box 5.4.1 above on *variation* there is reason to pay special attention to making information on the courts system available to women and to farmers, noting again that these combined groups comprise a considerable proportion of the population. Concerning availability of information on the courts by districts, Covalima again appears the district in greatest need of improvement (interestingly Oecusse appears to have the greatest access to information on the court system with Baucau in the middle).

5.4.2 Perception of the Court System (Q.18)

In order to facilitate the collection of baseline data on perceptions of the court system, Question 18 asked respondents to rate their level of agreement/disagreement concerning a number of aspects related district courts. The results for this question are profiled in Table 5.4.2, but in reviewing the results it should be noted that the data is mainly based on *perceptions* of the courts, as according to the data for Question 24 on past use of a range of justice services (see Section 5.4.7), 66.37% of respondents indicated that they had not used district courts. Consistent with that data (i.e. no direct experience of the court system by a majority of respondents), at least a quarter of respondents answered “Don’t know” in relation to most aspects of the present question.

Table 5.4.2: Thinking about the court system, please indicate your level of agreement with the following statements (Q.18).



Response Rate (%)	18a. The court system is fair	18b. The court system is fast	18c. The court system is easy to access	18d. The court system is much better that it was two years ago	18e. The court system equally respects the human rights of men, women and youth	18f. The court system respects the rights of people living with disabilities and minorities (ethnic, religious and sexual)	18g.The staff of the courts are hard-working officials dedicated to improving justice in the community
Strongly Agree	4.15	3.62	3.87	5.89	9.86	7.72	5.56
Agree	56.85	45.23	47.96	53.21	61.46	59.2	53.61
Disagree	9.47	18.67	16.73	5.32	3.57	5.95	10.78
Strongly Disagree	0.56	1.58	1.46	0.83	1.32	1.49	2.04
Don't know	28.97	30.9	29.98	34.75	23.79	25.64	28.01

As outlined in Table 5.4.2 above, the majority of respondents appear to perceive the court system favorably. Specifically (in ranked order):

- (18e.) 71.32% of respondents indicated that they either "Strongly agree" or "Agree" that "The court system equally respects the human rights of men, women and youth."
- (18f.) 66.92% of respondents indicated that they either "Strongly agree" or "Agree" that "The court system respects the rights of people living with disabilities and minorities (ethnic, religious and sexual)."
- (18a.) 61% of respondents indicated that they either "Strongly agree" or "Agree" that "The court system is fair."
- (18g.) 59.17% of respondents indicated that they either "Strongly agree" or "Agree" that "The staff of the courts are hard-working officials dedicated to improving justice in the community."
- (18d.) 59.1% of respondents indicated that they either "Strongly agree" or "Agree" that "The court system is much better that it was two years ago."
- (18c.) 51.83% of respondents indicated that they either "Strongly agree" or "Agree" that "The court system is easy to access."

Although not a majority, almost half (48.85%) of respondents indicated (18b) that they either "Strongly agree" or "Agree" that "The court system is fast."

Whereas the results of this question indicate a generally favorable perception of the court system, as already noted the majority of respondents report (see Section 5.4.7 below) to have no direct experience of the courts. Furthermore, the results for this

question should also be considered alongside the results for Question 20 (see Section 5.4.4 below) that explores perceptions of the comparative advantages of *suco* justice and dispute resolution systems versus the courts. For example, the results for the question on ease of access of courts (18c.), to which slightly over half the sample either strongly agreed or agreed with the statement that the court system is "easy to access," can be compared with the results of Question 20c (see Section 5.4.4) indicating that 98.25% of respondents consider *suco* forums to be "easier to access" than courts. Similarly, the results for the question on speediness of courts (18b.), to which slightly under half the sample either strongly agreed or agreed with the statement that "The court system is fast," can be compared with the results of Question 20a (see Section 5.4.4) indicating that 90.94% of respondents consider *suco* forums to be "faster" than courts.

Box 5.4.2: Q.18 Variation

Question 18 asked participants to assess aspects of the court system. Participants in Covalima gave the court system a lower score than participants in Baucau (B=-2.09, p=0.01). There were no significant difference between participants in Oecusse and those in Baucau (p=0.38). There were also no significant differences according to gender (p=0.85), age (p=0.40), or occupation (p=0.21 and p=0.35). For further details see Appendix B, Section 2.4.2.

As summarized in Box 5.4.2 above, respondents in Covalima district indicated less favorable perceptions of the court system than respondents in Baucau and Oecusse. Some investigation may be merited into possible reasons why this is the case.

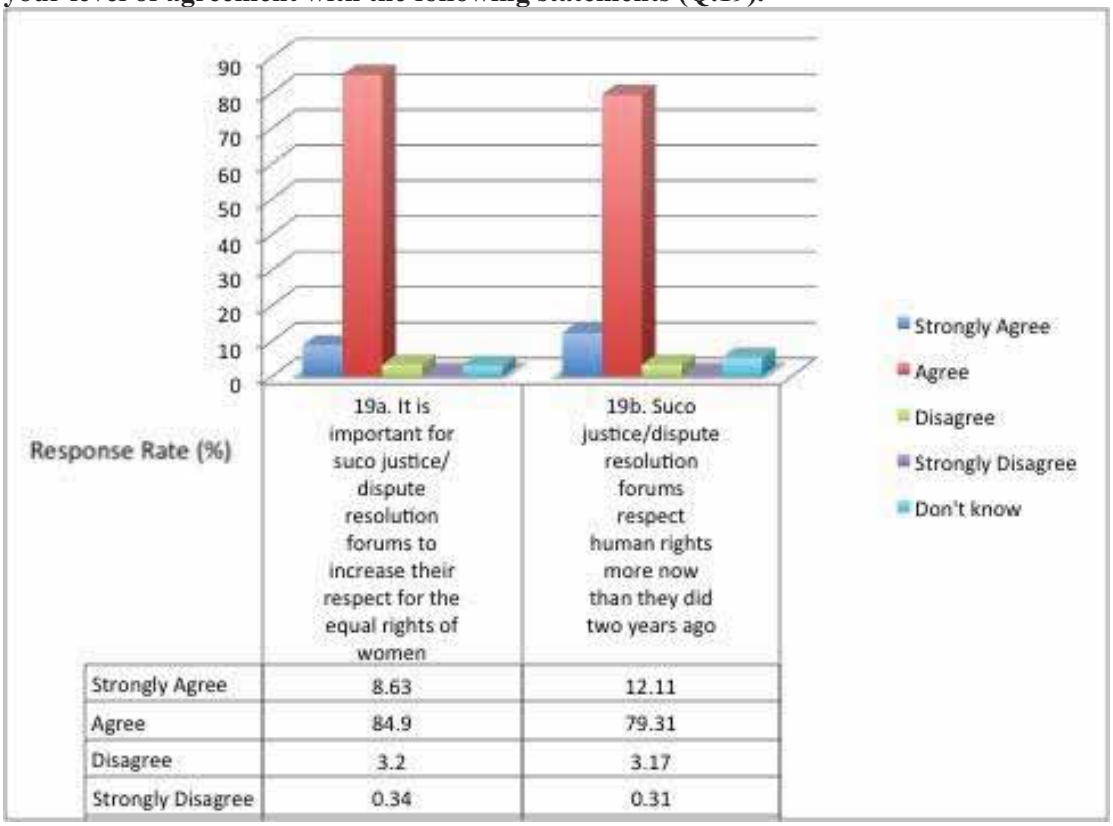
5.4.3 Perceptions of *Suco* Justice and Dispute Resolution Systems (Q.19)

In order to facilitate baseline data regarding perceptions on, respectively, the need for *suco* forums to improve their respect for the equal rights of women, and the extend to which suco forums have been improving their respect for human rights, Question 19 asked respondents to indicate their level of agreement ("Strongly agree"; "Agree"; "Disagree"; "Strongly disagree"; "Don't know") with the following two statements:

- (19a.) "It is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women."
- (19b.) "*Suco* justice/dispute resolution forums respect human rights more now than they did two years ago."

The findings for these questions are profiled in Table 5.4.3 on the following page.

Table 5.4.3: Thinking about *suco* justice and dispute resolution systems, please indicate your level of agreement with the following statements (Q.19).



	19a. It is important for suco justice/ dispute resolution forums to increase their respect for the equal rights of women	19b. Suco justice/dispute resolution forums respect human rights more now than they did two years ago
Strongly Agree	8.63	12.11
Agree	84.9	79.31
Disagree	3.2	3.17
Strongly Disagree	0.34	0.31

As outlined in Table 5.4.3 above, there was a high level of agreement with the statement (19a.) that "it is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women" with 93.53% of respondents indicating that they either "Strongly agree" or "Agree" with this statement. This result would appear to provide a strong indication that initiatives to reform *suco* justice/dispute resolution forums will receive community support. The results for the second statement (19b.) are similarly encouraging, with 91.42% of respondents indicating that they either "Strongly agree" or "Agree" with the statement "*Suco* justice/dispute resolution forums respect human rights more now than they did two years ago." Again, this finding suggests that the great majority of the population is already habituated to endeavors aimed at improving human rights aspects in *suco* justice forums, which *may* mean that ongoing human rights improvement endeavors will be accepted as part of a continuum that has already been established.

Box 5.4.3: Q.19 Variation

Question 19a asked participants how much they agree with the statement that it is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women. Participants in Covalima and Oecusse did not agree as highly as participants in Baucau (B=-0.21, $p < 0.01$, and B=-0.17, $p < 0.01$). There were no significant differences according to gender (p=0.69) or age (p=0.28). Participants in occupations other than farming did not agree as highly as farmers (B=-0.06, p=0.04). There were no significant differences between students/unemployed and farmers (p=0.35).

Question 19b asked participants how much they agree with the statement that *suco* justice/dispute resolution forums respect human rights more now than they did two years ago. Participants in Oecusse did not agree as highly as participants in Baucau (B=-0.11, p=0.04).

There were no significant differences between participants in Covalima and Baucau (p=0.60). Males agreed more than females (B=0.05, p=0.01). There were no significant differences according to age (p=0.13) or occupation (p=0.87 and p=0.44).

For further details see Appendix B, Section 2.4.3.

As summarized in Box 5.4.3 above on *variation*, the results for these questions included greater agreement by respondents in Baucau district (than Covalima or Oecusse) concerning the need for *suco* forums to increase their respect for women, again suggesting the need for prioritizing attention on gender awareness aspects in Covalima and Oecusse. Given the conservative social views often attributed to farmers,[94] the significantly greater agreement of farmers than non-farmers with the view it is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women is of interest. Further analysis of the survey data would be necessary to determine if this result can be correlated to women being represented more prominently in the occupation of farming than in non-farming occupations.

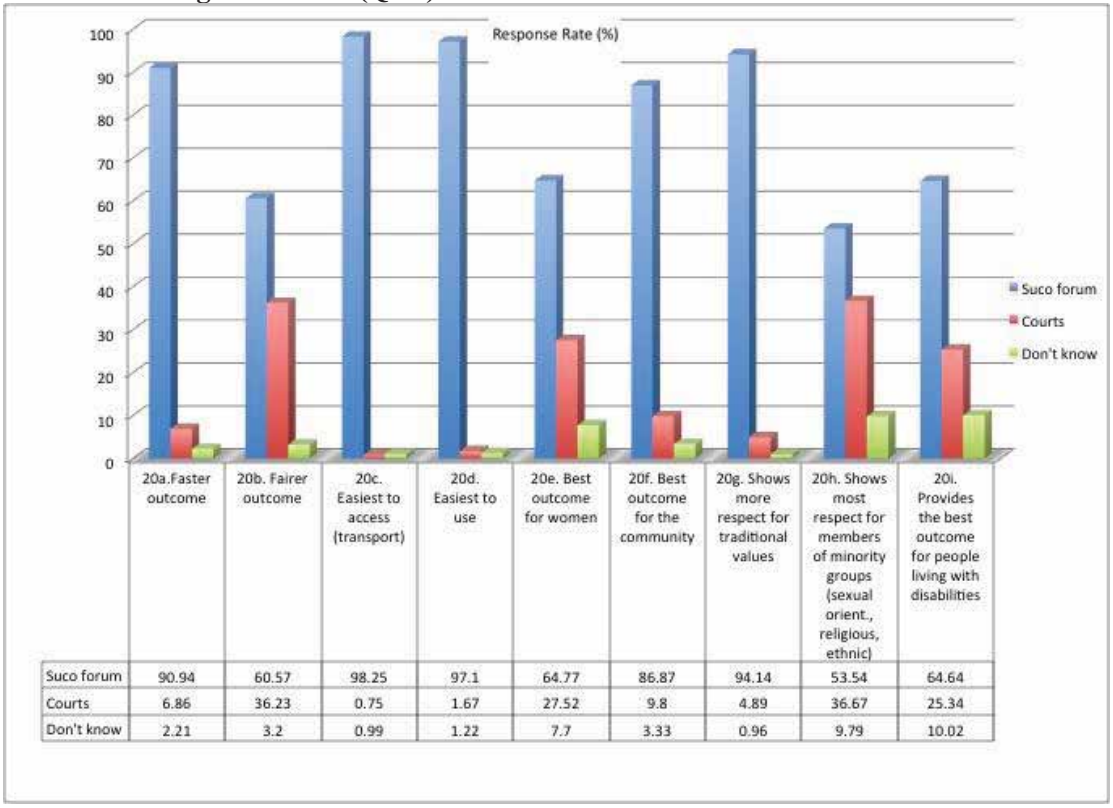
Concerning Question 19b, the information on *variation* (see Box 5.4.3 above) indicates that a significantly lower number of respondents in Oecusse were in agreement with the statement (19b.) that "*suco* justice/dispute resolution forums respect human rights more now than they did two years ago," than repondents in Baucau and Oecusse. A possible explanation for this could be that fewer *suco* justice forum human rights initiatives have been implemented in Oecusse than in Baucau and Covalima, but this conclusion cannot be confirmed from the data. The finding that males agree more than females (across the three districts) that "*suco* justice/dispute resolution forums respect human rights more now than they did two years ago" is interesting. Again, possible causes can only be speculated upon but a reason could be that males compared to females have a heightened sensitivity to new "human rights" values (even if they simultaneously accept the rationale for them), that stems from the contrast between these new values, and the former values males were socialized into understanding in the past and which privileged them in certain respects.

5.4.4 Perceptions of the Comparative Advantages of *Suco* Justice and Dispute Resolution Systems vs Courts (Q.20)

In order to provide Ba Distro with information on citizen justice preferences to guide the design of justice support programs, and in order to generate baseline data on citizen views concerning the relative performance of *suco* forums and the courts, Question 20 asked respondents to indicate which justice/dispute resolution forums are best across a range of outcomes. These comprised the following: (20a.) "Faster outcome"; (20b.) "Fairer outcome"; (20c.) "Easiest to access"; (20d.) "Easiest to use'; (20e.) "Best outcome for women"; (20f.) "Best outcome for the community"; (20g.) "Shows more respect for traditional values"; (20h.) "Shows more respect for members of minority groups (sexual orientation, religious and ethnic background)," and; (20i) "Provides the best outcome for people living with disabilities." In all cases, the available options were "*Suco* forum"; "Courts," and; "Don't know." The answers for this question are profiled in Table 5.4.4 below.

