



**To'os ba Moris Di'ak  
Farming for Prosperity**

# Program Guiding Strategy

December 2016

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# Abbreviations & Acronyms

ACIAR	Australian Centre for International Agricultural Research
AI-COM	Agricultural Innovations for Communities for Intensified and Sustainable Farming Systems in Timor-Leste (ACIAR)
ASI	Adam Smith International (Australia) Pty Ltd
AVANSA	Avansa Agricultura Project (USAID)
BA	Barrier analysis
BESIK	Community Water, Sanitation and Hygiene Program (Australian Aid)
CA	Conservation agriculture
CDNIP	Community Driven Nutrition Improvement Program (CRS)
CPG	Commercial producer group
CRS	Catholic Relief Service
CSO	Civil society organisation
DBC	Designing for behaviour change
DFAT	Australian Government Department of Foreign Affairs and Trade
DLC	District liaison committee
EU	European Union
FCS	Food consumption survey
FHH	Female headed-household
FSN	Food security and nutrition
GoTL	Government of Timor-Leste
GESI	Gender equality and social inclusion
GESIA	Gender equality and social inclusion assessment
H&S	Health and safety
HDDS	Household dietary diversity score
IADE	Institute for Business Support
ICE	Information, communication and education
ICS	Information consumption survey
IDD	Investment design document
IFF	Integrated fish farming
IIWZ	Inland irrigated watershed zone
INGO	International non-governmental organisation
KAP	Knowledge, attitudes & practice
KHG	Key hole gardening
KONSSANTIL	National Council for Food Security, Sovereignty and Nutrition in Timor-Leste
M&E	Monitoring and evaluation
M4P	Making markets work for the poor
MAF	Ministry of Agriculture and Fisheries
MCIE	Ministry of Commerce, Industry and the Environment
MDF	Market Development Facility
MFI	Microfinance institution
MECAE	Ministry of State for Coordination of Economic Affairs
MLC	Municipal liaison committee
MoH	Ministry of Health
MRG	Monitoring and review group
MRM	Monitoring and results measurement
MSD	Market systems development

NGO	Non-governmental organisation
NPO	National Program Office
NSA	Nutrition sensitive agriculture
PGS	Program Guiding Strategy
PHD	Partnership for Human Development
PNDS	National Program for Village Development Support (GoTL executed, Australian TA support)
R&D	Research and Development
R4D	Roads for Development Program
RDP	Rural Development Program
<i>Redi Komodi</i>	Smallholder cattle enterprise development in Timor-Leste (ACIAR)
RfP	Request for Proposals
RMF	Results measurement framework
RMP	Risk management plan
RPO	Regional program office
S&L	Savings and loans
SAPIP	Sustainable Agricultural Productivity Improvement Program
SBCC	Social behaviour change communication
SEM	Secretariat of State for the Socio-Economic Support of Women
SEO	Suku Extension Officers
SOL	Seeds of Life Program
TOMAK	To'os ba Moris Di'ak (Farming for Prosperity)
ToC	Theory of Change
ToR	Terms of reference
TRG	TOMAK Reference Group
VfM	Value for money
VSLA	Village savings and loans association
WASH	Water, sanitation and hygiene
WE	Women's empowerment
WEAI	Women's empowerment in Agriculture Index
WEAMS	Women's empowerment and market systems
WEE	Women's economic empowerment
WRA	Women of reproductive age

# Executive Summary

## 1. Introduction

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Implementation of the *To'os ba Moris Di'ak* (Farming for Prosperity) Program (TOMAK) commenced in June 2016. A major focus over the first six months has been to gain a sufficient understanding of development constraints and opportunities to prepare this *Program Guiding Strategy* (PGS), laying the foundation for implementation of field activities to begin during the first half of 2017.

The PGS sets out the Program's strategy and approach to improving food security, nutrition and rural market systems, while ensuring that issues of social inclusion, with particular emphasis on gender, are integrated as key cross-cutting themes. Preparation of the Strategy builds on the *Investment Design Document* (IDD - August 2015), further informed through an extensive review of secondary data; consultation with the Australian Government Department of Foreign Affairs and Trade (DFAT) and other donor organisations, various Government of Timor-Leste Ministries and Departments, other projects and non-governmental organisations (NGOs) operating in the same thematic and geographic areas, the private sector, and target communities. A number of dedicated field surveys/ assessments have also been conducted to help fill identified information gaps.

### 1.1. Program goal and target group

TOMAK's goal is to ensure that **rural households live more prosperous and sustainable lives**.

It proposes to achieve this through parallel and linked interventions that:

- establish a foundation of food security and good nutrition for targeted rural households; and
- build their capacity to confidently and ably engage in agricultural markets by promoting development of selected agricultural value chains.

Corresponding outcomes are:

- locally relevant partners trigger household demand for year-round production and utilisation of diverse and sufficient food;
- local commercial producers are partnering sustainably and profitably with agribusiness and service providers in the selected agricultural value chains.

Achieving improved food security and nutrition, and improved household income from agricultural activities is seen as the best strategy for strengthening engagement of rural households in the emerging economy.

Between 65 and 75 per cent of households are considered to be subsistence or aspiring commercial in character, with households moving between the two categories as their circumstances vary. Together, these groups comprise the primary target group for TOMAK, while rural entrepreneurs (accounting for another 15 per cent) will be important partners in the development of commercial agriculture. Food security and nutrition-related activities will be targeted to all three categories of household, but particularly towards subsistence and aspiring commercial households. Economic development activities will be targeted more towards aspiring commercial households and rural entrepreneurs.

While nutrition activities will be targeted to the whole household, particular emphasis will be placed on ensuring that they are designed and delivered in such a way that women of reproductive age (WRA) and children under two years of age are primary beneficiaries. Women are also likely to play a key role in TOMAK's attempts to change individual and household behaviours related to nutrition.

Women will be particular targets for inclusion in market system development activities, as part of TOMAK's focus on strengthening women's economic empowerment (WEE).

Rural youth will also be actively targeted to help counter present trends of rural out-migration.

## 1.2. Component 1: Food security and nutrition strategy

The strategy for the Food Security and Nutrition Component incorporates both supply-side and demand-side elements. On the supply-side it will promote nutrition sensitive agriculture (NSA) approaches to improve the availability and diversity of nutritious food, while on the demand-side it will work to influence the behaviour of target communities towards better nutritional practice using social behaviour change communication (SBCC) approaches. A systemic lens will be applied wherever possible, to embed change in the systems that influence household nutrition behaviour and to maximise sustainable outcomes. This will include the market based systems supporting NSA as well as the systems and groups that influence household demand and nutrition-related behaviours.

### Nutrition sensitive agriculture

The NSA strategy is centred on developing agriculture's potential to provide a sufficient, and sufficiently diversified, nutrient-rich diet throughout the year, both for farming households and their broader communities. NSA interventions aim to ensure consistent inter-seasonal supply either through production or market availability. Following the assessments conducted during the Inception Phase, TOMAK has identified where development support will be focussed from early 2017 to improve the accessibility and diversity of nutrient-rich food. This includes:

- Increasing and diversifying production: TOMAK will develop targeted partnerships to support low-cost, proven, sustainable farming practices that optimise production of nutritious crops and address seasonality issues. Focus will be given to production activities that address identified macronutrient deficiencies (especially protein) and micronutrients (including iron, zinc, iodine, and vitamin-A).
- Reducing post-harvest losses and maintaining nutrient content: TOMAK will develop targeted partnerships aimed at reducing post-harvest losses, and maintaining (or increasing) nutrient content through improved storage, processing, preservation, preparation and transformation of food.
- The products and agricultural value chains developed under Component 2 (Market System Development) will also have the potential to directly improve nutrition, through increased production of nutritious food such as legumes and animal protein. Where the products concerned do not contribute directly to improved nutrition, SBCC approaches will be employed to try and shift household spending patterns (based on increased income flows from commercial agriculture) towards healthy food choices. These will be incorporated within partnerships and targeted at TOMAK's regional beneficiaries.
- TOMAK will adopt a systemic approach for NSA activities to the maximum extent possible, delivering interventions through local actors designed to provide outreach and to sustain their services (both private and public services). The Program will partner with MAF extension workers, local NGOs and private sector actors (mostly small-scale) to achieve outreach, capacity building and for provision of other supporting functions.

### Social behaviour change communication

The SBCC strategy is designed to encourage positive behaviour change that addresses the immediate and underlying causes of malnutrition. The overall objective of the strategy is to trigger households to change behaviour, with a core focus on the utilisation part of food security.

Based on analysis carried out during the Inception Phase, six key behavioural themes have been identified. High-level strategies will be developed for each behavioural theme following an established and proven SBCC development pathway involving Barrier Analysis and application of 'Designing for Behaviour Change' methodologies. Media/ advertising firms will be employed to help finalise media strategies, decide delivery channels, undertake content development, and conduct pilot campaigns prior to broader roll-out and where possible, TOMAK will aim to create systemic change in Timor-Leste to embed nutrition messaging where possible. Possible channels include mass media (especially radio and television), print media such as CARE's 'Lafaek' magazine, social media, live community theatre, government health and agricultural extension workers, and use of community 'influencers' (such as local or religious leaders).

## **Implementation arrangements**

Strategic long-term partnerships will be established with suitable organisations to facilitate delivery of NSA and SBCC activities at municipal level. These partnerships will be established through a number of competitive grant rounds. TOMAK particularly anticipates strategic partnerships in each municipality, which will allow TOMAK to benefit from and build on the established field programs, experience and networks of prospective organisations in these locations. Working with and through a limited number of strategic partners in each municipality also provides a mechanism for streamlining coordination of activities between the selected organisations and TOMAK. Partners will be expected to work closely with sub-national Ministry of Agriculture and Fisheries (MAF) staff (for delivery of NSA activities) and Ministry of Health (MoH) staff (for delivery of SBCC activities that involve direct community-level engagement).