[94] The earlier reference to the observations of Max Weber is a case in point (see notes included under Section 5.1.2 above).

Table 5.4.4: Which justice/dispute resolution option (*suco*-forums or the courts) is best for the following outcomes? (Q.20).



	20a.Faster outcome	20b. Fairer outcome	20c. Easiest to access (transport)	20d. Easiest to use	20e. Best outcome for women	20f. Best outcome for the community	20g. Shows more respect for traditional values	20h. Shows most respect for members of minority groups (sexual orient., religious, ethnic)	20i. Provides the best outcome for people living with disabilities
Suco forum	90.94	60.57	98.25	97.1	64.77	86.87	94.14	53.54	64.64
Courts	6.86	36.23	0.75	1.67	27.52	9.8	4.89	36.67	25.34
Don't know	2.21	3.2	0.99	1.22	7.7	3.33	0.96	9.79	10.02

Notwithstanding the results for earlier questions, including support for the statement that *suco* justice/dispute resolution forums should "increase their respect for the equal rights of women" (see Section 5.4.3 above) and support for statements asserting the integrity of the court system across a range of factors (see Section 5.4.2 above), the results for Question 20 indicate substantially greater confidence in *suco*-level forums than courts in the context of a direct comparison between the two forums. As outlined in Table 5.4.4 above, respondents considered *suco* forums to be better than courts in relations to all variables, specifically (in ranked order):

- (20c.) 98.25% consider *suco* forums to be "easier to access" than courts.
- (20d.) 97.1% consider *suco* forums to be "easiest to use."
- (20g.) 94.14% consider *suco* forums to show "more respect for traditional values."
- (20a.) 90.94% of respondents consider *suco* forums to be "faster" than courts.
- (20f.) 86.87% consider *suco* forums to provide the "best outcome for the community."
- (20e.) 64.77% consider *suco* forums to provide the "best outcome for women."
- (20i.) 64.64% consider *suco* forums to provide "the best outcome for people living with disabilities."
- (20b.) 60.57% consider *suco* forums to be "fairer" than courts.
- (20h.) 53.54% consider *suco* forums to show the "most respect for members of minority groups."

Box 5.4.4: Q.20 Variation

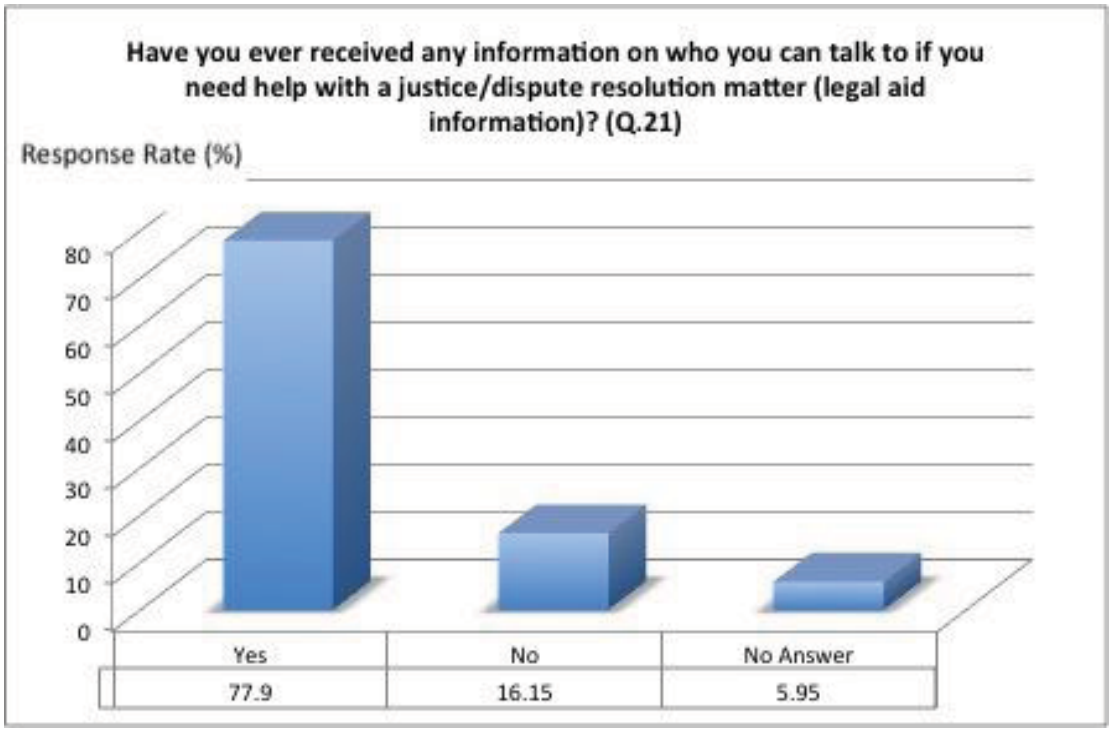
Question 20 asked participants whether *suco*-forums or the courts were better across a range of features. There were no significant differences according to district (p=0.73 and p=0.06), gender (p=0.08), age (p=0.23), or occupation (p=0.85 and p=0.97). For further details see Appendix B, Section 2.4.4.

The findings confirm earlier research discussed in the literature review, both quantitative and qualitative, indicating a persistent preference among members of rural Timor-Letse communities for *suco* justice forums that are easy to access and which meet other local preferences (as outlined in the findings). In terms of policy guidance for the Ba Distrito project and other support programs working in rural Timor-Leste, programs, the findings provide a firm basis on which to recommend continuing support for the improvement of *suco* institutions with respect to a range of human rights aspects, so that *suco* forums will continue to remain a viable and increasingly human rights observant conflict resolution/justice option for Timor-Leste citizens, especially those located in rural areas with poor transport infrastructure.

5.4.5 Knowledge of Information on Legal Aid Services and Source of Information on Legal Aid Services (Q.21 – Q.22)

In order to generate baseline information concerning the availability of legal aid information that could be used to measure the progress of future Ba Distrito project activities related to this area, Question 21 and Question 22 sought information from respondents concerning (Q21.) whether they had ever received any information on who they could talk to in the event they needed "help with a justice/dispute resolution matter," and (Q22.) the source(s) of any legal aid information that had been received. The results for Question 20 on past receipt of legal information are profiled in Table 5.4.5 below.

Table 5.4.5: Receipt of legal aid information (Q.21).



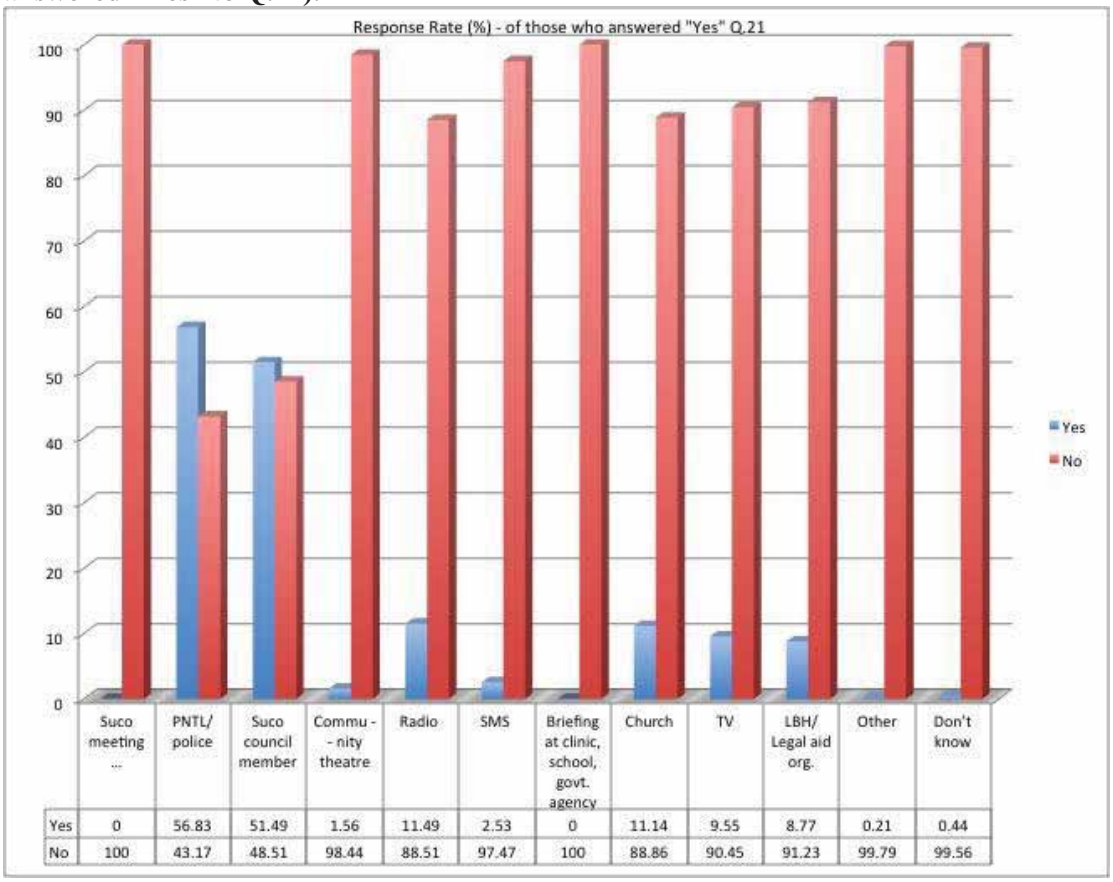
As outlined in Table 5.4.5 above, the majority of respondents (77.9%) indicated past receipt of legal aid information. As summarized in Box 5.4.5 below on *variation*, respondents from Oecusse district were more likely to have received legal aid information than those from the districts of Baucau and Covalima, although no explanation for this is evident from the data. Overall, the finding that such a large proportion of respondents report receiving legal aid information is encouraging.

Box 5.4.5: Q.21 Variation

Question 21 asked participants whether they have ever received any information on who they can talk to if they need help with a justice/dispute resolution matter. Participants in Oecusse had greater odds of having received information than participants in Baucau (OR=1.32, p=0.02). There were no significant differences between participants in Covalima and participants in Baucau (p=0.12). There were no significant differences according to gender (p=0.99), age (p=0.19), or occupation (p=0.07 and p=0.08). For further details see Appendix B, Section 2.4.5.

Those respondents who indicated that they had previously received information on who they could talk to if they needed help with a justice or dispute resolution matter were then asked to "Please indicate the sources of any legal aid information…received (as many options as appropriate)" (Q.22). The results for this question are profiled in Table 5.4.6 below.

Table 5.4.6: Sources of any legal aid information received (Q.22 – for those who answered "Yes" to Q.21).



	Suco meeting ...	PNTL/ police	Suco council member	Commu - - nity theatre	Radio	SMS	Briefing at clinic, school, govt. agency	Church	TV	LBH/ Legal aid org.	Other	Don't know
Yes	0	56.83	51.49	1.56	11.49	2.53	0	11.14	9.55	8.77	0.21	0.44
No	100	43.17	48.51	98.44	88.51	97.47	100	88.86	90.45	91.23	99.79	99.56

As outlined in Table 5.4.6 above, the two greatest sources of legal aid information identified by those (77.9% of total respondents) indicating past receipt of legal

information were the *Polícia Nacional de Timor-Leste* (Timorese National Police or PNTL) and *suco* council members (as distinct from *suco* meetings). Radio, churches, Television, and LBH (*Lembaga Bantuan Hukum*)/legal aid organizations served as significant but less effective sources of legal information. The exact proportions (in ranked order) are as follows:

- "PNTL/Police": 56.83%
- *"Suco* council member": 51.49%
- "Radio program": 11.49%
- "Church": 11.14%
- "TV program": 9.55%
- "LBH/Legal aid organization": 8.77%
- "SMS message": 2.53%
- "Community theatre": 1.56%
- "Don't know": 0.44%
- "Other": 0.21%
- "Briefing at a health clinic, school or other government agency": 0%
- *"Suco* meeting, gathering or ceremony": 0%

Box 5.4.6: Q.22 Variation

Question 22 asked participants to indicate the sources of any legal aid information they have received. Based upon their response the interviewers chose one or more items from a list (depending upon which responsibilities the participant mentioned). This was recorded as a yes/no response for 12 responses (items a to l), and a score for the total number of responses the participants provided (0 to 12). Participants in Covalima indicated fewer sources than participants in Baucau ($B=-0.8$, $p < 0.01$). There were no significant differences between participants in Oecusse and participants in Baucau ($p=0.91$). Males indicated more sources than females ($B=0.28$, $p < 0.01$). There were no significant differences according to age ($p=0.43$), or occupation ($p=0.56$ and $p=0.22$). For further details see Appendix B, Section 2.4.5.

As summarized in Box 5.4.6 on *variation*, respondents from Covalima indicated fewer sources of information on legal aid than respondents from Baucau and Oecusse, and females indicated fewer sources than males. The number of sources of legal information per se, however, is not necessarily the main factor, as a more limited range of sources of legal aid information could also prove effective (and possibly easier to manage) as long as this range is chosen appropriately and suitably supported. Efforts to achieve 100% legal information distribution could be based on a two-pronged approach aimed at (1) maintaining and expanding what is already working well (information dissemination via the PNTL and suco council members), and (2) building on other cost-effective dissemination mechanisms that are demonstrating promise such as radio broadcasts and churches. Given that 100% of the sample identify as members of the Catholic faith (even if, as discussed in the Literature Review, local beliefs also remain prominent), the Ba Distrito project could explore options for "piggybacking" on Church networks for distributing legal aid information from district Church offices headquarters through to congregations in the sub-districts and *suco*s.