TOMAK will also partner directly with additional groups such as media actors, NGOs, civil society organisations (CSOs), Government and/or the private sector. These partnerships are likely to be most relevant in relation to development and testing of new activities prior to broader scale-up; implementation of higher-level SBCC activities that are not location-specific; development of Information, Communication and Education (ICE) materials; provision of higher-level training services; and strengthening of systems that can underpin the sustainability of NSA and SBCC activities.

At community level, efforts will usually be focussed through self-formed community groups, such as the various forms of savings and loan groups, and mother and child groups that already exist in many places.

While many organisations have been implementing highly-successful NSA and (to a lesser extent) SBCC activities in Timor-Leste for many years, these efforts tend to have been somewhat dispersed and uncoordinated. Methodologies, approaches, research and learnings have, as a consequence, not been particularly well consolidated or applied. To help fill this gap, it is proposed that Mercy Corps would be resourced to lead a dedicated 'Learning and Development Platform' under this Component.

## **1.3. Component 2: Market Systems Development**

TOMAK will support the development of commercial agriculture, with particular emphasis on the application of market system development approaches that emphasise working through market systems players, rather than the direct delivery of interventions to end beneficiaries. This approach targets systemic change in market systems, underpinning scaled and sustainable changes that will benefit the poor.

The Program will intervene at all levels of the market system, in the core value chain as well as the surrounding supporting functions and rules. Activities in the core value chain will focus on facilitating production clusters and formation of producer groups as well as cementing linkages between potential buyers and producers. Program activities in the supporting functions will partner with market players and service providers, assisting them to develop new (or improve existing) products and services and facilitate service delivery. This will include technical and business management skills training/mentoring, agriculture input supply, and financial services. TOMAK will also work with Government, as a market actor, to assist in formulation of policies and standards and effective delivery of support services.

By strengthening the support functions and working through market system players, TOMAK will ensure that products and services continue to be available to producers beyond project closure. Partner support, particularly for private sector partners, will generally be divided into three phases: pilot; crowding-in (scale up); and program exit. Program exit points will be considered and planned for at the commencement of partnerships and carefully monitored and managed to promote the development of sustainable market systems change.

### **Market system selection**

The IDD indicates that TOMAK could be supporting the development of three to five market systems in each municipality over the next five years. Market systems will be selected taking into account the criteria suggested in the IDD, with emphasis placed on pro-poor relevance, growth potential, feasibility, scalability and opportunities for promoting WEE and gender equality.

The initial focus will be on less risky but (on average) lower-return value chains. These will often be based on trying to extract additional value from well-established production activities. In addition to these 'safer bets',



the development portfolio will include a mix of riskier, higher-return activities that are assessed to have growth potential. These will often be based on the development of new value chains that have the potential to become significant economic activities in the future e.g. various spices and new fruit varieties.

Based on analysis carried out during the Inception Phase, four market systems (peanut, mung bean, red rice and shallot) have been selected where development support will be provided from early next year, subject to confirmation of lead firm interest, as well as final validation and endorsement by municipal authorities. Analysis and selection of additional value chains will be ongoing.

### **Market system interventions**

Following assessment of the major constraints currently affecting development of commercial agriculture, six broad market system intervention areas have been identified, along with possible activities, partnerships and gender entry points. These general intervention areas include: farm management; market linkages; local agribusiness support; access-to-finance; enabling environment; and socio-economic norms.

The mix of development support required to bring about systemic change will be different for different market systems, depending on specific constraints and tailored accordingly. Development of different market systems will also need to proceed at different speeds, depending on the nature of the constraints being addressed. For example, market systems that are based on existing production systems where improved production technologies are already well understood and commonly available may be able to be catalysed through relatively straightforward investments aimed at improving market linkages and input supply. Others, and especially those that involve new or just-establishing market systems, will require more emphasis on up-front research and development (R&D) and skills development to help define and support the introduction of improved production technologies and practices.

### **Implementation arrangements**

Implementation will need to promote a diverse range of partnerships between the private sector, Government, supporting these to deliver services and products to smallholders with additional assistance facilitated through NGOs.

Almost all market systems supported by TOMAK will need considerable effort at farmer-level to improve production and productivity, and strengthen market linkages. This support will be focussed primarily through self-formed, common-interest commercial producer groups (CPGs). CPGs will provide TOMAK with an entry point for farmer organisation and delivery of extension/ training activities. They will also provide a contact/ coordination point for traders and input suppliers, including improved access to financial services.

MAF will be supported to play a lead role in providing extension support to producers, focussed through the CPGs. In addition to MAF-provided extension services, there may also be potential to utilise existing NGO capacity for extension delivery in some areas. A longer-term objective is to provide extension services through commercial channels, for example piggy-backed onto input supply or contract farming arrangements.

TOMAK will partner directly with selected agribusinesses to catalyse the development of target market systems. These partnerships will potentially span a range of market functions, including input supply (physical and financial), product accumulation and transport, processing, wholesale and retail market development and eventually export market development. Developing contracting models such as contract farming that can provide a formal framework for the business relationship between farmers/CPGs, traders and input suppliers will also be a key focus area for TOMAK.

Various NGOs have a well-established track record providing specialised development support in various areas that are relevant to TOMAK's market system development activities, including development of private sector capacity for input supply and output marketing, development of savings and loan groups, provision of specialised technical training services in areas such as financial literacy and business management, and identification and development of WEE activities. TOMAK will partner with relevant NGOs where the opportunity exists and aligns with TOMAK's strategy.

The TOMAK IDD also calls for the DFAT Market Development Facility (MDF) to support TOMAK's market system development activities. The first Monitoring Review Group Mission to TOMAK recommended that where market interventions require cross-cutting support services, or cross-regional or national investments, then MDF would generally take the lead. Conversely, market interventions that require municipal, community-based or enterprise investments would largely be led by TOMAK.

## 1.4. Gender equality and social inclusion

Women's social, economic and political empowerment (or 'women's empowerment' (WE)) is considered an essential first requirement to achieving gender equality. While TOMAK will mainly focus its activities on promoting WEE, it must be recognised that the social and political aspects impacting on women's empowerment can be both enablers or inhibitors to WEE. Examples of this include lack of women's representation in leadership and decision-making at the household level, within communities and key institutions such as MAF and farmer's groups.

For the market system component, the Program will apply the women's empowerment and market systems (WEAMS) framework in its market systems development work. This promotes the expansion of the five dimensions of WEE highlighted in the IDD, taking into account broader WE elements within WEE activities that have the possibility of improving efficiencies while contributing to transformative gender change.

TOMAK's overall approach to social inclusion is to mainstream it within all activities. The key approach to doing this is to ensure the key determinants of inclusion (gender, age, status, disability and ethnicity) are considered in the analysis and design of all activities. Where one or more of these factors is found to be a significant cause of social exclusion, specific social inclusion targets and activities should be articulated and adopted.

- Key guiding principles that will be mainstreamed across the Program by all staff and partners include:
- Integrate gender and social inclusion analysis into each activity.
- Raise the visibility and public perception of women and girls and other vulnerable groups, and invest in their skills, ideas and aspirations.
- Design interventions that specifically target women, do not exclude men and ultimately move men and women towards equitable decision-making.
- Promote women's representation, leadership and decision-making.
- Support collaboration between women's organisations, disability organisations, male advocates and sector specific partners.
- Build gender equality and women's empowerment explicitly into monitoring, evaluation, accountability and learning processes.

## 1.5. Geographic focus and phasing

### Target municipalities and suku

TOMAK's target area as identified in the IDD is the 'Inland Irrigated Watershed Zone' (IIWZ), comprising 86 mid-altitude suku located mainly in the Maliana Basin; the Eastern mountain regions; and the elevated areas of Oecussi. Seventy-eight of these suku (92 per cent) are concentrated in five municipalities: Bobonaro, Baucau, Viqueque, Lautem, Manatuto and Oecussi. It is recommended that TOMAK's target area should be restricted to those municipalities with the highest concentration of target suku i.e. Bobonaro, Baucau, Viqueque, Lautem, Manatuto and Oecussi.

In discussion with Municipal Authorities and taking into account factors such as population densities, the enthusiasm of local officials to become involved, and security status, the number of possible target suku has been reduced to 68. This revised list of 68 suku provides a useful starting point, but there are various other considerations that suggest some degree of flexibility in how it is applied would be sensible. The most important of these is that value chains and market systems extend across suku boundaries. TOMAK will work

in suku best aligned with selected market systems in terms of land resources, current farming practices, market linkages and desire to be involved.

One of the criteria used in the selection of TOMAK's target suku is that a reasonable proportion of households have access to irrigation. For this group, TOMAK will be an important mechanism for supporting the diversification of irrigated cropping systems away from paddy (which is not able to compete with cheap imports), towards alternative and more profitable production options.

### **Phasing**

TOMAK will initially focus operations in Baucau, Viqueque and Bobonaro Municipalities, extending to Oecussi in 2017/18, then Lautem and Manatuto in 2018/19. The Program would continue operations in all six municipalities through to the end of Phase 1 (mid 2021), with a progressive widening of scope to include additional NSA, SBCC and market system development activities.

A phased approach is proposed to bringing new suku under the Program, commencing with around 16 suku in 2016/17, and progressively increasing to the full 68 suku in 2018/19.

# Main Report

## 2. Background

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The *To'os Ba Moris Diak* (Farming for Prosperity) Program (TOMAK) is an AUD25 million, five (plus five) year agricultural livelihoods program funded by the Australian Government in Timor-Leste<sup>1</sup>. Its goal is to ensure rural households live more prosperous and sustainable lives. TOMAK will achieve this through parallel and linked interventions that aim to:

- Establish a foundation of food security and good nutrition for targeted rural households; and
- Build their capacity to confidently and ably engage in profitable agricultural markets.