5.4.6 The Treatment of Women and Girls (Q.23)

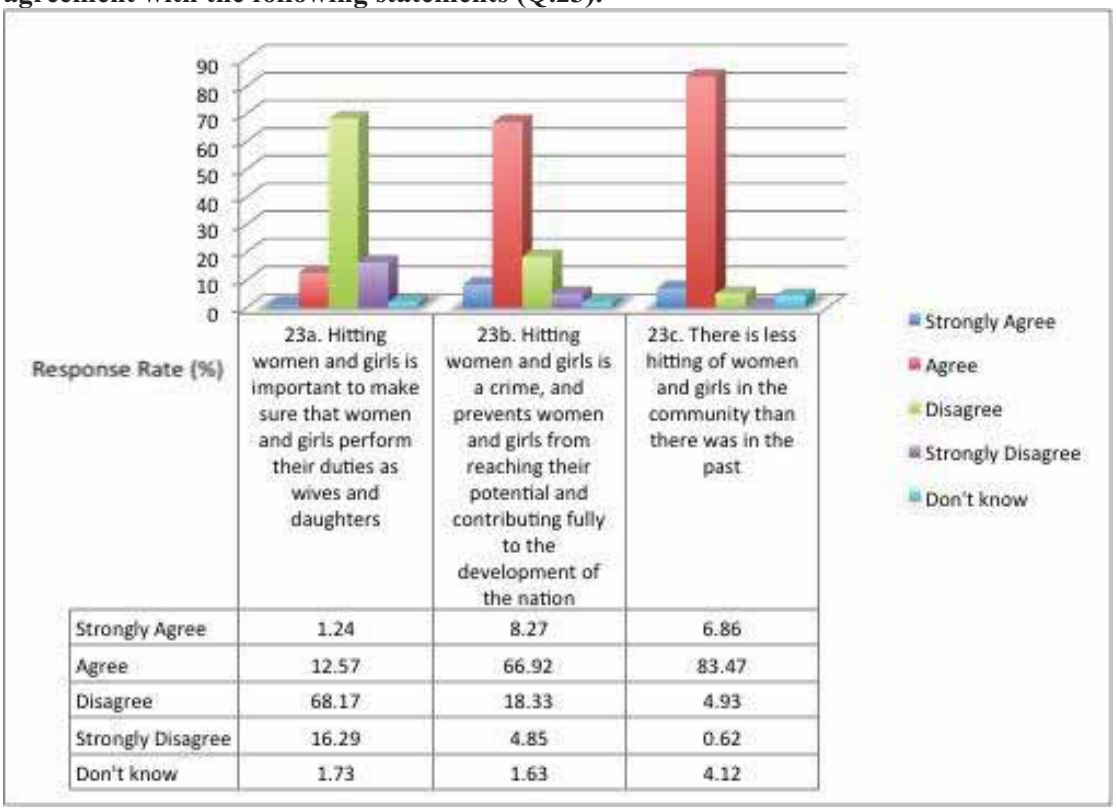
In order to facilitate the generation of baseline data on attitudes towards women and girls that can be used in future to monitor the progress of Ba Distrito's programming,

several specific questions on this area were included in the survey. Question 23 sought information on attitudes towards the treatment of women and girls by asking respondents to indicate their level of agreement ("Strongly agree"; "Agree"; "Disagree"; "Strongly disagree"; "Don't know") with three the following three statements:

- (23a.) "Hitting women and girls is important to make sure that women and girls perform their duties as wives and daughters."
- (23b.) "Hitting women and girls is a crime, and prevents women and girls from reaching their potential and contributing to…development."
- (23c.) There is less hitting of women and girls in the community than there was in the past."

The results for this question are profiled in Table 5.4.7 below.

Table 5.4.7: Thinking about the treatment of women and girls, please indicate your agreement with the following statements (Q.23).



	23a. Hitting women and girls is important to make sure that women and girls perform their duties as wives and daughters	23b. Hitting women and girls is a crime, and prevents women and girls from reaching their potential and contributing fully to the development of the nation	23c. There is less hitting of women and girls in the community than there was in the past
Strongly Agree	1.24	8.27	6.86
Agree	12.57	66.92	83.47
Disagree	68.17	18.33	4.93
Strongly Disagree	16.29	4.85	0.62
Don't know	1.73	1.63	4.12

As outlined in Table 5.4.7 above, a total of 13.81% of respondents indicated that they either "Strongly agree" or "Agree" with the first statement (23a.) asserting "Hitting women and girls is important…," compared with 84.46% indicating they either "Disagree" or "Strongly Disagree" with the statement. Interestingly, the same level of intolerance of violence against women (ie. the 84.46% who indicated varying levels of disagreement) was not reflected in responses to the second statement (23b.) asserting that "Hitting women and girls is a crime…." Even though a total of 75.19% of respondents indicated they either "Strongly agree" or "Agree" with the second statement (23b.), the total of those indicating they either "Disagree" or "Strongly disagree" amounted to 23.18% of the sample.

Box 5.4.7: Q.23 Variation

Question 23a asked participants to indicate how much they agree with the statement that hitting women and girls is important to make sure that women and girls perform their duties as wives and daughters. Participants in Covalima agreed with this statement more than participants in Baucau (B=0.40, $p < 0.01$). There were no significant differences between participants in Oecusse and participants in Baucau (p=0.34). There were no significant differences according to gender (p=0.55), age (p=0.58), or occupation (p=0.83 and p=0.89).

Question 23b asked participants to indicate how much they agree with the statement that hitting women and girls is a crime, and prevents women and girls from reaching their potential and contributing fully to the development of the nation. Participants in Covalima agreed with this statement less than participants in Baucau (B=-0.61, $p < 0.01$). There were no significant differences between participants in Oecusse and participants in Baucau (p=0.36). There were no significant differences according to gender (p=0.44), age (p=0.09), or occupation (p=0.66 and p=0.49).

Question 23c asked participants to indicate how much they agree with the statement that there is less hitting of women and girls in the community than there was in the past. There were no significant differences between participants according to district (p=0.82 and p=0.26), gender (p=0.16), age (p=0.55), or occupation (p=0.05 and p=0.38).

For further details see Appendix B, Section 2.4.6.

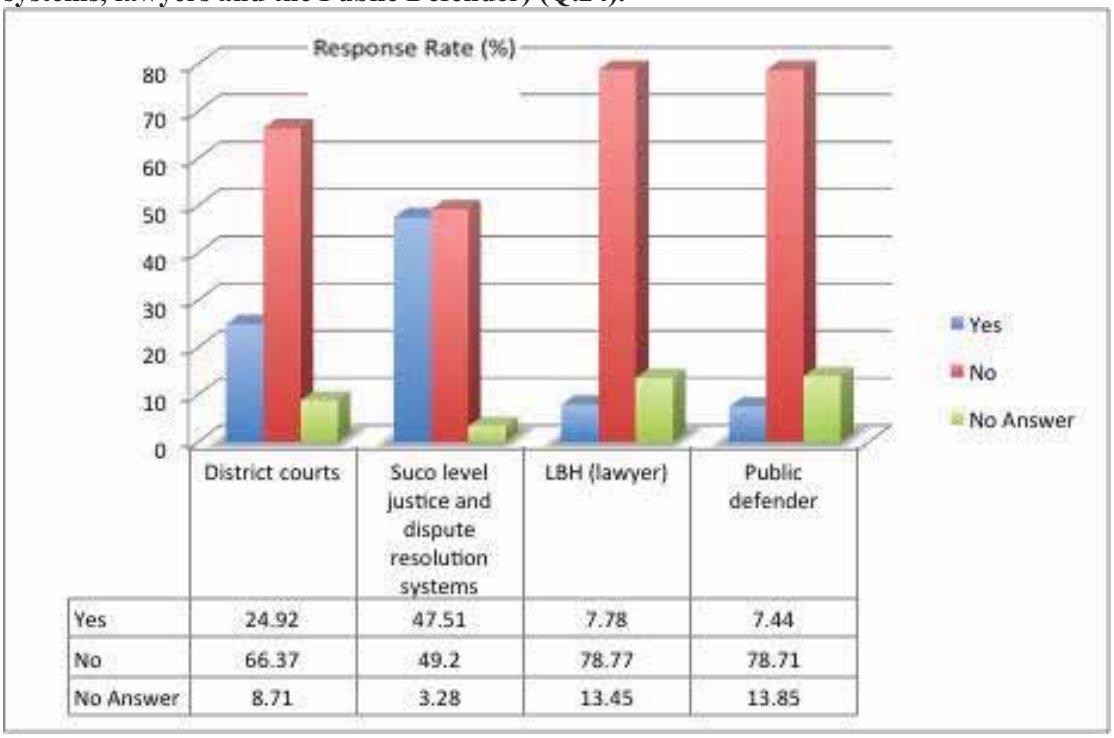
The data suggests that although a majority of the populations of Baucau, Covalima and Oecusse districts understand that violence against women is both dysfunctional (23a.) and criminal (23b.), a significant minority of up to around one quarter of the population remain in need of education/awareness-raising in this area. As summarized in Box 5.4.7 above on *variation*, the results again highlight the need for particular attention to be focused on the district of Covalima, as there was a greater level of agreement in Covalima district with statement (23a.) asserting "Hitting women and girls is important…" as well as *less* support in Covalima district for the statement (23b.) asserting "Hitting women and girls is a crime…'

On the positive side, the results for the statement (23c.) asserting "There is less hitting of women and girls in the community than there was in the past" are encouraging, with a total of 90.33% of respondents indicating they either "Strongly agree" or "Agree" with this statement.

5.4.7 Past Use of a Range of Justice and Dispute Resolution Services (Q.24)

In order to generate baseline data on citizen's use of a range of services justice Question 24 sought information from respondents on this area. Specifically, Question 24 sought information from respondents concerning their past use of courts, *suco* justice and dispute resolution systems, lawyers, and the Public Defender. The results for this question are profiled in Table 5.4.8 on the following page.

Table 5.4.8: Past use of justice services (courts, *suco* justice and dispute resolution systems, lawyers and the Public Defender) (Q.24).



	District courts	Suco level justice and dispute resolution systems	LBH (lawyer)	Public defender
Yes	24.92	47.51	7.78	7.44
No	66.37	49.2	78.77	78.71
No Answer	8.71	3.28	13.45	13.85

As outlined in Table 5.4.8 above, and consistent with the conclusions of the Literature Review, the justice resource which the greatest number of respondents indicted they had used in the past was *suco*-level systems, with 47.51% of respondents indicating use of this resource. Given ongoing infrastructural challenges in Timor-Leste (see, for example, views of road quality under Section 5.1.1) and the historical familiarity of *suco*-level institutions in Timor-Leste, this result is not surprising. What is perhaps more interesting is that close to one quarter of the respondents (24.92%) indicated that they had used district courts in the past. If the opportunity of further research arises, it is recommended that more detailed information concerning the nature of court proceedings (for example case types and years of proceedings) be sought in the districts of Baucau, Covalima and Oecusse. Whereas close to a quarter of respondents indicated they had used district courts, only 7.78% of respondents indicated they had used LBH/lawyers and only 7.44% of respondents indicated they had used public defenders. This raises the question of the extent to which those attending district courts were appropriately supported and understood the process. The findings of Question 20d (see Section 5.4.4 above) that 97.1% of respondents indicated that *suco* forums are the "easiest to use" are interesting to reflect on in relation to this question, as the low level of use of LBH/lawyers or public defender would explain some of the challenges associated with using the less familiar (compared with *suco* forums) district court institutions. Subject to the review of case types recommended above and associated legal aid needs, there may be merit in Ba Distrito project support to the formal justice sector focusing on means of increasing access to LBH/lawyers and/or public defender services to ensure that the availability of these services is proportionate to use of the court system.

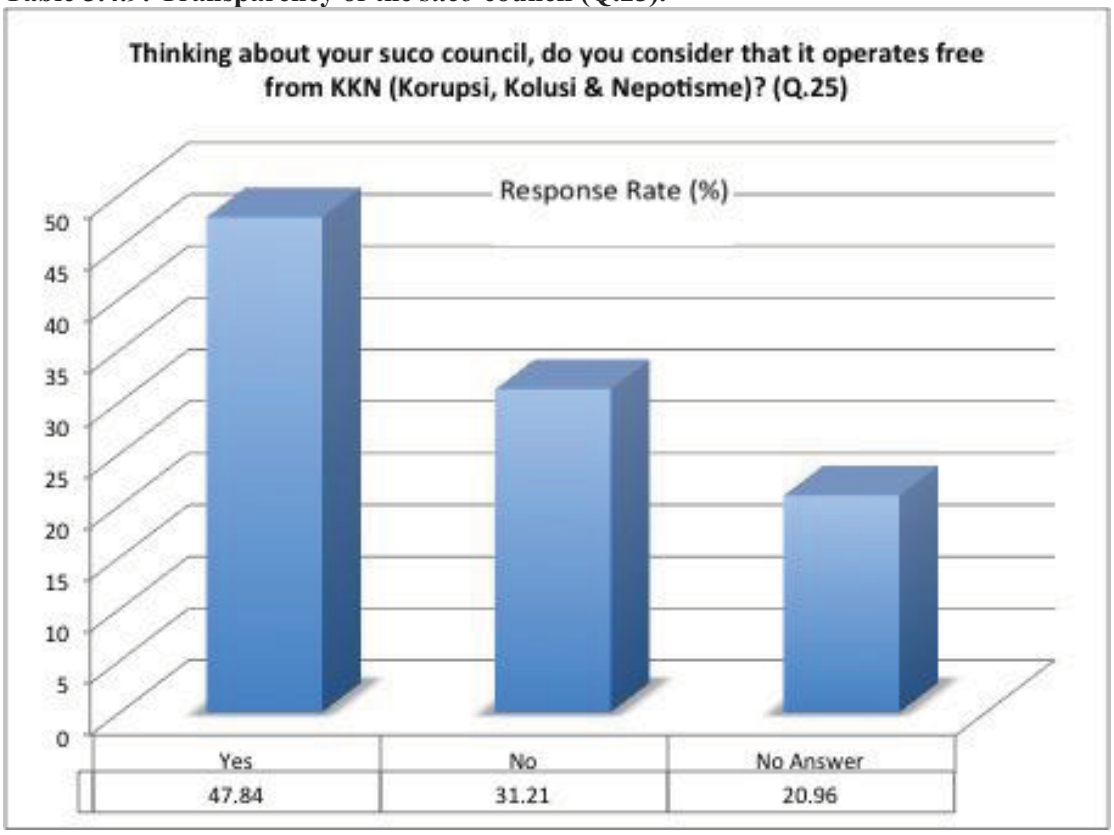
Box 5.4.8: Q.24 Variation

Question 24 asked participants to indicate whether they had ever used district courts, *suco* level justice and dispute resolution forums, LBH (lawyers), or public defenders. The results were tallied to produce the total number of types of services that participants had used. Youth had used fewer types than elders (B=-0.26, p=0.03). There were no significant differences between participants according to district (p=0.05 and p=0.07), gender (p=0.48), or occupation (p=0.10 and p=0.75). For further details see Appendix B, Section 2.4.7.

5.4.8 Perceptions of *Suco* Council Transparency (Q.25)

The final question of the survey was added at the request of the United States Agency of International Development (USAID) Timor-Leste, and sought the views of respondents concerning whether or not their *suco* council "operates free from KKN (*Korupsi, Kolusi and Nepotisme*, or Corruption, Collusion and Nepotism). The results for this question are profiled in Table 5.4.9 below.

Table 5.4.9: Transparency of the *suco* council (Q.25).



As outlined in Table 5.4.9 above, close to half the sample (47.84%) indicated that their *suco* council operates free from KKN. However, 31.21% of the sample indicated that their *suco* council does *not* operate free from KKN and a further 20.96% of the sample provided no answer (one of the highest no answer rates of the survey). While reasons for the 20.96% no answer rate for this question are unknown, the question is a sensitive one and the true proportion of the sample who consider that their *suco* council affected by corruption could potentially be higher than the indicated 31.21%. Even if the proportion of the sample who consider that their *suco* council is affected by corruption is only 31.21%, the fact that around one third of the sample have this concern highlights the need for attention to improving the transparency of *suco*

council processes, especially considering the dramatically increased funding likely to be administered by *suco* councils over the next eight years (see Section 5.3.2 above).

Box 5.4.9: Q.25 Variation

Question 25 asked participants whether they thought their *suco* council operates free from KKN (*Korupsi, Kolusi & Nepotisme*). Participants in Covalima had lower odds of indicating that their *suco* council operates free from corruption than participants in Baucau (OR=0.45, $p < 0.01$). There was no significant difference between participants in Oecusse and those in Baucau (p=0.94). There were no significant differences according to gender (p=0.10). Youth had higher odds of indicating that their *suco* council operates free than elders (OR=1.65, p=0.03). Participants employed in occupations other than farming and students/unemployed had lower odds of indicating that their *suco* council operated free from corruption compared to farmers (OR=0.59, $p < 0.01$ and OR=0.55, p=0.02). For further details see Appendix B, Section 2.4.8.

As summarized in Box 5.4.9 above on *variation*, Covalima district again stands out from the other districts. This time the distinguishing feature is a lower level of confidence amongst respondents that their *suco* council operates transparently, suggesting the need for particular attention to the district of Covalima in relation to *suco* transparency efforts. Concerning the finding that youth have higher levels of confidence in *suco* council transparency than elders, a possible cause could be the fewer years of experience that youth have engaging with *suco* councils, on which to base an informed opinion. Possible reasons for higher levels of confidence in *suco* council transparency among farmers are unclear.

6. Observations and Recommendations

This section includes a summary of observations and recommendations by question (Section 6.1) and a further section (Section 6.2) identifying particular areas of under-performance for each question/group of questions. In particular, the latter analysis highlights the importance of focusing particular attention to the local governance development needs of Covalima district.

6.1 Observation and Recommendations by Question

Table 6.1.1 below provides an outline of findings and observations and recommendation for each question/series of questions included in the survey. A collation of information on respondent categories of particular interest (including districts) is outlined in Section 6.2 below.

Table 6.1.1: Findings, observations and recommendations summary table

Theme	Question[95]	
	5.1.1 Views on General Living Conditions Aspects (Q.1)	**Findings**
5.1 Citizen's Understanding of their Role in Political Processes		* Positive rankings for "Educational opportunities," "Security from violence," and "Availability of health services." But only in the case of health and education did "Excellent" ratings exceed 10%. * Predominantly negative rankings for all other categories: "General living conditions," Accessibility of water," "Quality of housing," "Job opportunities," "Roads," and "Quality of school buildings and facilities."

[95] Recommendations concerning specific districts or specific groups (women, farmers, etc. are informed by the data. For details refer to the relevant *variation* boxes in Chapter 5.

		Observations & Recommendations
		* Findings not surprising given historical obstacles to development in Timor-Leste. * Even in regard to the categories of Education, Health, and Security, significant proportions of the sample ranked these categories negatively. * The findings for this question are likely to be primarily of use for baseline purposes.
	5.1.2 Views on the Importance of Different Groups Being Involved in Decisions on Development Priorities in the Suco (Q.2)	**Findings**
5.1 Citizen's Understanding of their Role in Political Processes		* Strong and almost equal support for (1) the view that traditional leaders should make development decisions about development, alongside (2) the view that elected *suco* officials should make decisions and (3) that both genders should be involved equally. Likely to reflect social changes presently underway in rural T-L. * Majority support for the view that PLWADs, ethnic minorities and youths to also be involved in decisions, but in all cases a proportion of the sample opposing this view. Explanations could include legacy of patriarchal local governance systems and, in the case of opposition to involvement of ethnic minorities, concerns about the involvement of newcomers in decisions involving *suco* lands and resources. Cause of a degree of opposition to PLWADs being involved in development decisions unknown.
		Observations & Recommendations
		* **Further awareness-raising concerning importance of inclusive decision making recommended**. * Awareness-raising on importance of inclusive decisions making should especially highlight the importance of involving **PLWADS**, **ethnic minorities**, and **youth**.
	5.1.3 Participation in Meetings Organized by *Suco* Officials to Discuss *Suco* Development Priorities (Q.3)	**Findings**
5.1 Citizen's Understanding of their Role in Political Processes		* Slightly over half of the sample (50.88%) reports attending *suco* development priority meetings over the past year. Slightly under half of the sample (47.35%) reports *not* having done so. * Males were more likely to have attended meetings than females.
		Observations & Recommendations
		* Recommend **promoting increased participation of women, youth and farmers** at *suco* development meetings, also noting that these combined categories represent a substantial proportion of the population. * Particular attention to the districts of **Covalima** and **Oecusse** recommended.
5.1 Citizen's Understanding of their Role in Political Processes	**5.1.4 Ability to Attend and Influence Meetings to Discuss Development in the *Suco* (Q.4)**	**Findings**
		* The great majority of respondents (95.39%) feel they have the ability to attend *suco* meetings (to discuss *suco* development priorities). The level of agreement drops to 81.71% for those who feel they have the opportunity to have their views heard, and to 76.14% for those who feel they can influence *suco* development priorities. * Males were more likely to feel that they had the opportunity to have their voices heard than females.
		Observations & Recommendations
5.1 Citizen's		* The results are encouraging and will also provide useful baseline data for measuring changes over the course of the Ba Distrito project. * Room for improvement exists, however, and efforts at

Understanding of their Role in Political Processes **5.1 Citizen's Understanding of their Role in Political Processes**		promoting increased participation should focus especially on **women**, and on the district of **Covalima**.
	5.1.5 Preparedness to Work for *Suco* Council Authorities on *Suco* Development Projects Without Pay (Q.5)	**Findings**
		* The great majority of respondents (94.46%) indicated that they are happy to contribute unpaid time every month to work on *suco* development projects.
		Observations & Recommendations
		* This is an encouraging finding because it indicates ongoing local labor mobilization capacity by *suco* councils. * Findings will be useful as baseline data to see if increased spending at local government level (i.e. paying citizens to work on local development projects) impacts upon local labor mobilization capacity.
	5.1.6 Levels of Participation in Presidential, Parliamentary and *Suco* Council Elections (Q.6 - Q.8)	**Findings**
		* The findings indicate high levels of participation (by international standards) in the 2012 Presidential election (90.04%), the 2012 National Parliament election (90.52%), and the last (2009) *Suco* Council elections (85.11%).
		Observations & Recommendations
		* Recommend exploring strategies for promoting increased participation level in future *suco* council elections (data can serve as useful baseline for measuring effectiveness of strategies).
5.2 Citizen's Knowledge and Awareness of Decentralization in Timor-Leste (Including *Suco* Legislation)	**5.2.1 – 5.2.3** **Awareness of GoTL Decentralization and Pre-deconcentration Plans, Attendance at Briefings, and Opportunity to Provide Input into Draft Legislation on the Decentralization and Pre-deconcentration** **(Q.9 – Q.11)**	**Findings**
		* Just under half (48.67%) respondents indicated that they had heard of the GoTL's Decentralization and Pre-deconcentration plans. * Of those respondents who answered "Yes" to Q.9, over half (55.68%) indicated they had attended one or more briefing on the GoTL's Decentralization or Pre-deconcentration plans. This, however, amounts to only 27.1% of the total sample. * Of those respondents who answered "Yes" to Q.9 and Q.10, (27.1%) of the total sample, 65.59% indicated that they'd "had the opportunity to provide input into draft legislation on Decentralization or Pre-deconcentration" (amounting to 17.48% of total sample).
		Observations & Recommendations
		* Given the extent to which it may impact on their lives (should implementation proceed), there is a clear need for greater information dissemination amongst the rural population concerning the Decentralization and Pre-deconcentration. * It is recommended that Ba Distrito promote more effective communication of information on Decentralization and Pre-deconcentration plans in all Ba Distrito project target districts, as well as alert citizens to opportunities to attend briefings on these areas where they can potentially provide input into the finalization of related legislation. * Particular attention should be focused on the districts of **Covalima and Oecusse** (noting the latter will require distinct needs by virtue of its status as a Special Economic Zone).
5.3 Citizen's	**5.3.1 Knowledge of Responsibilities that *Suco* Leaders and *Suco* Councils are Required by**	**Findings**
		* The findings indicate a poor understanding amongst the population of Baucau, Covalima, and Oecusse districts of the legislated responsibilities of *suco* leaders and *suco* councils.

Knowledge of the Roles and Responsibilities of *Sucos*, and their Expectation of and Satisfaction with *Suco* Service Provision	**Law to Perform (Q.12)**	* Of the 15 legislated responsibilities referenced in this question, only two were noted by more than half of respondents ("Population census & registration," and "Peace and social harmony"). Of these, the second is a poor indication of citizens' knowledge of legislated responsibilities, as it is also a well-known customary responsibility of *suco* councils.
		Observations & Recommendations
		* Recommend education of community members concerning the legislated responsibilities of *suco* leaders and *suco* councils. * It is recommended that particular attention be focused on reaching the populations of **Covalima** and **Oecusse**, and on the majority of the population (self-) employed as **farmers**.
5.3 Citizen's Knowledge of the Roles and Responsibilities of *Sucos*, and their Expectation of and Satisfaction with *Suco* Service Provision	**5.3.2 Perceptions of the Effectiveness of *Suco* Authorities Local Development Planning and Building and Maintaining Infrastructure (Q.13)**	**Findings**
		* Majority support (61.77%) for the "Local development planning…" capacity of suco authorities, and majority support (61.63%) for the "Building and maintaining infrastructure…" capacity of local authorities.
		Observations & Recommendations
		* Notwithstanding majority support for these capacities, GoTL and donor funded *suco* level development programs presently unfolding are likely to stretch *suco* administrative and project management capacity. * Attention to development of ***suco* council administration and project management capacity is recommended**. *Attention to **educating *suco* councils to be more responsive to the needs of women** is recommended.
	5.3.3 Perceptions of the Effectiveness of Dispute Resolution/Mediation Services Provided in the *Suco* (Q.14)	**Findings**
		* The majority of respondents (65.39%) indicated that they consider *suco* dispute resolution/mediation services "effective" or "very effective." However, 21.57% consider these services "Not effective (13.04% don't know). *Women significantly less in agreement about the effectiveness of *suco* forums than men. * See also the findings for Q.19 and Q.20, the latter indicating the majority view that whatever their shortcomings, *suco* forums are better than courts across a range of aspects.
		Observations & Recommendations
		* Recommend attention to improving *suco* dispute resolution/mediation services, especially for **women** who scored the effectiveness of *suco* forums lower than men. * Recommend attention to improving linkages between *suco* forums and other forums (including courts) for this wishing to opt for forums outside the *suco*. * Recommend particular attention to the district of **Baucau and Oecusse**, as respondents there rated the effectiveness of *suco* forums lower than in the other two districts. (As outlined under Section 5.4.2, however, note that Covalima district respondents indicated less favorable perceptions of the court system).
5.3 Citizen's Knowledge of the Roles and Responsibilities of *Sucos*, and their Expectation of and Satisfaction with *Suco*	**5.3.4 Availability of Gender Based Violence (GBV) Services (Q.15 – Q.16)**	**Findings**
		* The majority (57.72%) of respondents indicated the existence of GBV support services in their *suco*s. * Of those respondents who knew about GBV support services, the overwhelming majority (93.37%) indicated that these services were "Very effective" or "Effective."
		Observations & Recommendations

Service Provision		* Given the high level of perceived effectiveness of the GBV services that respondents indicate exist, it is recommended that the nature of these services be researched with a view to replicating then in areas they do not yet exist. * Based on the data, GBV support services appear to be less common in **Covalima** and **Oecusse** districts, than Baucau district. Therefore special attention to the former two districts is recommended. * In the support for existing GBV services and the development of new GBV services, special attention to the needs of females and dissemination about GBV services *to* females is recommended, as lower numbers of females than males indicated knowledge of GBV support services in their *suco*s.[96]
5.4 Citizen's Access to Justice (also includes several "just and democratic governance" questions related to gender equality and transparency) **5.4 Citizen's Access to Justice (also includes several "just and democratic governance"**	**5.4.1 Availability in the *Suco* of Information on District Courts and How to Access District Courts (Q.17)**	**Findings** * The majority of respondents (62.24%) indicate that they had received information (either "A lot" or "Some") on the district court system. **Observations & Recommendations** * Attention to more effective means of disseminating information on the court system is recommended, with particular focus on dissemination to **women** and **farmers** (noting that these two groups comprise a considerable proportion of the sample) * Particular focus on **Covalima**, and to a lesser extent **Baucau**.
	5.4.2 Perception of the Court System (Q.18) (see also Q.19 and Q.20)	**Findings** * The majority of respondents perceive the court system favorably. Specifically, 71.32% support the view that the court "respects the human rights of men, women and youth," 66.92% support the view that the court "respects the rights of people living with disabilities and minorities," 61% support the view that the courts "are fair," 59.17% support the view that the "staff of the courts are hard-working officials…," 59.17 support the view that "the court system is much better that it was two years ago," and "51.83% support the view that the court system is "easy to access. Note however, that in the context of a comparative assessment (see Q.20 below) the majority consider that *suco* justice systems are better than the court system across a range of aspects, in a number of cases by a large margin. **Observations & Recommendations** * Note that the result about are mostly perception, as opposed to experience-based, as according to Q.24 (below), most respondents indicated that they had no direct experience with the courts. * Respondents in **Covalima** district indicated less favorable perceptions of the court system than respondents from Baucau and Oecusse. Further investigation into this finding is recommended.
	5.4.3 Perceptions of *Suco* Justice and Dispute Resolution	**Findings** * High level of agreement (93.53%) that "*suco* justice/dispute resolution forums should increase their

[96] Two obvious explanations for this are (1) That some females do not classify some of the available services (i.e. *suco*-based justice/dispute resolution services) as GBV services, whereas others do, and (2) That females as a group have less knowledge of GBV services that objectively do exist.