As set out in the *Investment Design Document* (IDD), TOMAK will work on both the supply and demand sides of food security and nutrition. On the supply-side it will promote nutrition sensitive agriculture (NSA) approaches to improve the availability and diversity of nutritious food, while on the demand side it will work to influence the behaviour of target communities towards better nutritional practice using social behaviour change communication (SBCC) approaches. In relation to improving household incomes, TOMAK will support the development of commercial agriculture with a focus on developing selected value chains and their wider market systems, with particular emphasis on the application of market systems development (otherwise referred to as Making Markets Work for the Poor [M4P]) approaches to underpin scaled impact and sustainability. Central to TOMAK's programming is embedding gender equality principles and approaches throughout planning, implementation of activities and monitoring results, with a particular emphasis on targeting women's economic empowerment.

TOMAK's primary target area, as defined in the IDD, comprises inland (non-coastal) suku that have reasonable agricultural potential, based on access to irrigation resources. This zone<sup>2</sup> includes approximately 70 suku, located mainly in the Maliana basin (including most of Bobonaro); the eastern mountain regions (including large parts of Baucau and Viqueque) as well as parts of Lautem and Manatuto; and Oecussi.

Adam Smith International (Australia) Pty Ltd (ASI), in partnership with Mercy Corps, was awarded the contract to manage TOMAK in May 2016. Core staff mobilised to Dili at the beginning of June 2016 to commence start-up.

TOMAK's Inception Phase was compressed to focus the first six months of implementation on gaining a sufficient understanding of development constraints and opportunities across the proposed program area to prepare this *Program Guiding Strategy* (PGS), laying the foundation for implementation of field activities to begin during the first half of 2017. The PGS sets out our planned approach to improving nutritional outcomes and rural market systems and livelihoods, while ensuring that issues of women's economic empowerment and gender equality are integrated as key cross-cutting themes. The PGS builds on IDD (August 2015), further informed through a series of socio-economic, nutrition and gender assessments conducted over the first six months of the Program.

In order to minimise data collection demands on survey-fatigued target communities, assessments have been undertaken using existing secondary data to the maximum extent possible, including the 2010 and 2015 National Population and Housing Census<sup>3</sup>; the 2013 Household Food and Nutrition Survey<sup>4</sup>; the 2010 Household Income and Expenditure Survey<sup>5</sup>; the 2013 Labour Force Survey<sup>6</sup>; the 2016 Seeds of Life (SoL) Program end-line survey<sup>7</sup>; various agricultural resource datasets accumulated by SoL; the 2015 baseline survey conducted by Catholic Relief Services (CRS) for the Community-Driven Nutrition Improvement

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<sup>1</sup> With a funding commitment of AUD25 million for the first phase (2016-2021).

<sup>2</sup> Identified in the IDD as the 'Inland Irrigable Watersheds' Zone (IIWZ).

<sup>3</sup> Government of Timor-Leste, General Director of Statistics: *Population and Housing Census*, 2015

<sup>4</sup> Government of Timor-Leste, Ministry of Health: *Timor-Leste Food and Nutrition Survey*, 2013

<sup>5</sup> Government of Timor-Leste, General Director of Statistics: *Household Income and Expenditure Survey*, 2010

<sup>6</sup> Government of Timor-Leste, General Director of Statistics: *Labour Force Survey*, 2013

<sup>7</sup> ACIAR, Seeds of Life Program: *Program endline survey*, 2016

Program (CDNIP) in Baucau and Viqueque<sup>8</sup>; and a number of other surveys and inventories obtained from other programs and projects (e.g. Roads for Development [R4D], National Program for Village Development Support (PNDS), Community Water, Sanitation and Hygiene Program [BESIK]). The Program has also held off collecting data where this is about to become available from other sources, such as the Demographic and Health Survey (2016)<sup>9</sup>.

Supplementing this analysis of secondary data, TOMAK has conducted a number of field surveys/assessments to help fill identified information gaps. These assessments have been further supplemented through extensive consultation by the TOMAK Team with the Australian Government Department of Foreign Affairs and Trade (DFAT) and other donor organisations; other projects and non-governmental organisations (NGOs) operating in the same thematic and geographic areas; various Government Ministries and Departments; the private sector; and target communities. Results of the technical assessments carried out to date have been documented in a series TOMAK Technical Reports (Table 1).

**Table 1: TOMAK Technical Reports produced during the Inception Phase**

Ref <sup>10</sup>	Report title
*TR#1	Market analysis of selected agricultural products
*TR#2	Potential for improving on-farm productivity for selected agricultural products
*TR#3	Value chain assessments for selected agricultural products
*TR#4	Summary of value chain selection process
*TR#5	Agricultural resource overview for TOMAK target areas
*TR#6	Analysis of secondary data
*TR#7	Gender & social inclusion survey results
TR#8	Nutrition food consumption survey results
TR#9	Nutrition KAP survey results
TR#10	Information consumption survey results
TR#11	Assessment of MAF and MoH extension worker capacity

The assessments conducted over the last six months are considered a starting point, not an end point, for understanding the development constraints and opportunities pertaining to TOMAK; and similarly the PGS should be regarded as a 'living document' to be progressively refined throughout the life of the Program in light of improved understanding of current conditions and new evidence of what development approaches are working best.

The PGS is presented in the following sections:

- Section 3 outlines the program logic and defines the main target group.
- Sections 4 to 6 outline our strategy and approach related to improving food security and nutrition, developing commercial agriculture, and promoting gender equality and women's economic empowerment, respectively.

<sup>8</sup> CRS: *Community-Driven Nutrition Improvement Program Baseline Survey*, 2015

<sup>9</sup> Results from which are due to be released in April 2017.

<sup>10</sup> Reports prefixed with an '\*' have already been finalised and submitted to DFAT.

- Section 7 further defines TOMAK's geographic focus, along with our approach to phasing and targeting.
- Section 8 provides a summary of the main projects and organisations we will work with and draw from.
- Section 9 describes key aspects of our program management strategy.

## 3. Program Logic and Target Group

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### 3.1. Theory of change

TOMAK's goal is to ensure that **rural households live more prosperous and sustainable lives**. It proposes to achieve this through parallel and linked interventions that:

- establish a foundation of food security and good nutrition for targeted rural households; and
- build their capacity to confidently and ably engage in agricultural markets by promoting development of selected agricultural value chains.

Corresponding outcomes include:

- locally relevant partners trigger household demand for year-round production and utilisation of diverse and sufficient food; and,
- local commercial producers are partnering sustainably and profitably with agribusiness and service providers in the selected agricultural value chains.

Achieving improved food security and nutrition, and improved household income from agricultural activities is seen as the most promising strategy for strengthening engagement of rural households in the emerging economy.

TOMAK's underlying logic is reflected in its Theory of Change (ToC, Figure 1). The original IDD ToC has been workshopped among the Team, reflecting learnings from the Inception Phase research resulting in minor logic adjustments to improve clarity. Key elements of the program logic include:

- Given that the bulk of Timorese rural households are in the early stages of progressing from subsistence to commercial livelihoods, it is essential to build the links between household food security, nutrition and economic growth.
- Improved year-round household food security, combined with appropriate changes in household knowledge, attitudes and practices (KAP) will contribute to improved nutritional status. These improvements are particularly important for nutritionally vulnerable groups including women and children, and relate to the production, purchase and utilisation of a nutritionally diverse and sufficient diet.
- Improved food security and nutrition will enhance household resilience and capacity to engage in economic opportunities.
- The primary, short-to-medium term economic opportunity for the majority of rural households is engagement in viable agricultural value chains. Opportunity exists to develop local markets in the short term and to boost import replacement and export markets in the longer term.
- Improved incomes will increase a household's capacity to purchase a range of nutritious foods that complement home production while improving nutritional status of household members.
- Well-nourished parents have healthier children, while increased household income improves the options and choices within households, including decisions on the effective use of women's and men's labour.
- Healthier families and better options increase the capacity of rural households to live more prosperous and sustainable lives.

The TOMAK design aligns strongly with Australia's *Strategic framework for Australia's aid investments in the agriculture, fisheries and water sectors* (DFAT, 2015)<sup>11</sup>. It is Australia's primary agricultural intervention in Timor-Leste, contributing to two of the strategy's three objectives, namely:

- *Increased incomes of poor people* – poor women and men improve their livelihoods through enhanced productivity, inclusive growth, access to markets and other sectoral improvements; and