questions related to gender equality and transparency)	**Systems, and Advancement of Equal Rights of Women and Human Rights (Q.19)**	respect for the equal rights of women, and high level of support (91.42%) for the statement that "*Suco* justice/dispute resolution forums respect human rights more now than they did two years ago." * Interestingly, farmers agreed significantly stronger than non-farmers with the view that with the view it is important for *suco* justice/dispute resolution forums to increase their respect for the equal rights of women.
		Observations & Recommendations
		* The results are interpreted as encouraging as they suggest the population of the districts of Baucau, Covalima and Oecusse support the improvement of *suco* forums with respect to gender equality and human rights aspects and that they are habituated to changes in this direction. * In terms of allocation of any resources to be allocated by the Ba Distrito project on gender awareness, the findings suggest that priority focus should be placed in the districts of **Covalima** and **Oecusse**, and non-farmers should also be included in the target audience.
5.4 Citizen's Access to Justice (also includes several "just and democratic governance" questions related to gender equality and transparency)	**5.4.4 Perceptions of the Comparative Advantages of *Suco* Justice and Dispute Resolution Systems vs Courts (Q.20)**	**Findings**
		* Across nine outcomes, respondents ranked *suco* justice/dispute resolution forums as better than courts, in five cases by a substantial margin.
		Observations & Recommendations
		* The findings confirm earlier research concerning the continuing relevance of *suco* justice/dispute resolution forums to rural Timor-Leste citizens. * The findings provide a firm base on which to recommend continuing support for the improvement of *suco* institutions with respect to a range of human rights aspects, so that *suco* forums will continue to remain a viable and increasingly human rights observant conflict resolution/justice option for rural Timor-Leste citizens.
	5.4.5 Knowledge of Information on Legal Aid Services and Source of Information on Legal Aid Services (Q.21 – Q.22)	**Findings**
		* More than three quarters (77.9%) of respondents indicated past receipt of legal aid information. *The two greatest sources of legal aid information have been the PNTL, and *suco* council members. The next two greatest sources (less by a significant margin) were radio programs and the Church.
		Observations & Recommendations
		* Efforts by the Ba Distrito project to improve distribute information on legal aid should focus especially on **Covalima** and **Baucau**, as the data indicates that respondents in these districts were less likely to have received legal aid information in the past than respondents in Oecusse (were PNTL and *suco* councils members in Covalima sufficiently provided with supplies of brochures, etc, in the past?). * Efforts to improve distribution of legal aid information could focus on maintaining and continuing approaches that have proved effective in the past (PNTL and *suco* council members), and building on other cost-effective options that have also demonstrated promise (notably radio stations and Church networks).
5.4 Citizen's Access to Justice (also includes several "just and democratic governance" questions related to	**5.4.6 Treatment of Women and Girls (Q.23)**	**Findings**
		* 84.46% of respondents opposed the statement that "Hitting women and girls is important to make sure that …[they]…perform their duties as wives and daughters." A less proportion of respondents (75.19%) opposed the

gender equality and transparency)		statement that "Hitting women and girls is a crime and prevents…[them]… from reaching their potential and contributing fully to the development of the nation." * Encouragingly, 90.33% of respondents supported the statement that "There is less hitting of women and girls…than there was in the past."
		Observations & Recommendations
		* The findings indicate that a significant minority of up to one quarter of the population of the districts of Baucau, Covalima and Oecusse remain in need of education / awareness-raising in the area of treatment of women and girls, and it is recommended that the Ba Distrito project include this as a priority. * It is recommended that particular attention be focused on the district of **Covalima** district, which scored a lower level of awareness in this area than the other two districts.
5.4 Citizen's Access to Justice (also includes several "just and democratic governance" questions related to gender equality and transparency)	**5.4.7 Past Use of a Range of Justice and Dispute Resolution Services (Q.24)**	**Findings**
		* Not surprisingly given historical factors discussed in the literatures review, the justice resource which the greatest number of respondents indicated they had used in the past (47.51%) was the *suco*-level systems. * Perhaps more interestingly, almost a quarter (24.92%) indicated they had used districts courts in the past. Of concern in this respect, however, only 7.78% of respondents indicated they had used LBH/lawyers and only 7.44% public defenders, suggesting that half of those who had used district courts may have had no legal support.[97]
		Observations & Recommendations
		* If possible, it is recommended that further information be sought concerning case types (e.g. theft, assault, etc.) and the year(s) in which past cases were processed in the districts of Baucua, Covalima and Oecusse, in order to establish legal aid requirements. * Subject to the assessment of case types and legal aid requirements, there may be merit in Ba Distrito project support to the formal justice sector focusing on means of increasing access to LBH/lawyers and/or public defender services to ensure that the availability of these services is proportionate to use of the court system.
	5.4.8 Perceptions of *Suco* Council Transparency (Q.25)	**Findings**
		* Close to half (47.84%) respondents indicating that their *suco* council operates transparently. However, 32.21% of the sample indicated that their *suco* council does *not* operate transparently and a further 20.96% provided no answer (one of the highest no answer rates).
		Observations & Recommendations
		* Attention to improving the transparency of *suco* councils is recommended, especially considering the increased funding suco councils are likely to be administering over the next 8 years associated with the National Program for Village Development. * It is recommended that particular attention be focused on improving transparency in **Covalima** district.

[97] As discussed earlier, insufficient legal support *could* be a factor in the findings of Question 20 (see Section 5.4.4 above) that 97.1% of consider *suco* forums easier to use than the court system.

6.2 Comments on Key Categories

Following on from the information outlined in Table 6.1.1 above, Table 6.2.1 below comprises a collation of key areas of underperformance or special needs by category, notably those of District, Gender, Age, and, that have emerged from the findings. As noted above, the district information is of particular interest.

Table 6.2.1: Collated themes

Question(s) and Section (Chapter 5) References	Areas of Underperformance / Special Need by Key Category (Cumulative)				
	Dist.	M/F	Age (Y/E)	Occup.	Notes/Summary (based on table 6.1.1 content)
(Q.1) Views on General Living Conditions Aspects (Section 5.1.1)					N/A (underperformance/special need by key category).
(Q.2) Views on the Importance of Different Groups Being Involved in Decisions on Development Priorities in the Suco (Section 5.1.2)					Awareness-raising concerning the importance of inclusive decision-making recommended, with particular emphasis on the involvement of PLWAD's, ethnic minorities and youth (significant proportions of the sample opposed involvement of these various categories in *suco* decision-making processes).[98]
(Q.3) Participation in Meetings Organized by *Suco* Officials to Discuss *Suco* Development Priorities (Section 5.1.3)	Cov1 Oec1	F1	Y1	1	Special attention recommended to encouraging the participation in *suco* development meetings of Females, Youth, Farmers, and citizens from the districts of Covalima and Oecusse.
(Q.4) Ability to Attend and Influence Meetings to Discuss Development in the *Suco* (Section 5.1.4)	Cov2	F2			If the recommendations included for Q.3 above are implemented, then no additional action derived from the conclusions for this question will be necessary. However, the results of this question do reinforce the need for ongoing attention to the inclusion of women in decision-making processes and also highlight Covalima as a special case.
(Q.5) Preparedness to Work for *Suco* Council Authorities on *Suco* Development Projects Without Pay (Section 5.1.5)					N/A (underperformance/special need by key category).
(Q.6 - Q.8) Levels of Participation in Presidential, Parliamentary and *Suco* Council Elections (Section 5.1.6)					N/A (underperformance/special need by key category). However, special attention recommended to encouraging improved participation in future *suco* council elections, as potential appears to exist for improvement (on the basis of lower past participation rates than Presidential and Parliamentary elections).
(Q.9 – Q.11) Awareness of GoTL Decentralization and Pre-deconcentration Plans, Attendance at Briefings, and Opportunity to Provide Input into Draft Legislation on the Decentralization and Pre-deconcentration (Section 5.2.1 – 5.2.3)	Cov3 Oec2	F3		2	More effective communication recommended of information on Decentralization and Pre-deconcentration plans in all Ba Distrito project target districts, as well as alert citizens to opportunities to attend briefings on these areas where they can potentially provide input into the finalization of related legislation. Covalima and Oecusse districts apparently most in need of attention, along with women and farmers.
(Q.12) Knowledge of Responsibilities that *Suco* Leaders and *Suco* Councils are Required by Law to Perform (Section 5.3.1)	Cov4 Oec3			3	Recommend education of community members concerning the legislated responsibilities of *suco* leaders and *suco* councils (with particular focus on the districts of Covalima and Oecusse and on farmers).
(Q.13) Perceptions of the Effectiveness of *Suco* Authorities at a Range of Tasks (Section 5.3.2)	Cov5	F4			Majority support for the effectiveness of *suco* authorities, however forthcoming projects are likely to test administrative and project management capacities. Covalima *suco* authorities received lower scores from respondents than *suco* authorities in the other districts. Women as a category also scored *suco* authorities

[98] Note that the *variation* information for this question indicated that Covalima did not score as high on inclusion as other districts, and that males scored higher than females on inclusion (see Box 5.1.2). However, the analysis on variance was conducted over a range of categories (inclusion of traditional leaders, inclusion of elected officials, etc.), and more specific analysis would have to be conducted in order for more meaningful conclusions to be drawn.

					lower than men, possibly because women's infrastructure needs are insufficiently supported compared to those of men.
(Q.14) Perceptions of the Effectiveness of Dispute Resolution/Mediation Services Provided in the *Suco* (Section 5.3.3)	Bau1 Oec4	F5			Recommend attention to improving *suco* dispute resolution/mediation forum outcomes for women in all districts, with special attention to Baucau and Covalima districts. Improvement of links between *suco* forum and other forums (courts) may be helpful for those who prefer not to use *suco* forums.
(Q.15 – Q.16) Availability of Gender Based Violence (GBV) Services (Section 5.3.4)	Cov6 Oec5	F6			Women were less likely to indicate the existence of GBV services, hence special attention recommended to informing women about GBV services and designing GBV services in accordance with the needs of women. Special focus on GBV service establishment in Covalima and Oecusse districts also recommended on the basis that fewer respondents from these districts indicated knowledge of services.
(Q.17) Availability in the *Suco* of Information on District Courts and How to Access District Courts (Section 5.4.1)	Cov7 Bau2	F7		4	Special attention on the districts court information needs of women and farmers recommended based on data indicating lower level of information receipt than, respectively, men and non-farmers. Note, however, that combined the women and farmers demographics represent a majority of the population in the target districts. Also, special attention on the district of Covalima is recommended (and to a lesser extent Baucau), similarly based on lower level of districts court information receipt (than Oecusse, which appears to have the greatest availability of court information).
(Q.18) Perception of the Court System (Section 5.4.2)	Cov8				Covalima respondents (who according to Q.17 above had the least access to information on the courts) indicated less favorable perceptions of the court systems than respondents in other districts. Investigation into possible reasons why recommended.
(Q.19) Perceptions of *Suco* Justice and Dispute Resolution Systems (Section 5.4.3)	Cov9 Oec6			5	It is recommended that any gender awareness programs focus particularly on the districts of Covalima and Oecusse.
(Q.20) Perceptions of the Comparative Advantages of *Suco* Justice and Dispute Resolution Systems vs Courts (Section 5.4.4)					*Suco* forums were rated as better across a range of factors than the courts, but there were no significant differences by category. Ongoing development of *suco* forums with respect to human rights values in all target districts is recommended
(Q.21 – Q.22) Knowledge of Information on Legal Aid Services and Source of Information on Legal Aid Services (Section 5.4.5)	Cov10 Bau3				In Q.17 (above) respondents from Oecusse indicated greater odds of having received information on the court system than respondents from Covalima and Baucau. Similarly, Oecusse respondents indicated greater odds of having received legal aid information than respondents in Covalima and Baucau. These results suggest the need for special attention to the legal information needs of Covalima and Baucau districts.
(Q.23) Treatment of Women and Girls (Section 5.4.6)	Cov11				A significant minority of up to one quarter of the population appears in need of education / awareness-raising in the area of treatment of women and girls, and it is recommended that the Ba Distrito include this as a priority. Covalima appears to have a lower level of awareness in this area than Baucau and Oecusse and may require special attention.
(Q.24) Past Use of a Range of Justice and Dispute Resolution Services (Section 5.4.7)			Y		Not surprisingly given characteristics of the case-study, around twice as many respondents indicated use of *suco* forums as courts. However, slightly under half of those who had used courts had accessed legal aid/public defender services. Accordingly, it is recommended that further investigation be made into case-types and informed by this information consider action to ensure access to legal aid/public defender services is proportional to use of courts/need. Note that youth indicated that they had used fewer justice services than elders, but this is not considered useful data on the basis individuals in this category have fewer years of life experience to have used services.
(Q.25) Perceptions of *Suco* Council Transparency (Section	Cov12		Y	6	Attention to improving transparency of *suco* councils recommended based on 32.21% of respondents who

5.4.8)					indicated that their suco council *does* not operate transparently (not including 20.96% who provided no answers). Covalima appears in particular need of transparency promotion based on data.
No. (Key Categories)	C=12 O=6 B=3	F=7	Y=3	6	

6.2.1 Districts

As outlined in Table 6.2.1 above, the district of Covalima features as a lower performing/more in-need district on a greater number of occasions than the districts of Baucau or Oecusse. Specifically, Covalima district features in Table 6.2.1 as a lower performing/more in-need district than either one or both other districts (depending on the indicator) in relation to the following 12 aspects: (1) Lower reported attendance at *suco* meetings (Q.3); (2) Less perceived ability to have voices heard at *suco* meetings (Q.4); (3) Less knowledge of the GoTL's decentralization and pre-deconcentration plans and perceived opportunity to have input into related draft legislation (Q.9 and Q.11); (4) Less knowledge of the legislated responsibilities of *suco* leaders/*suco* councils (Q.12); (5) Less confidence in *suco* authorities at local development planning and building and maintaining infrastructure (Q.13); (6) Fewer number of GBV services reported and less confidence in the quality of GBV services (Q.15-Q.16); (7) Less reported availability of information about the district court system (Q.17); (8) Less confidence in the quality of the district court system (Q.18); (9) Less agreement with the need for *suco* justice forums to increase their respect for the equal rights of women (i.e. lack of gender awareness) (Q.19); (10) Less reported receipt of information on legal aid and number of sources of legal aid information (Q.21-Q.22); (11) Less understanding of the importance of gender principles (notably the importance of *not* hitting women and girls) (Q.23); (12) Less confidence in the transparent operation of *suco* councils (Q.25).

In contrast to Covalima as a lower performing/more in need district in relation to 12 areas, Oecusse features in Table 6.2.1 as among the two significantly lower performing/more in-need districts in relation to the following 6 aspects: (1) Lower reported attendance at *suco* meetings (Q.3); (2) Less perceived opportunity to have input into draft legislation concerning the GoTL's decentralization and pre-deconcentration plans (Q.11); (3) Less knowledge of the legislated responsibilities of *suco* leaders/*suco* councils (Q.12); (4) Less confidence in *suco* dispute resolution/mediation services (Q.14); (5) Fewer number of GBV services reported and less confidence in the quality of GBV services (Q.15-Q.16); (6) Less agreement with the need for *suco* justice forums to increase their respect for the equal rights of women (i.e. lack of gender awareness) (Q.19).

Baucau, meanwhile, features as among the two significantly lower performing/more in need districts in relation to only three of the aspects outlined in Table 6.2.1: (1) Less confidence in effectiveness of *suco* dispute resolution/mediation services (Q.14); (2) Less reported availability of information about the district court system (Q.17), and; (3) Less reported receipt of information on legal aid (Q.21).

The district underperformance frequency data outlined in Table 6.2.1 and discussed in this section profiles Covalima as an underperforming district worthy of special attention based on this assessment of a range of governance indicators. To a lesser extent special attention on Oecusse is also merited. Notwithstanding these

observations, there is a clear need for improvement of all districts across most themes examined.

6.2.2 Women

Women featured in across seven indicators as follows: (1) Women reported lower levels of attendance at *suco* meetings (Q.3); (2) Women reported less perceived ability to have voices heard at *suco* meetings (Q.4); (3) Women reported less knowledge of the GoTL's decentralization and pre-deconcentration plans and perceived opportunity to have input into related draft legislation (Q.9 and Q.11); (4) Women reported less confidence in *suco* authorities at local development planning and building and maintaining infrastructure (Q.13); (5) Women reported less confidence in *suco* dispute resolution/mediation services (Q.14); (6) Women reported (recognized?) a fewer number of GBV services (Q.15), and; (7) Women reported lesser receipt of information about the district court system (Q.17). It would be consistent with the Ba Distrito project's objective of promoting gender equality and the participation of women to take these findings into account in project design and implementation.

6.2.3 Age

Age featured in three cases, one of which is considered of significance, and the others less so. Beginning with the significant case (Q.3), the 16-30 age group was found to report lower levels of attendance at *suco* meetings, although it should be noted that they shared this lower level of attendance at *suco* meetings with women, farmers and students/the unemployed (in other words the majority of the population). What this suggests is that older, male, non-farmers attend meetings more frequently, highlighting the importance of the Ba Distrito project emphasis on strengthening "citizen participation and representation in local governance."

The two remaining cases involve Question 24 and Question 25. In relation to the former question, respondents in the 16-30 age group indicated that they had used a fewer number of justice services than those in the 31+ age group. This is not considered useful however as those in the 31+ age group have a great number of years in which to use services. In the last case (Q.25 on corruption in the *suco*) respondents in the 16-30 age group were more likely to indicate that their *suco* councils operated free from corruption. A possible reason for this which need to be tested by additional research, could be that the lower level of involvement in *suco* meetings (as per the findings of Q.3) of 16-30 age group, and the consequent lack of experience with the way *suco* councils operate, leaves members of this age group with a more idealized view of the operation of *suco* councils than others. As already discussed, through, these "others." Interestingly in relation to this hyporthesis, farmers were also found in Question 3 to have lower odds of attending *suco* meetings, and similarly had greater odds than non-farmers of indicating that their *suco* councils operated free from corruption.

6.2.4 Occupation

Employment categories featured in six instances. As discussed in 6.3 above, farmers had lower odds of attending *suco* meetings than non-farmers (with no significant difference between the odds of farmers attending *suco* meetings and the odds of students/the unemployed attending *suco* meetings) (Q.3), and farmers (along with students/the unemployed) also had higher odds of indicating that their *suco* council

operated free from corruption (Q.25). The former finding highlights the importance of improving farmer participation in *suco* development meetings (again in accordance with the Ba Distrito project objective of strengthening "citizen participation and representation in local governance"), especially since farmers comprise a majority of the population and experience the challenges of rural infrastructure on a regular basis.

In the remaining four cases the following was found: (1) As an occupation group, farmers (along with student/the unemployed) were less likely to have heard about the GoTL's decentralization and pre-deconcentration plans than non-farmers (Q.9); (2) Farmers (along with student/the unemployed) were less knowledgeable concerning the legislated responsibilities of *suco* leaders/*suco* councils than non-farmers (Q.12); (3) Along with respondents from Covalima and Baucau and women, farmers were less likely to reported the receipt of information about the district court system (Q.17), and; (4) Farmers (along with students/the unemployed) were *more* likely than non-farmers to support the view that it is important for *suco* forums to increase their respect for the equal rights of women. Whereas, as noted earlier, the final point challenges assumptions about the social conservatism of subsistence farmers, other findings highlight the need for more effective distribution of information on local governance matters to members of rural communities, with a particular focus on those working in agriculture (a majority to be sure) who may be in less regular contact with *suco* institutions than those who working in non-farming occupations.

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Appendix A – Ba Distrito Final Baseline Questionnaire

INTERVIEW CODING

District:
☐ Oecusse
☐ Covalima
☐ Baucau

Suco:

Oecusse	Covalima	Baucau
Suco Malelat	*Suco* Maudemo	*Suco* Triloca
Suco Suni-Ufe	*Suco* Lalawa	*Suco* Soba
Suco Usitacae	*Suco* Fohoren	*Suco* Samalari (Laga)
Suco Usi-Taqueno	*Suco* Taroman	*Suco* Fatulia
Suco Bobometo	*Suco* Ogues	*Suco* Loilubo
Suco Naimeco	*Suco* Beco	*Suco* Uatolari
	Suco Tashilin	*Suco* Lacoliu
	Suco Raimea	*Suco* Samalari (Baguia)

Aldeia:

Date of Interview:

Interview code:

Team code:

Supervisor code:

Time interview began: _ _:_ _

Time interview ended: _ _:_ _

INTRODUCTION

"Greetings, I am from Social Science Dimensions, an independent research organization. We are conducting an opinion survey among people like you to find out your views on issues of public interest. This is an independent survey about suco councils and development in our country. I am interested in your opinion. Your answers will be kept entirely confidential, your name will not be given to anyone and your views will be analyzed along with those of hundreds of others."

IDENTIFICATION QUESTIONS

Gender (Do not ask):
☐ Male
☐ Female

Age at last birthday:
☐ 16-30
☐ 31+

Telephone Number:…….

What is the highest level of education you have completed:
☐ Completed Primary School
☐ Completed Secondary School
☐ Completed University
☐ No answer

Occupation:
☐ Farmer
☐ Employed by the government
☐ Employed by the private sector
☐ Operate your own business
☐ Student
☐ Other
☐ No work of any kind (unemployed)
☐ No answer

Does the respondent have a physical and/or intellectual disability (indicate both if appropriate) that hinders them in their work or home life:
☐ Physical disability
☐ Intellectual disability
☐ No disability

Religion:
Could you please indicate your religion.
☐ Catholic
☐ Protestant
☐ Muslim
☐ Other (please state)…….
☐ No religion
☐ No answer

Ethnicity/Language:
Are you a member of an ethnic/linguistic minority? (someone with a different ethnic/cultural/language background to the majority in the *suco*)
☐ Yes
☐ No
☐ No answer

THEME 1: CITIZEN'S UNDERSTANDING OF THEIR ROLE IN POLITICAL PROCESSES

1. Thinking about the *suco* where you live, how would you rate the following?

Feature		Level of satisfaction			
	Excellent	Very good	Not so good	Poor	Don't know
1A. General living conditions					
1B. Quality of housing					
1C. Quality of school buildings and facilities					
1D. Availability of health services					

1E. Accessibility of water					
1F. Roads					
1G. Security from violence					
1H. Education opportunities					
1I. Job opportunities					

2. Thinking about the involvement of different groups in decisions on development priorities in the *suco*, please indicate your level of agreement with the following statements?

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
2A. It is important that elected *suco* council officials make decisions about development in the *suco*					
2B. It is important that traditional leaders make decisions about development in the *suco*					
2C. It is important that all members of the community are involved in decisions about development in the *suco*					
2D. It is important for men and women to be equally involved in decisions about development in the *suco*					
2E. It is important for youth and adults to be equally involved in decisions about development in the *suco*.					
2F. It is important for people living with disabilities to be equally involved in decisions about development in the *suco*.					
2G It is important for members of ethnic and religious minorities to be equally involved in decisions about development in the *suco*.					

3. Over the past year, have you participated in meetings organized by *suco* council officials to discuss *suco* development priorities?
(a) Yes
(b) No

4. Thinking about meetings to discuss development in the suco over the past year, please indicate your level of agreement with each of the following statements.

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
4A. I feel I have the right to attend *suco* meetings					
4B. I feel I have the opportunity					

to have my views heard at meetings organized by *suco* council officials to discuss *suco* development priorities					
4C. I feel that I can influence *suco* development priorities by participating in meetings at the *suco* level.					

5. Thinking about development activities sponsored by your *suco* council, please indicate your level of agreement with each of the following statements:

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
I am happy to spend some of my time every month working on *suco* development projects for *suco* council authorities without any pay.					

6. Did you vote in the 2012 Presidential election?
(a) Yes
(b) No
(c) Not a voter (underage)
(d) No answer

7. Did you vote in the 2012 National Parliament election?
(a) Yes
(b) No
(c) Not a voter (underage)
(d) No answer

8. Did you vote in the last (2009) *Suco* Council election?
(a) Yes
(b) No
(c) Not a voter (underage)
(d) No answer

THEME 2: CITIZEN'S KNOWLEDGE AND AWARENESS OF DECENTRALIZATION IN TIMOR-LESTE (INCLUDING *SUCO* LEGISLATION)

Now I would like to ask you some questions about decentralization plans in Timor-Leste.

9. Have you heard about the Timor-Leste Government's plan to develop and implement legislation on decentralization or pre-deconcentration?
(a) Yes (Go to Q. 10 below)
(b) No (Go to Q. 12 below)
(c) No answer (Go to Q. 12 below)

10. (NOTE SKIP POSSIBILITY) (If "Yes" to Q.9) Have you attended any briefings (at *suco*, sub-district or district level), concerning the Government's decentralization or pre-deconcentration plans?
(a) Yes

(b) No
(c) No answer

11. (NOTE SKIP POSSIBILITY) (If "Yes" to Q.9 and Q. 10 above) Have you had the opportunity to provide any input into draft legislation relating to decentralization or pre-deconcentration (for example a meeting in the *suco*, sub-district or district)?
(a) Yes
(b) No
(c) No answer.

THEME 3: CITIZEN'S KNOWLEDGE OF THE ROLES AND RESPONSIBILITIES OF *SUCO*S, AND THEIR EXPECTATION OF AND SATISFACTION WITH *SUCO* SERVICE PROVISION

Now I would like to ask you some questions about suco councils

12. Could you please list the responsibilities you know about that *suco* leaders and *suco* councils are required by state law to perform. (Enumerator to tick off ALL listed responsibilities, but NOT to list any responsibility in advance or to help the respondent)

- ☐ Peace and social harmony (including facilitating the resolution of minor disputes and calling in security forces when necessary)
- ☐ Domestic violence problems (prevent domestic violence, help victims, punish perpetrators, etc.)
- ☐ Population census and registration activities
- ☐ Civic education
- ☐ Promotion of the official RDTL languages
- ☐ Economic development
- ☐ Food safety considerations
- ☐ Environmental protection
- ☐ Education, culture and sports
- ☐ Maintenance of social infrastructure/public works (eg. housing, schools, health centers, water systems, roads, communications)
- ☐ Financial reporting tasks
- ☐ Annual development plan
- ☐ Promote equality
- ☐ Promote resect for the *suco*s customs and traditions
- ☐ Cooperate with the development plans of other levels of government.

13. Please indicate how effective you think your *suco* authorities are at each of the following tasks:

Task	Level of Effectiveness			
	Very effective	Effective	Not very effective	Don't know
13A. Local development planning (planning new roads & social services, etc.)				
13B. Building and maintaining infrastructure (for example buildings,				

drains and roads)				

14. How effective are the dispute resolution / mediation services provided in your *suco*?
(a) Very effective
(b) Effective
(c) Not effective
(c) Don't know

15. Are there any services helping people affected by Gender Based Violence (for example domestic violence cases where people are hit by members of their own household, such as a woman hit by her husband) provided in your *suco*?
(a) Yes (Go to Question 16 below)
(b) No (Go to Question 17 below)
(c) Don't know (Go to Question 17 below)

16. (NOTE SKIP POSSIBILITY) (If "Yes" to Q. 15. above)
How effective do you consider these services helping those affected by Gender Based Violence?
(a) Very effective
(b) Effective
(c) Not effective
(c) Don't know

THEME 4: CITIZEN'S ACCESS TO JUSTICE

17. How much information (posters, pamphlets, etc.) is available in your *suco* about the district court system, including how to access the courts?
☐ A lot of information
☐ Some information
☐ No information
☐ No answer

18. Thinking about the court system, please indicate your level of agreement with the following statements.

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
18A. The court system is fair.					
18B. The court system is fast.					
18C. The court system is easy to access.					
18D. The court system is much better that it was two years ago.					
18E. The court system equally respects the human rights of men, women and youth					
18F. The court system respects the rights of people living with disabilities and minorities (ethnic, religious and sexual)					
18G. The staff of the courts are hard-working officials dedicated to improving justice in the community.					

19. Thinking about *suco* justice and dispute resolution systems, please indicate your level of agreement with the following statements.

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
19A. It is important for *suco* justice / dispute resolution forums to increase their respect for the equal rights of women					
19B. *Suco* justice / dispute resolution forums respect human rights more now than they did two years ago.					

20. Which justice / dispute resolution option (*suco*-forums or the courts) is best for the following outcomes?

Outcome	*Suco* forum	Courts	Don't know
20A. Which provides a faster outcome?			
20B. Which provides a fairer outcome?			
20C. Which is easiest to access (transport)?			
20D. Which is easiest to use?			
20E. Which provides the best outcome for women?			
20F. Which provides the best outcome for the community?			
20G. Which shows more respect for traditional values?			
20H. Which shows most respect for members of minority groups (sexual orientation, religious and ethnic background).			
20I. Which provides the best outcome for people living with disabilities?			

21. Have you ever received any information on who you can talk to if you need help with a justice / dispute resolution matter (legal aid information)?

☐ Yes (Go to Q. 22 below)
☐ No (Go to Q. 23 below)
☐ Don't know (Go to Q. 23 below)

22. (NOTE SKIP POSSIBILITY) (If "Yes" to Q.21 above) Please indicate the sources of any legal aid information you have received (as many options as appropriate).

☐ *Suco* meeting, gathering or ceremony
☐ PNTL/police
☐ *Suco* council member

☐ Community theatre
☐ Radio program
☐ SMS message
☐ Briefing at a health clinic, school, or other government agency
☐ Church
☐ TV program
☐ LBH/Legal aid organization
☐ Other
☐ Don't know

23. Thinking about the treatment of women and girls, please indicate your agreement with the following statements.

Statement	Level of agreement with statement				
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
23A. Hitting women and girls is important to make sure that women and girls perform their duties as wives and daughters.					
23B. Hitting women and girls is a crime, and prevents women and girls from reaching their potential and contributing fully to the development of the nation.					
23C. There is less hitting of women and girls in the community than there was in the past.					

24. Thinking about justice and dispute resolution, have you used any of the following:

	Yes	No
24A. District courts		
24B. *Suco* level justice and dispute resolution forums		
24C. LBH (lawyer)		
24D. Public defender		

25. Thinking about your *suco* council, do you consider that it operates free from KKN (Korupsi, Kolusi & Nepotisme)?

☐ Yes
☐ No

Appendix B – Statistical Report (Including Topline Data, Statistical Significance and Variance)

1. Sample Overview Data (Weighted)

Table 1.1 below provides an overview of the sample with weighting applied.

Table 1. 1: Profile of the sample (weighted)

Category	Sub-category	No. of Respondents	% Sample
Gender	Female	483	51.27
	Male	475	48.73
		Total = 958	Total = 100%
Age	16-30	467	38.15
	31+	491	61.85
		Total = 958	Total = 100%
Education	Completed Primary School	389	42.69
	Secondary School	216	19.58
	Completed University	24	2.76
	No answer	329	34.97
		Total = 958	Total = 100%
Occupation	Farmer	550	58.63
	Employed by the government	63	6.33
	Employed by the private sector	24	2.85
	Operate your own business	50	6.59
	Student	113	9.4
	Other	101	9.5
	No work of any kind (unemployed)	51	6.33
	No answer	6	0.38
		Total = 958	Total = 100%
Disability	Physical	37	1.51
	Intellectual	17	0.52
	Physical and Intellectual	1	0.03
	No Disability	903	97.94
		Total = 958	Total = 100%
Religion	Catholic	958	100
	Other	N/A	
		Total = 958	Total = 100%
Minority	Yes	300	29.85
	No	652	69.75
	No Answer	6	0.62
		Total = 958	Total = 100%

2. Results

2.1 Citizen's Understanding of their Role in Political Processes

2.1.1 Views on General Living Conditions Aspects (Q.1)

Q.1	Excellent	Very good	Not so good	Poor	Don't know	*Total %*
Q.1a	2.06	23.89	68.51	5.4	0.15	100
Q.1b	1.13	13.13	69.28	16.45	0	100
Q.1c	5.08	37.2	50.75	6.22	0.75	100
Q.1d	14.41	53.91	28.82	2.75	0.12	100
Q.1e	3.8	19.72	47.51	28.96	0	100
Q.1f	0.32	2.81	33.24	63.64	0	100
Q.1g	9.62	62.32	26.56	1.17	0.33	100
Q.1h	11.03	71.26	16.83	0.54	0.35	100
Q.1i	3.73	8.09	68.97	17.51	1.7	100

Q.1		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.17	0.60	0.78	-1.33	1.00
	Oecusse	-0.05	0.50	0.93	-1.02	0.92
IsMale		0.10	0.28	0.72	-0.45	0.65
IsYouth		-0.02	0.24	0.94	-0.48	0.45
Occupation (Farmer is reference)	Other	0.09	0.29	0.75	-0.47	0.65
	Student or Unemployed	0.01	0.34	0.98	-0.66	0.68
Random effect for intercept		1.07				

There were no significant differences in how participants rated the features of their *suco* by district (p=0.78 and p=0.93), gender (p=0.72), age (p=0.94), or occupation (p=0.75 and p=0.98).