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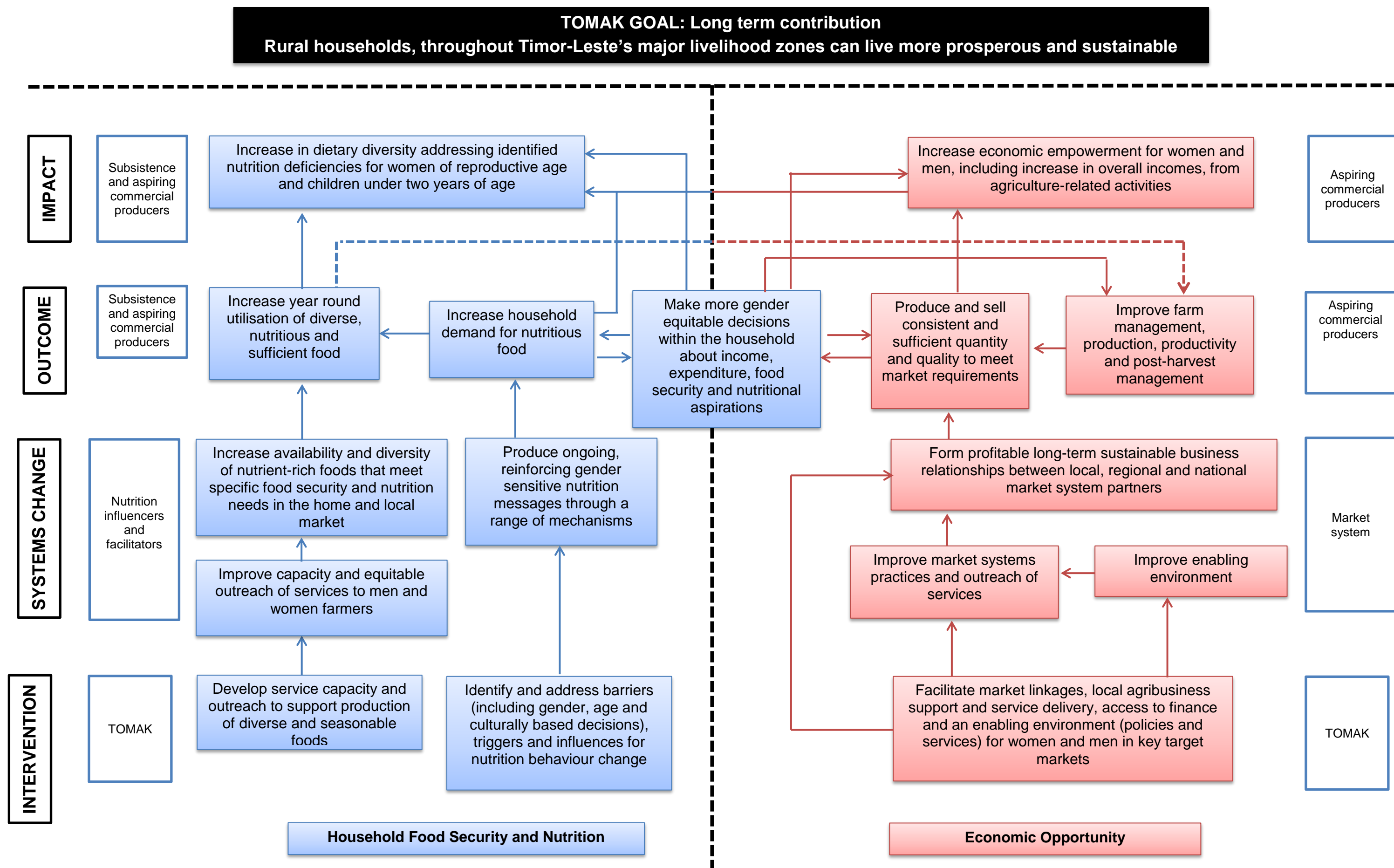
<sup>11</sup> The TOMAK design has also been informed by and is consistent with various DFAT Guidance Notes, particularly those relating to 'Nutrition-Sensitive Agriculture'<sup>11</sup>; and 'Gender Equality and Women's Economic Empowerment in Agriculture'.

- *Enhanced food, nutrition and water security* – food and water are available, accessible and sustainably utilised to meet nutritional needs and increasing demands at the individual, regional and national levels.

TOMAK builds on Australia's significant past contributions to the rural sector, particular the Seeds of Life Program (2000-2016, total investment AUD32.5 million); various other past and current Australian Centre for International Agricultural Research (ACIAR)-funded adaptive research activities; and significant contribution to the NGO sector through the Australian NGO Cooperation Program (ANCP).



Figure 1: TOMAK Theory of Change



## 3.2. Target groups

The IDD identifies three broad categories of rural households in Timor-Leste:

- **Subsistence farmers:** This group depends almost entirely on subsistence production and social transfers, with minimal additional cash income. Typically, these households receive less than USD600 per year, well below the 'basic needs' poverty line, and are estimated to account for around 25-35 per cent of all rural households. They are often constrained by a lack of access to productive resources (land and/or water), remoteness, and labour constraints often related to age, single parenthood, illness or disability. Female-headed households (FHH) may form a comparatively larger proportion of this group. Dependency rates are generally high, food insecurity is a regular occurrence, and chronic under-nutrition is common. While these households actively pursue any available low risk options for income, the reality is that their choices are limited. Pathways out of poverty are inevitably long term, often intergenerational, and frequently driven by the provision of better educational opportunities for youth. Options for these households must therefore focus on ensuring sufficient year-round access to and utilisation of nutritionally adequate foods, supplemented by income support through social transfers, the sale and exchange of limited crop and livestock surpluses, and intermittent seasonal or construction labour.
- **Aspiring commercial farmers:** This group depends primarily on subsistence production and social transfers but is able to regularly supplement this through cash cropping, livestock sales, wage labour or enterprise. Typically, these households receive USD600 -2,400 per household per year (and are therefore living below the basic needs poverty line). They are estimated to account for around 40 per cent of all rural households. Aspiring commercial farmers are similar in many ways to subsistence households, but with one or more factors in place that improve their economic opportunities e.g. more land, better road access, better availability of labour, and good health. Evidence shows that even though this group has better food security, nutritional status is only marginally better than that of subsistence households.
- **Rural entrepreneurs:** This group depends primarily on income from crop or livestock sales, wage-labour, and enterprise. Income is also frequently supplemented through salaried employment. Typically, these households receive in excess of USD2, 400 per household per year through formal channels, and are estimated to account for around 15 per cent of all rural households. Often these households have better access to land, water resources and markets, diverse income streams, and/or better education and skills development. Entrepreneurial rural households have a low dependence on subsistence food production, although their nutritional outcomes may also be less than ideal.

The vast majority of rural households – between 65 and 75 per cent – therefore lie along the continuum of subsistence to aspiring commercial, with households moving between the two categories as their circumstances vary. Together, these groups comprise the primary target group for TOMAK, while rural entrepreneurs will be important implementing partners in the development of commercial agriculture.

Food security and nutrition-related activities will be targeted to all three categories of household, but particularly towards subsistence and aspiring commercial households. Economic development activities will be targeted more towards aspiring commercial households and rural entrepreneurs.

Within the primary target groups as outlined above, women are a fundamental target group. Activities across the Program will be designed to promote gender equality. Economic development activities will be designed and implemented as far as possible to create opportunities for women's economic empowerment (WEE). In relation to food security and nutrition, women of reproductive age and young children are a particularly important target group given that well-nourished children are the foundation of a productive society. Women are also likely to play a key role in TOMAK's attempts to change individual and household behaviours related to improving nutrition outcomes.

## 4. Food Security and Nutrition Strategy

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### 4.1. Analysis

Following a comprehensive review of past research, reports and other secondary data, TOMAK conducted three surveys during the Inception Phase, designed to fill information gaps related to developing an overall strategy for the Food Security and Nutrition (FSN) Component of the Program. These surveys included:

- A food consumption survey (FCS), designed to gain a better understanding of households' food consumption patterns, especially their seasonality, as well as the different perceptions of women, men and other key influencers to the issues of malnutrition and their roles in addressing the issues. (*TOMAK Technical Report #9*);
- A knowledge, attitudes and practices (KAP) survey, designed to gain a better understanding of primary care givers' KAPs regarding critical nutrition-related behaviours within the household (*TOMAK Technical Report #10*); and,
- An information consumption survey (ICS), designed to gain a better understanding of households' use of various information channels to access nutrition-related information and their perceptions of that information (*TOMAK Technical Report #11*).

Development of the strategy and approach outlined in this section is substantially based on these assessments and survey results. It has also been considerably informed through Mercy Corps' position, internationally as well as in Timor-Leste, as a leader in NSA approaches and nutrition-related SBCC approaches.

### 4.2. Approach and methodology

#### 4.2.1. Theory of Change

TOMAK's ToC relating to the household food security and nutrition component aims to work with nutrition facilitators and influencers (which might include extension officers, NGOs, media, local community leaders, religious leaders, influential family members and others) to increase year-round availability, diversity and utilisation of diverse and nutrition foods. This will involve supply-side and demand-side aspects of nutrition. This means increasing year-round production and accessibility capacities (supply-side) as well as undertaking social behaviour change communications increasing demand for nutritious foods. TOMAK recognises the pivotal role of women and gender equity throughout the Program's ToC, improving women's access and agency and promoting more equitable household decision-making.

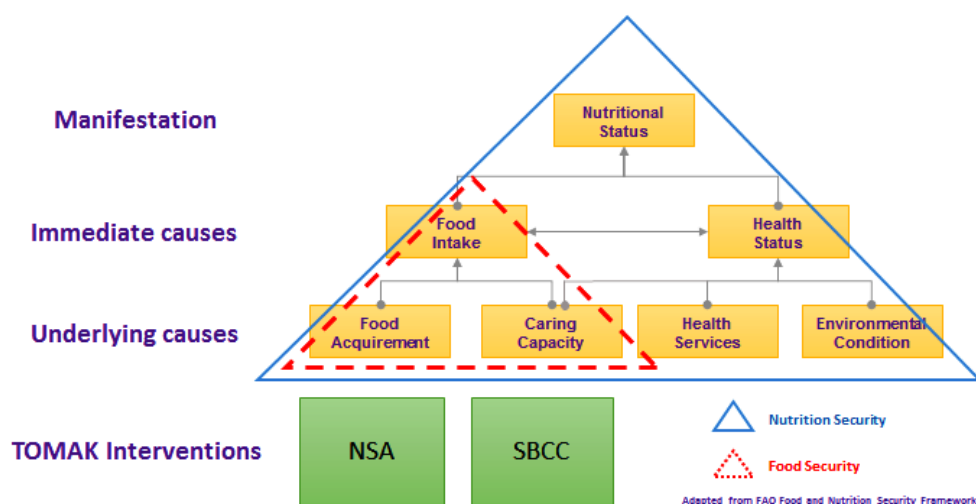
Key aspects of the development logic as it relates to food security and nutrition include:

- Intervention level: Supporting partners to develop service capacity and outreach to support production of diverse and seasonable foods, and identify barriers, triggers and influences for nutrition behaviour change.
- System level: When these partners adopt and adapt the improvements promoted by TOMAK, nutrition facilitators will improve capacity and outreach of services to women and men farmers that, in turn, increases production and availability of diverse and nutritious foods. Influencers will produce / provide messaging around nutrition to stimulate demand.
- Outcome Level: With new messaging around nutrition and increased availability of diverse, nutritious food, households demand and utilisation of nutritious food will increase.
- Impact level: Households dietary diversity will improve, particularly addressing nutrient deficiencies for Women of Reproductive Age and children under two years of age.