2.1.2 Views on the Importance of Different Groups Being Involved in Decisions on Development Priorities in the Suco (Q.2)

Q.2	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Q.2a	12.34	80.49	5.95	0.07	1.15	100
Q.2b	16.59	76.84	5.69	0.17	0.71	100
Q.2c	17.58	76.63	4.88	0.18	0.73	100
Q.2d	12.6	80.61	5.15	0.22	1.42	100
Q.2e	7.02	60.16	25.15	2.76	4.91	100
Q.2f	7.73	63.39	18.83	3.42	6.62	100
Q.2g	6.67	63.99	18.85	0.97	9.51	100

Q.2		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-2.98	0.51	< 0.01	-3.98	-1.98
	Oecusse	-0.86	0.52	0.10	-1.87	0.16
IsMale		0.68	0.22	< 0.01	0.24	1.12
IsYouth		-0.07	0.16	0.65	-0.38	0.24
Occupation (Farmer is reference)	Other	0.11	0.27	0.69	-0.41	0.63
	Student or Unemployed	-0.34	0.24	0.17	-0.82	0.14
Random effect for intercept		0.83				

There were some significant differences in how participants felt about inclusion of groups in *suco* decisions. Covalima did not score inclusion as high as Baucau (B=-2.98, p < 0.01). Males scored inclusion higher than females (B=068, p < 0.01). There were no significant differences between Baucau and Oecusse (p=0.10), age (p=0.65), or occupation (p=0.69 and p=0.17).

2.1.3 Participation in Meetings Organized by Suco Officials to Discuss Suco Development Priorities (Q.3)

Q.3	No	Yes	No Answer	*Total %*
Proportions	47.35	50.88	1.77	100

Q.3		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.11	0.01	< 0.01	0.10	0.13
	Oecusse	0.20	0.02	< 0.01	0.16	0.24
IsMale		1.90	0.45	0.01	1.19	3.01
IsYouth		0.56	0.12	0.01	0.37	0.85
Occupation (Farmer is reference)	Other	1.45	0.27	0.05	1.01	2.09
	Student or Unemployed	0.67	0.19	0.15	0.38	1.16
Random effect for intercept		0.26				

There were some significant differences in the number of participants that attended meetings. Participants in Covalima and Oecusse had lower odds of attending meetings compared to participants in Baucau (OR=0.11, p < 0.01 and OR=0.20, p < 0.01). Males had greater odds of attending meetings compared to females (OR=1.90, p=0.01). Youth had lower odds of attending meetings than elders (OR=0.56, p=0.01). Participants in occupations other than farming had greater odds of attending meetings than farmers (OR=1.45, p=0.05). There was no significant differences between students/unemployed and farmers in the odds that they attending meetings (p=0.15).

2.1.4 Ability to Attend and Influence Meetings to Discuss Development in the Suco (Q.4)

Q.4	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Q.4a	11.07	84.32	3.47	0.093	1.05	100
Q.4b	6.74	74.97	11.22	0.73	6.35	100
Q.4c	6.02	70.12	9.77	0.3	13.78	100

Q.4		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.24	0.12	0.04	-0.47	-0.01
	Oecusse	-0.07	0.11	0.50	-0.29	0.14
IsMale		0.28	0.10	< 0.01	0.09	0.47
IsYouth		-0.02	0.11	0.87	-0.24	0.20
Occupation (Farmer is reference)	Other	0.17	0.09	0.06	-0.01	0.35
	Student or Unemployed	0.07	0.19	0.69	-0.30	0.44
Random effect for intercept		0.21				

There were some significant differences in whether participants felt that they had the opportunity to have their voices heard. Participants in Covalima had a lower score than participants in Baucau (B=-0.24, p=0.04), while there was no significant difference between participants in Oecusse and those in Baucau (p=0.50). Males scored higher than females (B=0.28, p < 0.01). There was no significant differences by age (p=0.87) or occupation (p=0.06 and p=0.69).

2.1.5 Preparedness to Work for Suco Council Authorities on Suco Development Projects Without Pay (Q.5)

Q.5	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Proportions	12.86	81.6	4.38	0.22	0.95	100

For Questions 5 to 8 over 80% of participants provided the same response, hence there is substantial lack of robustness in fitting the mixed effects models. Hence these were not produced.

2.1.6 Levels of Participation in Presidential, Parliamentary and Suco Council Elections (Q.6 - Q.8)

Q.6	No	Yes	No Answer	Not a Voter	*Total %*
Proportions	5.06	90.04	0.15	4.75	100

Q.7	No	Yes	No Answer	Not a Voter	*Total %*
Proportions	4.78	90.52	0.15	4.54	100

Q.8	No	Yes	No Answer	Not a Voter	*Total %*
Proportions	7.03	85.11	0.49	7.37	100

2.2 Citizen's Knowledge and Awareness of Decentralization in Timor-Leste (Including *Suco* Legislation)

2.2.1 Awareness of GoTL Decentralization and Pre-deconcentration Plans (Q.9)

Q.9	No	Yes	No Answer	*Total %*
Proportions	45.05	48.67	6.28	100

Q.9		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.10	0.01	< 0.01	0.08	0.11
	Oecusse	1.59	0.18	< 0.01	1.28	1.97
IsMale		2.01	0.55	0.01	1.18	3.42
IsYouth		0.64	0.15	0.05	0.41	1.01
Occupation (Farmer is reference)	Other	2.08	0.54	0.01	1.25	3.46
	Student or Unemployed	1.41	0.42	0.26	0.78	2.53
Random effect for intercept		0.14				

There were some significant differences in whether participants reported that they had heard about the Timor-Leste Government's plan to develop and implement legislation on decentralization or pre-deconcentration. Participants in Covalima had lower odds than participants in Baucau (OR=0.10, $p < 0.01$), while participants in Oecusse had higher odds than participants in Baucau (OR=1.59, $p < 0.01$). Males had higher odds than females (OR=2.01, p=0.01). Youth had the same odds as elders (p=0.05). Participants in occupations other than farming had higher odds than farmers (OR=2.08, p=0.01), while there was no significant difference between students/unemployed and farmers (p=0.26).

2.2.2 Attendance at Briefings on the GoTL Decentralization and Pre-deconcentration Plans (Q.10)

Q.10	No	Yes	Skipped	*Total %*
Proportions	21.57	27.1	51.33	100

Q.10		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	1.12	0.16	0.42	0.85	1.49
	Oecusse	0.84	0.10	0.15	0.66	1.07
IsMale		1.11	0.23	0.62	0.74	1.65
IsYouth		0.72	0.22	0.28	0.39	1.32
Occupation (Farmer is reference)	Other	1.73	0.65	0.14	0.83	3.62
	Student or Unemployed	1.54	0.69	0.34	0.64	3.72
Random effect for intercept		0.20				

There were no significant differences in whether participants reported that they had heard attended any briefings (at *suco*, sub-district or district level), concerning the

Government's decentralization or pre-deconcentration plans. There were no differences by district (p=0.42 and p=0.15), gender (p=0.62), age (p=0.28) or occupation (p=0.14 and p=0.34).

2.2.3 Opportunity to Provide Input into Draft Legislation on the GoTL's Decentralization and Pre-deconcentration Plans (Q.11)

Q.11	No	Yes	No Answer	Skipped	*Total %*
Proportions	8.9	17.48	0.27	73.35	100

Q.11		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.30	0.09	< 0.01	0.17	0.53
	Oecusse	0.31	0.08	< 0.01	0.19	0.50
IsMale		0.72	0.38	0.53	0.25	2.02
IsYouth		1.11	0.46	0.80	0.49	2.52
Occupation (Farmer is reference)	Other	1.95	0.93	0.16	0.77	4.95
	Student or Unemployed	2.82	1.65	0.08	0.90	8.89
Random effect for intercept		0.47				

There were some significant differences in whether participants reported that they had had the opportunity to provide input into draft legislation relating to decentralization or pre-deconcentration. Participants in Covalima and Oecusse had lower odds than participants in Baucau (OR=0.30, $p < 0.01$ and OR=0.31, $p < 0.01$). There were no significant differences by gender (p=0.53), age (p=0.80), or occupation (p=0.16 and p=0.08).

2.3 Citizen's Knowledge of the Roles and Responsibilities of *Sucos*, and their Expectation of and Satisfaction with *Suco* Service Provision

2.3.1 Knowledge of Responsibilities that Suco Leaders and Suco Councils are Required by Law to Perform (Q.12)

In Question 12 the participant was asked to describe the responsibilities that they believe the *suco* leaders and *suco* councils are required to perform. Based upon their response the interviewers chose one or more items from a list (depending upon which responsibilities the participant mentioned). This was a recorded as a yes/no response for 15 responses (items a to o), and a score for the total number of responses the participants provided (0 to 15).

Q.12	No	Yes	*Total %*
Q.12a	47.08	52.92	100
Q.12b	60.26	39.74	100
Q.12c	43.51	56.49	100
Q.12d	67.27	32.73	100
Q.12e	84.86	15.14	100
Q.12f	72.81	27.19	100
Q.12g	73.06	26.94	100
Q.12h	60.03	39.97	100
Q.12i	85.85	14.15	100
Q.12j	65.95	34.05	100
Q.12k	86.18	13.82	100
Q.12l	73.59	26.41	100
Q.12m	70.29	29.71	100
Q.12n	71.09	28.91	100
Q.12o	69.42	30.58	100

Q.12		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-3.07	1.33	0.02	-5.68	-0.46
	Oecusse	-4.82	1.30	< 0.01	-7.38	-2.26
IsMale		-0.01	0.24	0.97	-0.48	0.46
IsYouth		-0.40	0.24	0.09	-0.87	0.06
Occupation (Farmer is reference)	Other	0.82	0.31	0.01	0.22	1.42
	Student or Unemployed	0.38	0.37	0.31	-0.35	1.12
Random effect for intercept		2.02				

Question 12 asked participants to describe the responsibilities that they felt the *suco* leaders and *suco* councils are required by state law to perform. There were some significant differences in the number of responsibilities described by participants. Participants in Covalima and Oecusse described fewer responsibilities than participants in Baucau (B=-3.07, p=0.02 and B=-4.82, p < 0.01). There were no significant differences between genders (p=0.97) or age (p=0.09). Participants in occupations other than farming described more responsibilities than farmers (B=0.82, p=0.01), while there was no significant difference between students/unemployed and farmers (p=0.31).

2.3.2 Perceptions of the Effectiveness of Suco Authorities at a Range of Tasks (Q.13)

Q.13	Not very effective	Effective	Very effective	Don't know	*Total %*
Q.13a	30.01	52.19	9.58	8.21	100
Q.13b	30.57	52.4	9.23	7.79	100

Q.13		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.99	0.35	0.01	-1.68	-0.30
	Oecusse	-0.21	0.33	0.52	-0.86	0.43
IsMale		0.36	0.15	0.01	0.07	0.64
IsYouth		-0.11	0.12	0.35	-0.34	0.12
Occupation (Farmer is reference)	Other	0.02	0.16	0.89	-0.29	0.34
	Student or Unemployed	0.06	0.18	0.76	-0.30	0.41
Random effect for intercept		0.55				

Question 13 asked participants to assess how effective their *suco* authorities were in local development planning and building and maintaining infrastructure. There were some significant differences in how participants assessed their authorities. Participants in Covalima gave their authorities a lower score than participants in Baucau (B=-0.99, p=0.01), while there was no significant difference between participants in Oecusse and Baucau (p=0.52). Males gave their authorities a higher score than females (B=0.36, p=0.01). There were no significant differences according to age (p=0.35) or occupation (p=0.89 and p=0.76).

2.3.3 Perceptions of the Effectiveness of Dispute Resolution/Mediation Services Provided in the Suco (Q.14)

Q.14	Not effective	Effective	Very effective	Don't know	*Total %*
Proportions	21.57	57.08	8.31	13.04	100

Q.14		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.70	0.23	< 0.01	0.25	1.16
	Oecusse	-0.48	0.31	0.12	-1.08	0.13
IsMale		0.15	0.07	0.03	0.01	0.28
IsYouth		0.05	0.14	0.70	-0.22	0.33
Occupation (Farmer is reference)	Other	-0.16	0.17	0.33	-0.50	0.17
	Student or Unemployed	-0.15	0.28	0.59	-0.70	0.40
Random effect for intercept		0.52				

Question 14 asked participants to assess how effective the dispute resolution/mediation services are that are provided in their *suco*. Participants in Covalima gave their services a higher score than participants in Baucau (B=0.70, p < 0.01), while there was no significant difference between participants in Oecusse and Baucau (p=0.12). Males gave their services a higher score than females (B=0.15,

p=0.03). There were no significant differences according to age (p=0.70) or occupation (p=0.33 and p=0.59).

2.3.4 Availability of Gender Based Violence (GBV) Services (Q.15 – Q.16)

Q.15	No	Yes	No Answer	*Total %*
Proportions	33.34	57.72	8.94	100

Q.15		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.05	0.01	< 0.01	0.04	0.06
	Oecusse	0.19	0.03	< 0.01	0.14	0.25
IsMale		1.77	0.33	< 0.01	1.22	2.56
IsYouth		1.29	0.42	0.44	0.68	2.43
Occupation (Farmer is reference)	Other	1.07	0.43	0.86	0.49	2.34
	Student or Unemployed	1.40	0.53	0.37	0.67	2.94
Random effect for intercept		0.28				

Question 15 asked participants whether there are any services helping people affected by Gender Based Violence provided in their *suco*. Participants in Covalima and Oecusse had lower odds of saying yes than participants in Baucau (OR=0.05, p < 0.01 and OR=0.19, p < 0.01). Males had greater odds of saying yes than females (OR=1.77, p < 0.01). There were no significant differences according to age (p=0.44) or occupation (p=0.86 and p=0.37).

Question 16 asked participants how effective they considered the services helping those affected by Gender Based Violence in their *suco*.