### 4.2.2. Focus areas

For TOMAK, FSN is defined as the ability of a household to meet the required dietary requirements of pregnant and lactating women and children under 2 years (the first 1,000 days of life), on a constant, year-round basis. This can be measured via a household's dietary diversity score (HDDS) of food consumed by TOMAK's target group.

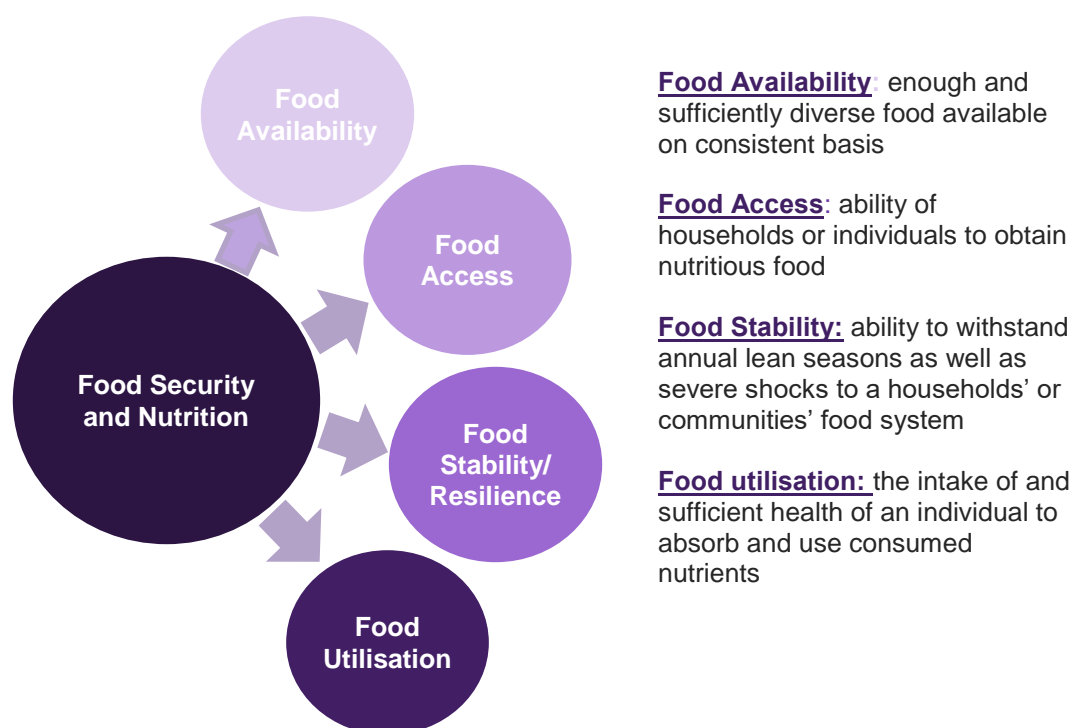
TOMAK's framework for FSN (Figure 2), based on the FAO's food and nutrition security framework<sup>12</sup>, depicts a simplified causal model of nutritional status (large pyramid). Nutritional status is a result of food intake (TOMAK's mandate) and also health status (not within TOMAK's mandate). TOMAK's FSN intervention areas target this overlapping zone of food and nutrition (small pyramid), which includes the underlying causes affecting year-round intake of diverse and nutritious foods. TOMAK's NSA interventions effect food acquisition through improving year-round availability and access to diverse and nutritious food. TOMAK's SBCC interventions will target and improve the critical nutrition-related caring capacities of caregivers as well as other critical influencers of household dietary decision-making, stimulating demand for nutritious food. Of important note, as health status is not a target area of TOMAK, the extent the impact of improved household dietary diversity will have on overall changes in nutritional status is seen as a contribution.



**Figure 2: TOMAK Food Security and Nutrition Framework**

Implicit within this conceptual framework are four key pillars (Figure 3): food availability, food access, food stability/resilience and food utilisation. Through its NSA and SBCC interventions, TOMAK aims to positively affect all four pillars. TOMAK's NSA interventions will target and increase in the year-round availability and accessibility (i.e. 'supply') of diverse and nutritious foods, while TOMAK's SBCC interventions will aim to increase year-round utilisation of (i.e. 'demand for') diverse and nutritious foods.

<sup>12</sup> Gross et al, 'The Four Dimensions of Food and Nutrition Security', FAO 2000



**Figure 3: Four Pillars of Food Security and Nutrition**

#### 4.2.3. Nutrition sensitive agriculture and social behaviour change communication

TOMAK will improve the year-round intake of diverse and nutritious foods by adopting both NSA as well as SBCC approaches. On the supply-side, the NSA approach will ensure both food security and market-based agricultural production activities contribute to improving the stable availability and accessibility of a diversity of nutritious foods. However, as neither improved food security nor increased incomes, in isolation, are sufficient to guarantee improvements in household dietary diversity, on the demand-side TOMAK will influence the behaviour of target communities towards better nutritional practices (utilisation) using an SBCC approach.

The primary target group will be women of reproductive age and children, with a major focus on the first 1,000 days of life, including gestation.

#### 4.2.4. NSA guiding principles

TOMAK's NSA approach is under-pinned by three guiding principles aimed at embedding nutrition considerations at each stage of the Program:

- Understand nutritional gaps: TOMAK's analysis of available secondary research determined macronutrient deficiencies (especially protein) and micronutrients (including iron, zinc, iodine, and vitamin-A) are high priorities in the diet of TOMAK's target population, with a specific focus on women of reproductive age and children under two;
- Seek opportunities to boost nutrition at all times: TOMAK will use nutrients as key criteria when selecting crops, as well as when educating households and agriculture actors on dietary needs, where to find nutritious food; and how to avoid nutritional losses along the chain; and,
- Do no harm: TOMAK will take care to prevent the displacement of crops critical to community consumption, and seek solutions to ensure that women and other caregivers are able to spend more time caring for their children instead of additional agricultural burdens falling on them.

These NSA principles are broken down in the below step-by-step programming decision tree (Figure 4):

### Step-by-step nutrition-sensitive market-based agriculture programming at a glance

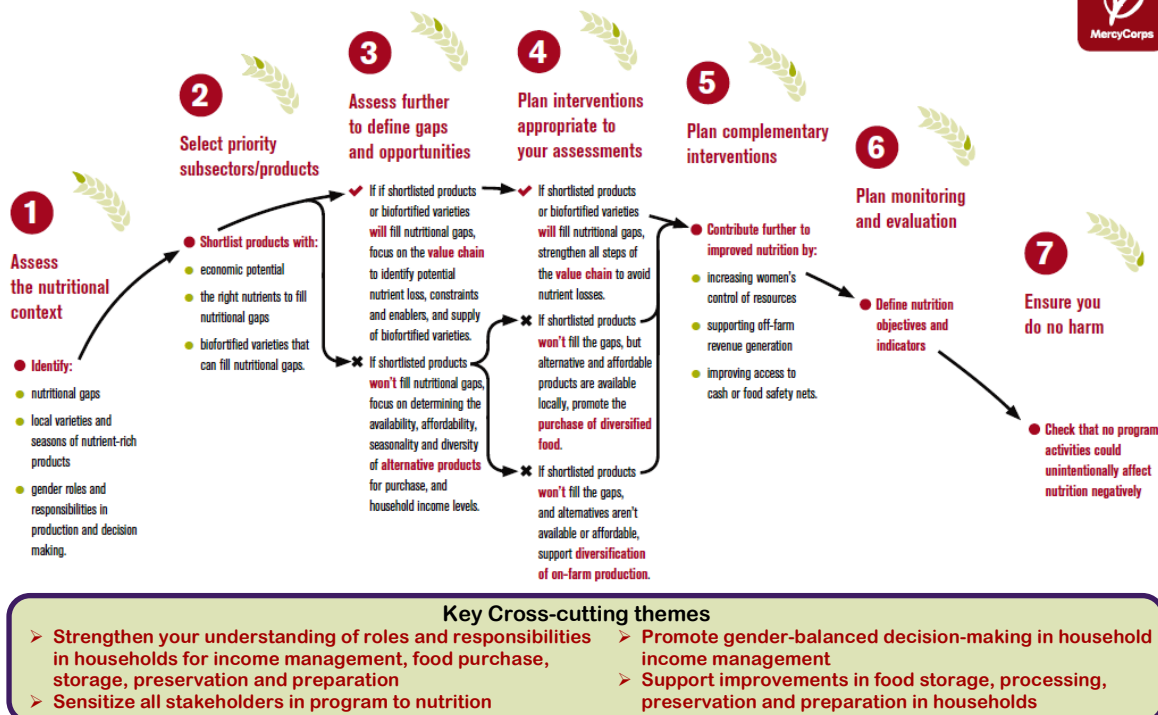


Figure 4: Step-by-step nutrition sensitive market-based agriculture programming

#### 4.2.5. SBCC guiding principles

TOMAK's SBCC approach aims to understand how individuals and communities change, and what they need in order to make those changes lasting. A key SBCC principle for TOMAK will be combining elements of entertainment and education, 'edu-tainment', with the objective of making learning enjoyable and passive while tapping into key social drivers and inhibitors of individual and group behaviour. The SBCC approach focuses on layering messages, scaffolding around carefully identified key behavioural themes, and delivery through multiple channels. TOMAK will channel this principle into a range of bottom up and top down interventions that result in tailoring at the district-level, and will be coordinated with other national and local level initiatives.

#### 4.3. Key constraints

Despite progress in recent years, according to the 2013 Timor-Leste Food and Nutrition Survey<sup>13</sup> food insecurity and under-nutrition remain major public health issues in Timor-Leste. Following the analysis of secondary data, supplemented with results obtained from the three nutrition-related surveys conducted during the Inception Phase, the following key constraints relevant to TOMAK were identified (Table 2):

<sup>13</sup> Democratic Republic of Timor-Leste Ministry of Health, Timor-Leste Food Nutrition Survey (2013)



**Table 2: Key food security and nutrition constraints**

NUTRITION FOCUS	CONSTRAINT	DESCRIPTION AND CAUSE
Supply-side	Food Availability	<p>Low productivity in general, especially of diverse nutritious foods, results in critical nutritious foods not being available at times or at all. Productivity is constrained by:</p> <ul style="list-style-type: none"> <li>➤ Reliance on water-intensive, rain-fed agricultural systems. Transient food insecurity (i.e. the 'lean season') between November and April, affecting two thirds of farmers, is triggered because farmers rely on water-intensive, rain-fed agricultural systems and practices which are insufficient for need</li> <li>➤ Limited access to inputs: seeds for diverse food crops, as well as the other inputs to ensure those seeds grow well and productivity, can rarely be found in the rural communities targeted by TOMAK</li> <li>➤ Small farm sizes: the average plot size is just less than 1 hectare. Combined with traditional non-intensive farming practices, food production capacity is low</li> <li>➤ Low labour levels: Regardless of land size, a scarcity of labour restricts the amount of food that is produced per household</li> <li>➤ Reliance on subsistence production state-of-mind: Even when land, inputs, water and labour may not be constraints, farmers' own beliefs or choices to only produce enough food for their subsistence risks food security, but also means they are not producing surplus for sharing</li> </ul> <p>Outside of productivity, other constraints affect the year-round availability of nutritious foods, such as;</p> <ul style="list-style-type: none"> <li>➤ Animals not food: Animals are present, but they are regarded more as assets or savings to be utilised for special events, rather than as a direct contributor to a household's food requirements</li> <li>➤ Unavailability of fortified nutritious foods: there is both a lack of certain fortified foods, and in many instances imported foods that may be fortified are not readable by the target audience or believable</li> <li>➤ Nutrient-loss during preparation: having nutrient-rich food available does not ensure those nutrients will actually be available once the food is prepared. Some traditional cooking practices remove or substantially diminish 'wash out' the critical nutrients during the preparation process.</li> </ul>
	Food Access	<ul style="list-style-type: none"> <li>➤ Limited access to financial services: where inputs may be available, lack of farmers' access to appropriate financial services precludes them from being accessed for inputs</li> <li>➤ Limited affordability of diverse, nutrient-dense foods: where natural or fortified nutritious foods are available, their costs prohibit the most vulnerable in a household from getting access to them</li> <li>➤ Household decision-making behaviours: the decisions a household makes around allocating its scarce resources relates back to who can access proper foods and when</li> <li>➤ Time poverty for eating: During certain periods of the year, high labour</li> </ul>

		demand means men and women farmers are working the hardest making access to time for consumption and preparation of proper foods difficult
	Food Stability	<ul style="list-style-type: none"> <li>➤ Improper post-harvest handling and lack of effective storage: Premature spoilage of food that is produced further reduces the stability of critical nutrient-rich foods. In addition, lack of storage solutions limits the ability of farmers to store for own consumption or for sale later in the season when prices are higher</li> <li>➤ Lack of climate-smart, drought resistant technology and practices for farming: related to the over-reliance on water-intensive agricultural systems is the absence of drought climate-smart, drought resistance cropping systems to serve as year-round sources of food</li> <li>➤ Lack of access to water most farms do not have reliable, affordable or year-round access to water for agriculture</li> </ul>
<b>Demand-side</b>	Food Utilisation	<ul style="list-style-type: none"> <li>➤ Over-reliance on starchy staple foods: including cereals (rice, maize), roots, and tubers which are calorie-dense but do not provide significant levels of bioavailable protein and micronutrients</li> <li>➤ Social norms: many norms are prevalent that contravene nutrition. These taboos (beliefs or misconceptions) limit the desirability and utilisation of available foods and, while widespread, tend to be very context-specific and therefore difficult to address in a scaled way</li> <li>➤ Convenience and preference: convenience and preference are often overlooked but extremely determinant factors for food utilization. Through the FCS assessment, respondents clearly articulated they like sweet, smooth, quick and easy foods to prepare. Nutritious foods may either lack that, or simply be perceived as lacking these key qualities.</li> <li>➤ Inadequate sanitation and hygiene practices: TOMAK's KAP Survey identified that handwashing practices are unsatisfactory for three out of the five critical handwashing events<sup>14</sup> leading to high likelihoods of illness that can affect the body's abilities to utilise ingested critical nutrients</li> <li>➤ Very low knowledge: the KAP assessment found relatively low levels of knowledge and poor practices associated with mother, infant and young child feeding practices</li> </ul>
<b>Other key constraints to FSN programming</b>		<ul style="list-style-type: none"> <li>➤ Lack of formative research/understanding: around resistance to adopting and sticking with desired behaviours (research models: positive deviant model, barrier analysis, etc.)</li> <li>➤ Lack of a behaviour-oriented approach (vs. traditional nutrition-specific approach), thus not targeting the key social determinants (e.g. norms, social structures in HHs and communities)</li> <li>➤ Lack of consistent messages across many actors, even though messages still need to be tailored to local languages, media mediums</li> </ul>

<sup>14</sup> The Five Critical Handwashing Practices are: (1) Before eating meals, (2) Before preparing meals, (3) After using the toilet, (4) After assisting small children with toilet, and (5) Others i.e. coming back from farm, etc.



		<p>and other contextual factors</p> <p>➤ Lack of effective utilisation of scale-able conduits for behaviour-oriented nutritional messages (i.e. religious leaders, tele-nouvella, other mass media, etc.)</p>
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- Gender dynamics: Women have multiple roles and responsibilities both within the household and outside the household. Feeding and caring for young children is mainly a woman's role. Care for women and children – along with access to the necessary caring resources – is a critical underlying determinant of nutrition in households. In TOMAK target areas, elements of care resources for women and children are generally poor, including: (i) inadequate women's education and employment opportunities; (ii) poor maternal physical and mental health; (iii) lack of women's empowerment, social status, and control over resources; and (ii) lack of knowledge and deceptive beliefs.

## 4.4. Supply-side activities: nutrition sensitive agriculture

### 4.4.1. Proposed NSA activities

TOMAK's NSA strategy is centred on developing agriculture's potential to provide a sufficient, and sufficiently diversified, nutrient-rich diet throughout the year, both for farming households and their broader communities. NSA interventions will aim to ensure consistent inter-seasonal supply either through production or market availability. Following the assessments conducted during the Inception Phase, TOMAK has identified a number of early subsectors that have the potential to improve the accessibility and diversity of nutrient-rich food. The Program will target vulnerable and food-insecure farming households for these activities. Detailed designs for these activities will be produced during the first quarter of 2017, in collaboration with the value chain and gender teams where appropriate.

#### 4.4.1.1. Increasing and diversifying production

TOMAK will promote low-cost, proven sustainable farming practices that optimise available productive lands to increase production of nutritious crops and address seasonality issues. To achieve this, TOMAK will employ tailored partnerships with the private sector, service provision by NGOs, and other appropriate avenues. Particular focus will be given to production activities that address identified macronutrient deficiencies (especially protein) and micronutrients (including iron, zinc, iodine, and vitamin-A). Specific approaches will be designed together with the TOMAK value chain team, where there are linkages to prioritised market systems.

The following are suggested integrated and low-cost sustainable farming approaches:

- Perma-gardening and conservation agriculture (CA) - climate adaptive, perma-gardening and CA enables intensive production of selected crops using inter-cropping strategies on relatively small plots. CA has been well studied and demonstrated in Timor-Leste over the last four years, and is best for planting legumes and soybeans with maize resulting in up to 50 per cent yield increases.
- Key Hole Gardening (KHG) – climate smart as well as gender and disability inclusive, KHG

#### Target sub-sectors:

Based on the NSA approach, TOMAK has identified the following nutrition gaps and agriculture sub-sectors for early support:

#### Protein:

1. Animal source:
  - a. Chicken and eggs.
  - b. Inland fish.
2. Plant source:
  - a. Locally produced legume beans (different variety of kidney/red beans).
  - b. Soybeans.

**Micronutrients** (iron, zinc, Vit-A) – in addition to above-mentioned protein sources:

1. Colorful vegs (carrots, tomatoes, eggplant, peppers, etc)
2. Green leafy vegetables.
3. Orange flesh sweet potatoes.
4. Other biofortified staple crops (rice, maize, etc to be consider in the long term).

takes intensification to new heights on extremely small patches of land within a household's primary living space. KHGs are growing in popularity having demonstrated excellent abilities to produce colourful and green leafy vegetables year-round using only waste grey water. Yields are consumed in the home with surpluses sold generating mostly woman-controlled income.