Q.16	Not effective	Effective	Very effective	Don't know	Skipped	*Total %*
Proportions	3	44.83	9.27	0.63	42.28	100

Q.16		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.49	0.15	< 0.01	-0.78	-0.20
	Oecusse	-0.31	0.11	< 0.01	-0.52	-0.11
IsMale		0.13	0.08	0.11	-0.03	0.30
IsYouth		0.04	0.03	0.24	-0.03	0.11
Occupation (Farmer is reference)	Other	0.00	0.07	0.99	-0.13	0.13
	Student or Unemployed	-0.07	0.07	0.31	-0.20	0.06
Random effect for intercept		0.24				

Participants in Covalima and Oecusse scored these services lower than participants in Baucau (B=-0.49, p < 0.01 and B=-0.31, p < 0.01). There were no significant differences according to gender (p=0.11), age (p=0.24) or occupation (p=0.99 and p=0.31).

2.4 Citizen's Access to Justice

2.4.1 Availability in the Suco of Information on District Courts and How to Access District Courts (Q.17)

Q.17	No information	Some information	A lot of information	No answer	*Total %*
Proportions	29.3	55.34	6.9	8.46	100

Q.17		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.25	0.07	< 0.01	-0.38	-0.12
	Oecusse	0.40	0.08	< 0.01	0.25	0.55
IsMale		0.14	0.04	< 0.01	0.05	0.22
IsYouth		-0.04	0.06	0.56	-0.15	0.08
Occupation (Farmer is reference)	Other	0.14	0.05	0.01	0.03	0.24
	Student or Unemployed	0.15	0.08	0.05	0.00	0.31
Random effect for intercept		0.12				

Question 17 asked participants how much information is available in their *suco* about the district court system. Participants in Covalima indicated there was less information available than participants in Baucau (B=-0.25, p < 0.01). Participants in Oecusse indicated there was more information available than participants in Baucau (B=0.40, p < 0.01). Males indicated there was more information available than females (B=0.14, p < 0.01). There was no significant difference according to age (p=0.56). Participants in occupations other than farming indicated that there was more information available than farmers (B=0.14, p=0.01). There was no significant difference between students/unemployed and farmers (p=0.05).

2.4.2 Perception of the Court System (Q.18)

Q.18	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Q.18a	4.15	56.85	9.47	0.56	28.97	100
Q.18b	3.62	45.23	18.67	1.58	30.9	100
Q.18c	3.87	47.96	16.73	1.46	29.98	100
Q.18d	5.89	53.21	5.32	0.83	34.75	100
Q.18e	9.86	61.46	3.57	1.32	23.79	100
Q.18f	7.72	59.2	5.95	1.49	25.64	100
Q.18g	5.56	53.61	10.78	2.04	28.01	100

Q.18		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-2.09	0.81	0.01	-3.68	-0.49
	Oecusse	0.35	0.40	0.38	-0.44	1.14
IsMale		-0.04	0.19	0.85	-0.40	0.33
IsYouth		0.18	0.22	0.40	-0.24	0.61
Occupation (Farmer is reference)	Other	0.28	0.22	0.21	-0.15	0.71
	Student or Unemployed	-0.26	0.28	0.35	-0.80	0.28
Random effect for intercept		1.35				

Question 18 asked participants to assess aspects of the court system. Participants in Covalima gave the court system a lower score than participants in Baucau (B=-2.09, p=0.01). There were no significant difference between participants in Oecusse and those in Baucau (p=0.38). There were also no significant differences according to gender (p=0.85), age (p=0.40), or occupation (p=0.21 and p=0.35).

2.4.3 Perceptions of Suco Justice and Dispute Resolution Systems (Q.19)

Q.19	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Q.19a	8.63	84.9	3.2	0.34	2.93	100
Q.19b	12.11	79.31	3.17	0.31	5.1	100

Q.19a		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.21	0.06	< 0.01	-0.32	-0.10
	Oecusse	-0.17	0.06	< 0.01	-0.28	-0.06
IsMale		0.02	0.04	0.69	-0.06	0.09
IsYouth		0.04	0.03	0.28	-0.03	0.10
Occupation (Farmer is reference)	Other	-0.06	0.03	0.04	-0.12	0.00
	Student or Unemployed	-0.03	0.03	0.35	-0.09	0.03
Random effect for intercept		0.09				

Question 19a asked participants how much they agree with the statement that it is important for *suco* justice / dispute resolution forums to increase their respect for the equal rights of women. Participants in Covalima and Oecusse did not agree as highly as participants in Baucau (B=-0.21, p < 0.01, and B=-0.17, p < 0.01). There were no significant differences according to gender (p=0.69) or age (p=0.28). Participants in occupations other than farming did not agree as highly as farmers (B=-0.06, p=0.04). There were no significant differences between students/unemployed and farmers (p=0.35).

Q.19b		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.03	0.07	0.60	-0.16	0.10
	Oecusse	-0.11	0.06	0.04	-0.22	0.00
IsMale		0.05	0.02	0.01	0.01	0.10
IsYouth		0.08	0.05	0.13	-0.02	0.17
Occupation (Farmer is reference)	Other	0.01	0.03	0.87	-0.06	0.07
	Student or Unemployed	-0.02	0.03	0.44	-0.08	0.04
Random effect for intercept		0.11				

Question 19b asked participants how much they agree with the statement that *suco* justice / dispute resolution forums respect human rights more now than they did two years ago. Participants in Oecusse did not agree as highly as participants in Baucau (B=-0.11, p=0.04). There were no significant differences between participants in Covalima and Baucau (p=0.60). Males agreed more than females (B=0.05, p=0.01). There were no significant differences according to age (p=0.13) or occupation (p=0.87 and p=0.44).

2.4.4 Perceptions of the Comparative Advantages of Suco Justice and Dispute Resolution Systems vs Courts (Q.20)

Q.20	*Suco* forum	Courts	Don't know	*Total %*
Q.20a	90.94	6.86	2.21	100
Q.20b	60.57	36.23	3.2	100
Q.20c	98.25	0.75	0.99	100
Q.20d	97.1	1.67	1.22	100
Q.20e	64.77	27.52	7.7	100
Q.20f	86.87	9.8	3.33	100
Q.20g	94.14	4.89	0.96	100
Q.20h	53.54	36.67	9.79	100
Q.20i	64.64	25.34	10.02	100

Q.20		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.09	0.26	0.73	-0.42	0.60
	Oecusse	0.64	0.35	0.06	-0.04	1.33
IsMale		0.24	0.14	0.08	-0.03	0.52
IsYouth		0.31	0.26	0.23	-0.20	0.82
Occupation (Farmer is reference)	Other	-0.04	0.21	0.85	-0.44	0.37
	Student or Unemployed	-0.01	0.24	0.97	-0.49	0.47
Random effect for intercept		0.57				

Question 20 asked participants whether *suco*-forums or the courts were better across a range of features. There were no significant differences according to district (p=0.73 and p=0.06), gender (p=0.08), age (p=0.23), or occupation (p=0.85 and p=0.97).

2.4.5 Knowledge of Information on Legal Aid Services and Source of Information on Legal Aid Services (Q.21 – Q.22)

Q.21	No	Yes	No Answer	*Total %*
Proportions	16.15	77.9	5.95	100

Q.21		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	1.12	0.08	0.12	0.97	1.29
	Oecusse	1.32	0.15	0.02	1.05	1.66
IsMale		1.00	0.29	0.99	0.57	1.78
IsYouth		0.75	0.17	0.19	0.48	1.16
Occupation (Farmer is reference)	Other	1.98	0.75	0.07	0.94	4.18
	Student or Unemployed	1.65	0.47	0.08	0.94	2.89
Random effect for intercept		0.31				

Question 21 asked participants whether they have ever received any information on who they can talk to if they need help with a justice/dispute resolution matter. Participants in Oecusse had greater odds of having received information than participants in Baucau (OR=1.32, p=0.02). There were no significant differences between participants in Covalima and participants in Baucau (p=0.12). There were no significant differences according to gender (p=0.99), age (p=0.19), or occupation (p=0.07 and p=0.08).

In Question 22 the participant was asked to describe the sources of any legal aid information they have received. Based upon their response the interviewers chose one or more items from a list (depending upon which responsibilities the participant mentioned). This was recorded as a yes/no response for 12 responses (items a to l), and a score for the total number of responses the participants provided (0 to 12).

Q.22	No	Yes	*Total %*
Q.22a	100	0	100
Q.22b	43.17	56.83	100
Q.22c	48.51	51.49	100
Q.22d	98.44	1.56	100
Q.22e	88.51	11.49	100
Q.22f	97.47	2.53	100
Q.22g	100	0	100
Q.22h	88.86	11.14	100
Q.22i	90.45	9.55	100
Q.22j	91.23	8.77	100
Q.22k	99.79	0.21	100
Q.22l	99.56	0.44	100

Q.22		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.80	0.15	< 0.01	-1.09	-0.51
	Oecusse	-0.02	0.20	0.91	-0.41	0.36
IsMale		0.28	0.10	< 0.01	0.09	0.47
IsYouth		-0.08	0.10	0.43	-0.28	0.12
Occupation (Farmer is reference)	Other	0.06	0.10	0.56	-0.14	0.26
	Student or Unemployed	0.21	0.17	0.22	-0.13	0.54
Random effect for intercept		0.30				

Question 22 asked participants to indicate the sources of any legal aid information they have received, where these were tallied to produce the total number of sources for each participant. Participants in Covalima indicated fewer sources than participants in Baucau (B=-0.8, $p < 0.01$). There were no significant differences between participants in Oecusse and participants in Baucau (p=0.91). Males indicated more sources than females (B=0.28, $p < 0.01$). There were no significant differences according to age (p=0.43), or occupation (p=0.56 and p=0.22).

2.4.6 The Treatment of Women and Girls (Q.23)

Q.23	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know	*Total %*
Q.23a	1.24	12.57	68.17	16.29	1.73	100
Q.23b	8.27	66.92	18.33	4.85	1.63	100
Q.23c	6.86	83.47	4.93	0.62	4.12	100

Question 23a (below) asked participants to indicate how much they agree with the statement that hitting women and girls is important to make sure that women and girls perform their duties as wives and daughters. Participants in Covalima agreed with this statement more than participants in Baucau (B=0.40, $p < 0.01$). There were no significant differences between participants in Oecusse and participants in Baucau

(p=0.34). There were no significant differences according to gender (p=0.55), age (p=0.58), or occupation (p=0.83 and p=0.89).

Q.23a		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.40	0.09	< 0.01	0.22	0.59
	Oecusse	0.14	0.15	0.34	-0.15	0.44
IsMale		-0.04	0.07	0.55	-0.18	0.10
IsYouth		-0.04	0.07	0.58	-0.17	0.09
Occupation (Farmer is reference)	Other	-0.01	0.06	0.83	-0.12	0.10
	Student or Unemployed	0.01	0.05	0.89	-0.09	0.11
Random effect for intercept		0.21				

Question 23b (below) asked participants to indicate how much they agree with the statement that hitting women and girls is a crime, and prevents women and girls from reaching their potential and contributing fully to the development of the nation. Participants in Covalima agreed with this statement less than participants in Baucau (B=-0.61, p < 0.01). There were no significant differences between participants in Oecusse and participants in Baucau (p=0.36). There were no significant differences according to gender (p=0.44), age (p=0.09), or occupation (p=0.66 and p=0.49).

Q.23b		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.61	0.10	< 0.01	-0.82	-0.41
	Oecusse	0.08	0.08	0.36	-0.09	0.24
IsMale		0.05	0.07	0.44	-0.08	0.18
IsYouth		-0.06	0.03	0.09	-0.13	0.01
Occupation (Farmer is reference)	Other	-0.02	0.03	0.66	-0.08	0.05
	Student or Unemployed	0.05	0.07	0.49	-0.09	0.18
Random effect for intercept		0.18				

Question 23c (below) asked participants to indicate how much they agree with the statement that there is less hitting of women and girls in the community than there was in the past. There were no significant differences between participants according to district (p=0.82 and p=0.26), gender (p=0.16), age (p=0.55), or occupation (p=0.05 and p=0.38).

Q.23c		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.01	0.06	0.82	-0.12	0.09
	Oecusse	0.07	0.06	0.26	-0.05	0.18
IsMale		0.05	0.04	0.16	-0.02	0.12
IsYouth		-0.02	0.03	0.55	-0.08	0.04
Occupation (Farmer is reference)	Other	0.07	0.04	0.05	0.00	0.15
	Student or Unemployed	0.04	0.05	0.38	-0.05	0.14
Random effect for intercept		0.09				

2.4.7 Past Use of a Range of Justice and Dispute Resolution Services (Q.24)

Q.24	No	Yes	No Answer	*Total %*
Q24a	66.37	24.92	8.71	100
Q24b	49.2	47.51	3.28	100
Q24c	78.77	7.78	13.45	100
Q24d	78.71	7.44	13.85	100

Q.24		Regression Coefficient	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	-0.53	0.27	0.05	-1.05	-0.01
	Oecusse	-0.54	0.30	0.07	-1.12	0.04
IsMale		0.09	0.12	0.48	-0.16	0.33
IsYouth		-0.26	0.12	0.03	-0.50	-0.02
Occupation (Farmer is reference)	Other	0.23	0.14	0.10	-0.04	0.51
	Student or Unemployed	-0.04	0.13	0.75	-0.29	0.21
Random effect for intercept		0.50				

Question 24 asked participants to indicate whether they had ever used district courts, *suco* level justice and dispute resolution forums, LBH (lawyers), or public defenders. The results were tallied to produce the total number of types of services that participants had used. Youth had used fewer types than elders (B=-0.26, p=0.03). There were no significant differences between participants according to district (p=0.05 and p=0.07), gender (p=0.48), or occupation (p=0.10 and p=0.75).

2.4.8 Perceptions of Suco Council Transparency (Q.25)

Q25	No	Yes	No Answer	*Total %*
Proportions	31.21	47.84	20.96	100

Q25		Odds Ratio	Standard Error	P-value	95% Confidence Interval	
District (Baucau is reference)	Covalima	0.45	0.04	< 0.01	0.38	0.54
	Oecusse	1.01	0.09	0.94	0.84	1.21
IsMale		1.39	0.28	0.10	0.94	2.08
IsYouth		1.65	0.38	0.03	1.06	2.58
Occupation (Farmer is reference)	Other	0.59	0.11	< 0.01	0.41	0.85
	Student or Unemployed	0.55	0.14	0.02	0.34	0.90
Random effect for intercept		0.10				

Question 25 asked participants whether they thought their *suco* council operates free from KKN (*Korupsi, Kolusi & Nepotisme*, or Corruption, Colusion and Nepotism). Participants in Covalima had lower odds of indicating that their *suco* council operates free than participants in Baucau (OR=0.45, $p < 0.01$). There was no significant difference between participants in Oecusse and those in Baucau (p=0.94). There were no significant differences according to gender (p=0.10). Youth had higher odds of indicating that their *suco* council operates free than elders (OR=1.65, p=0.03). Participants employed in occupations other than farming and students/unemployed had lower odds of indicating that their *suco* council operates free compared to farmers (OR=0.59, $p < 0.01$ and OR=0.55, p=0.02).