- Integrated Fish Farming (IFF) – bio-cycling and climate adaptive, IFF utilises every bit of resource (land, water and nutrients) as well as waste to produce a cascade of important nutritious foods and significant income. The IFF cascade begins with the keeping of small livestock (pigs, rabbits, chickens, etc.) in simple pens either directly over or next to fishponds. The animals' waste directly fertilises the fishpond creating an algae bloom. The fish – tilapia – feed on this algae growing rapidly. Overflowing fishpond water nourishes small fields. When the fishpond is drained for harvesting, the bottom few inches are dug out. This is nutrient-rich organic fertiliser from the fish. It is used to fertilise the small fields. The small fields are used to produce rice, maize, etc. Chaff, stalks and other crop residues are used to feed the livestock at the beginning of the IFF cascade, creating a cycle of nutritious food production.
- Nexus farming through CA – Nexus farming is the selection of crops and farming practices whereby the cultivation of the crops results in increased nutrition, income from sales, and reduction in risk to natural disasters (i.e. erosion, flash flooding, etc.) at a household and community level. Employing similar principles to CA (i.e. intercropping, fruit trees along contour bunds and low-tillage), Nexus farming can take marginal lands like steep hillsides turning them into productive and secure sources of nutritious and income generating food. Nexus farming with CA can be effective on both small and medium-sized lands.

TOMAK will support activities through targeted partnerships aimed at reducing post-harvest losses, and maintaining (or increasing) nutrient content through improved storage, processing, preservation, preparation and transformation of food. This will include:

- Storage systems: New programs are making agriculture storage systems more readily available to TOMAK's target households. TOMAK will leverage these changes in the market system to support households to acquire and properly utilise these important technologies; and,
- Food processing and preservation: Strengthening the capacity of women producers of permagardens to dry, conserve and process their produce to be available all year round. As part of this, TOMAK will identify suppliers of appropriate processing equipment, support them to organise demonstrations, and assist interested buyers to link to financing mechanisms to ensure that interested women are able to purchase this equipment.

#### 4.4.1.2. Promoting more inclusive decision-making processes in the home and community

Based on evidence from recent programs, key nutrition-related decision-making processes occur at both the household (i.e. women's roles) and community levels (i.e. use of water and other communal resources for non-traditional agricultural crops and aquaculture). TOMAK will therefore promote activities influencing household decision-making around the utilisation of household resources; as well as households' abilities to negotiate with community leaders and influencers to gain support to experiment with new crops and cropping strategies within the community. As decision making around the use of household resources can escalate family conflict leading to violence, inclusive decision making approaches and trainings will be designed to take this into account.

Strategies will focus on:

- Raising the visibility and recognition of the current contribution of women and girls in a family's NSA and economic activities and empower women to participate and lead on nutrition-related decision-making processes;
- Increasing the knowledge of men in areas where they traditionally take decisions but may lack the basic knowledge on the topic, often causing tension with the wife who has more knowledge - such as; food preparation, good nutrition and infant and child feeding practices; and,
- Encouraging households to use cash generated from the sale of cash crops to purchase nutritious foods.

#### 4.4.1.3. Increasing purchasing and investment power within households

Complementing greater equity around decision making within the house, TOMAK will aim to increase household purchasing power.

TOMAK will promote improving access to appropriate financial services through a range of partnerships and approaches. Informal financial services in Timor-Leste have been instrumental in providing savings and loans both for consumption during lean periods and for micro-investments in inputs like vegetable seeds, labour to build keyhole gardens, etc. While current assessments indicate very low or non-existent levels of financial services outreach into the target areas, TOMAK anticipates changes in the financial services system over TOMAK's life-span. Opportunities could include partnerships with actors around initiatives that promote non-formal village savings and loans associations (VSLAs), more formal micro-finance cooperatives and institutions, all the way up with traditional banks, mobile money service providers and others. Coordination with TOMAK's value chain team will be a priority. Regardless of pathway, there will be a strong emphasis on savings and resource management and utilisation of loans for productive purposes.

#### 4.4.1.4. Improving handling and utilisation of nutrition foods

TOMAK will promote activities that make nutritious foods more appealing to the target audience through cooking demonstrations on improved cook stoves that aim to:

- Teach food preparers how to prepare and serve new types of nutritious foods so they appeal to all family members;
- Prevent nutrient loss during the food preparation process;
- Influence intra-family change agents to accept and adopt new nutritious foods and food preparation practices (i.e. mothers-in-law, husbands, etc.); and,
- Encourage use of improved cook stoves that reduce cook time, reduce time and cost of fuel wood, and reduce harmful indoor air pollutants.

#### 4.4.2. Early development activities

A number of activities are proposed over the next six months to prepare for implementation of the NSA activities in the field. These include:

- **Finalisation of activity designs.** Detailed activity designs for initial target NSA activities within TOMAK's overall strategies will be finalised during the first quarter of 2017, in collaboration with the TOMAK team, feeding into specific packages to be released in Requests for Proposals (RfPs) for grant funding.
- **NSA stakeholder workshop.** A workshop will be held with potential implementing partners towards the end of the first quarter to discuss the Program Guiding Strategy as it relates to the NSA Component, proposed NSA activities, and to provide details on upcoming grant rounds to ensure all potential partners are sufficiently informed of, and sensitised to, the procurement process.
- **Selection of strategic long-term partners.** Competitive RfPs will be called for the initial grant round for the delivery of NSA and community-level SBCC activities in Maliana, Bobonaro and Viqueque Municipalities in the second quarter of 2017, with the aim of having these NGO partners selected and contracted by the end of June 2017.
- **Development of NSA manuals.** Following development of detailed activity designs, an NSA Field Manual, adapted to the Timor-Leste context from Mercy Corps' NSA manual, and accompanying Training Manual will be developed covering the proposed NSA activities and approaches, in collaboration with the Ministry of

Agriculture and Fisheries (MAF) and Ministry of Health (MOH), and other key partners engaged in NSA<sup>15</sup>. The manual will be aimed primarily at frontline extension workers and will be designed to ensure there is a consistent approach to NSA across implementers and Municipalities.

- **Extension worker training.** Once the manual has been finalised, implementing partners will be trained as trainers. Training of extension workers will follow with follow-up support as appropriate.
- **Implementation of initial NSA pilots.** TOMAK aims for implementation of pilot NSA activities towards the early-middle of 2017.

#### 4.4.3. Implementation approach

TOMAK will adopt a systemic development approach for NSA activities, to the maximum extent possible, focusing on interventions through local actors designed to provide outreach and to sustain their services (both private and public services). TOMAK will leverage Mercy Corps' extensive experiences in NSA and market system development for remote communities in Timor-Leste and will partner with MAF extension workers, local NGOs and private sector actors as partners for achieving outreach, capacity building and for provision of other supporting functions.

Learning from Mercy Corps', and others', experiences in implementing NSA in Timor-Leste, it has been demonstrated that vulnerable communities with more integrated program support have a better chance of achieving more sustainable impacts. In addition, proper layering and sequencing of activities matters. As such, TOMAK is designed to be thoughtful in how it **integrates; sequences; and layers**.

**Integration** of NSA and SBCC will be a hallmark of TOMAK, as will integration of the FSN component with the value chain component. Gender will be integrated throughout. Outside of TOMAK, integration with complementary programs and initiatives will be a priority. What this means is that, as much as possible, TOMAK will aim to avoid operating as a silo-ed initiative. Instead, to drive systemic change TOMAK will seek to leverage drivers of innovation and scale inherent to its strategic partners whether they are private sector, government or NGOs.

In terms of **sequencing**, TOMAK will be focused on demonstrating feasibility of NSA interventions, moving to scale and then exiting sustainable NSA activities. The sequencing process TOMAK will use is: (i) demonstrate proof of concept; (ii) demonstrate feasibility; (iii) demonstrate scalability; (iv) demonstrate sustainability (via private sector, local NGO and/or Government providers); and (v) exit. For example, if a targeted community has started with a low productivity fish farming activity, TOMAK will strengthen this by introducing a proven low-cost integrated fish farming system, extension support, access to inputs, and access to market before exiting and starting the sequenced process for other NSA interventions (e.g. VLSA) in that community. Adaptive management and cross-learning between different target communities will be key for quality improvement of promoted interventions, while establishment/strengthening of service providers (private and government) will help scale-up of promoted NSA activities to a broader clientele of beneficiaries.

The Program will aim to **layer** interventions in the same community as much as possible. In some communities, this will mean providing missing interventions where appropriate, and in other communities it may mean approaching them more holistically. In addition, TOMAK will use each intervention as an opportunity to also reinforce key messages from the other layered interventions as well as SBCC activities, thus deepening their interconnections and integration.

#### 4.4.4. NSA and gender equality and social inclusion

Gender equality and social inclusion (GESI) will be mainstreamed into the NSA component across all activities. This will be done by drawing on the guiding principles outlined in the GESI section of this document. In some cases, activities specifically target women and partnerships with women organisations in order to ensure women have the safe space, opportunities and access which they may have not have had in the past. TOMAK will prioritise building on what is already working well in integrating GESI in to NSA activities

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<sup>15</sup> Hiam Health reportedly provided training on NSA to MAF extension workers. Assuming TOMAK can access those training materials, they would be incorporated as appropriate.

in Timor-Leste. This will involve a mapping process initially. Group formation of any kind in the NSA work will receive considerable attention to maximise GESI, while not excluding men. Women, female headed households, widows, young mothers, people with a disability and any other vulnerable members of communities will be prioritised to benefit from NSA activities. They will also be part of designing NSA solutions and technologies in order to overcome access issues they may face.

## 4.5. Demand-side activities: social behaviour change communication

The SBCC approach is designed to encourage positive behaviour change that addresses the immediate and underlying causes of malnutrition. The overall objective of the strategy is to trigger households to change behaviour related to improved nutrition, with a core focus on the utilisation part of food security. TOMAK strategy for engaging with specific actors for SBCC is the same as its strategy with all other actors: to catalyse and drive systemic shifts in core business models. For example, in partnering with radio stations, television networks, printed media, etc., TOMAK will encourage them to see the economic opportunity available to them through compelling programming that tackles issues affecting nutrition like household decision-making dynamics, social taboos and the like. A key message TOMAK that will drive is that such compelling programming should satisfy their own incentives to increase reader and listenership thus increasing potential revenue earnings. Messaging will also be directed through a range of other influencers at municipal level which may include Government, local leaders, religious bodies and family members.

### 4.5.1. Target behaviour themes

Following the assessments conducted during the Inception Phase, TOMAK has identified six overall behavioural themes that will form the initial focus of SBCC activities. These themes will be periodically reviewed for continuing relevance, and adjusted as necessary on the basis of emerging experience.

- **Household nutrition:** While TOMAK has a core focus on impacting on nutrition during the first 1,000 days of life (emphasising the unique nutritional needs of pregnant and lactating women and children) it will also promote improved nutrition more widely for households. Evidence suggests that adults and children consume fairly monotonous diets made up of starchy staples and locally sourced foods that do not meet the nutritional requirements of adults or children, irrespective of gender. This theme involves promoting increased consumption of foods rich in protein (including animal and plant products); foods rich in iron, vitamin A and C; and the use of iodised salt.
- **Infant and young child feeding and care:** This theme involves promoting the prioritisation of infants and children in feeding behaviour, including specific behaviours such as exclusive breastfeeding, optimal complementary feeding, continual breastfeeding for 2 years, and the positive effects of these practices on early childhood development.
- **Maternal nutrition, care and support:** This theme involves promoting improved care and support for pregnant women, lactating women, and women of childbearing age (who may become pregnant) through (i) the consumption of additional meals and nutritious foods by pregnant and lactating women; and (ii) active health-seeking behaviours during pregnancy and the post-natal period, etc.
- **Household decision-making, responsibilities, and male involvement:** This theme involves encouraging households to discuss and act to improve the health and well-being of their children and households. This theme will emphasise equitable and joint decision-making on the use of household resources, particularly as it applies to the purchase and preparation of food, use of livestock, and use of healthcare services, etc. Male involvement will also heavily emphasised – fostering greater involvement in those affairs typically associated with women (child growth and development, etc.) as well as encouraging the empowerment of women and girls more broadly. Other key influencers in the household decision-making process will also be targeted (i.e. in-laws, etc.)
- **Water, sanitation, and hygiene (WASH) and environmental enteropathy:** This theme involves promoting specific behaviours that are likely to lead to a reduction in environmental enteropathy, including hand-washing at critical moments, latrine use, the proper disposal of child faeces, and hygienic household and play areas free of contamination for infants and young children (animal faeces control).



- **Profit-seeking and advancement:** The majority of farmers in Timor-Leste are subsistence-oriented: they generate very little income from farming. Becoming a rural entrepreneur is frequently a decision taken out of necessity, not choice, since traders and market vendors have low status. Therefore, this theme involves elevating the status and importance of entrepreneurial strategies and livelihoods for advancing the general well-being of households, especially children.

## 4.5.2. SBCC development

Promotional materials and a media strategy for the selected behavioural themes will be developed following an established and proven SBCC development pathway involving a series of linked steps, as defined below.

### 4.5.2.1. Preliminary analysis of target behavioural themes

Over the coming months, the behavioral themes outlined above will be further analysed using information generated from the nutrition surveys and other sources to:

- Gain a deeper understanding of the aspirations and emotions of the audience, and who and what might influence or support the adoption of the recommended behaviours;
- Identify the general barriers to adoption including social, physical, and structural barriers;
- Consider the benefits and costs of adopting and maintaining the desired new behaviour;
- Identify what competes for the audience's time, attention and inclination to behave a certain way; and,
- Identify audience segments and priorities based on clear criteria (size, readiness to change, etc.) so that interventions can be tailored to specific audience segments.

This initial assessment will determine which of the behavioural themes will need to go through a formal 'Barrier Analysis' process, and which can proceed directly to the 'Designing for Behaviour Change' process.

This preliminary assessment will be conducted by the TOMAK Nutrition Team working together with Mercy Corps Specialists (as part of the Learning and Development Platform, see Section 4.6.3 below).

### 4.5.2.2. Barrier analysis

Barrier Analysis (BA) is a rapid assessment tool used to identify determinants associated with a particular behaviour – the 'why' or 'why not' a particular behaviour is adopted. Once these behavioural determinants are identified, effective SBCC messages, strategies and supporting activities will be developed. Note that not all six identified behavioural themes will require detailed BA – for some there is likely to be sufficient information already available.

The BA will be conducted by qualified professionals, with oversight from the TOMAK Nutrition Team and Mercy Corps SBCC experts (as part of the Learning and Development Platform). Implementation of initial BA studies will be phased, commencing in February through the first half of 2017.

### 4.5.2.3. Designing for behaviour change

TOMAK will apply the BEHAVE Framework for Designing for Behaviour Change (DBC), focussing on the selected behaviour themes. Originally developed by the Academy for Educational Development, this framework is widely recognised as an effective design tool once detailed BA and formative research have been completed. The BEHAVE framework addresses questions such as:

- Who is the target audience?
- What action/behaviour is being promoted?
- What are the benefits and barriers?
- What interventions are required to minimise the barriers and maximise the benefits?
- What are the key messages that need to be promoted?

- What is the continuum the behaviour will likely follow? (What is the timeline for the adoption of specific behaviours and what small, incremental actions can people adopt to facilitate the adoption of an overall specific behaviour)?

The DBC plan developed through this process will include an illustrative brief for each behaviour theme. TOMAK will also organise a workshop to discuss and further refine the plan for each behavioural theme with other relevant national stakeholders.

The DBC will be conducted by qualified professionals, with oversight from the TOMAK Nutrition Team and Mercy Corps SBCC experts (as part of the Learning and Development Platform). The first major workshop is scheduled to take place in late March 2017.

### 4.5.3. SBCC delivery

At its core and highest levels, TOMAK's objective, through its partnerships with specialised and contextually capable communications and media companies, will be to enable them to see and develop new business models and services around the SBCC methodology TOMAK is promoting. Such a shift would have many knock-on and long-lasting impacts on the social and behaviour change communication space across Timor-Leste.

To do this, TOMAK will contract these actors to assist TOMAK in finalising a media strategy including deciding delivery channels, content development, and conducting pilot campaigns. Emphasis will be placed on layering messages through multiple channels. Pilot campaigns will be closely monitored, and the strategy adjusted based on results prior to roll-out. The aim is to have a first contract in place with a media firm by April 2017.

The Information Consumption Survey conducted during the Inception Phase identified our target communities' most common sources of health and nutrition information. The study found that most of the channels suffer from problems relating to reach and ease of access.

TOMAK will therefore adopt a multi-channel layered approach, including:

- Radio and TV: The ICS found that radio and TV reach only half the target audience and that most people watch TV or listen to radio during the news time. Therefore, for extended serial dramas, TOMAK will need to air sufficient advertisements through different media to provide broader access to the information. Use of radio /TV formats reinforced with community group discussion might be a good way to challenge community norms.
- Print media: The Lafaek magazine (produced by CARE) is very popular with the rural community, has extremely broad reach, and would be a good medium for promoting messages through print media at household level.
- Internet, particularly social media: Many adolescent age groups use social media such as Facebook across a surprisingly broad range of contexts. Social Media is perhaps one of the best options for TOMAK to reach this audience. Any audio /video ads, or music clips that are blended with key nutrition messages can be easily and rapidly shared among the social media users.
- Live community-based forums: Blending key messages into different live, performance formats like theatres, dancing, circus, music or drama allows TOMAK to reach to large community groups. This allows for the narrowing of the message to a specific audience or locality, provoking discussion, and challenging participants to question present behaviours.
- Extension workers: Both MoH and MAF extension workers are involved in promoting different nutrition messages at community-level, on both one-to-one and one-to-many.
- Other community level 'influencers': Influential people, including local authorities, religious leaders and specific family members have a great ability to challenge and change community level norms. TOMAK will seek to identify key community influencers and find the best way to use them in challenging specific behaviours.

### 4.5.4. SBCC and social inclusion

The GESI analysis in the final recommendation noted the need to undertake and continually reflect on the gender and social inclusion factors underpinning human behaviour and societal norms when developing program activities. In many cases these factors will be the reason why change has not occurred in the past and/or is difficult to challenge.

The GESI findings suggest that the factors for marginalisation and exclusion in order of influence are; gender, age, status/elite, ethnicity and disability. Usually more than one factor exists to create and extenuate vulnerability. Promoting gender equality and social inclusion requires a commitment to striking a firm balance between respecting Timorese cultural and challenging the discriminatory social norms that are impacting on people realising their basic human rights.

TOMAK is committed to using every possible opportunity to challenge the gender and inclusion social norms and beliefs that perpetuate food and nutrition insecurity. SBCC is a critical tool in this. The images and messages chosen should represent both the GESI and the NFS KAP changes required by a specific target group. SBCC will target men and women with different messages that are mutually reinforcing. For example, men may be targeted with information that enables them to see better the contribution of women while women will be targeted with the information that empowers them to put themselves forward as leaders in NFS activities.

## **4.6. Implementation arrangements**

### **4.6.1. Strategic delivery partnerships**

Across Timor-Leste, a range of international NGOs (INGOs) are implementing a broad range of agricultural, food security and nutrition programs employing traditional methodologies tailored to local contexts. As highlighted in the IDD, these groups represent a unique resource base, and significant opportunities for TOMAK delivery. In particular, Mercy Corps, CRS, World Vision, and Oxfam have ongoing or soon ending relevant programs in TOMAK's target Municipalities. Most, with the exception of World Vision, work closely with established local NGO partners. Working with and through a limited number of strategic partners in each municipality provides an opportunity to streamline coordination of activities. This is particularly important in relation to ensuring consistent, coherent and efficient engagement with target communities.

Reflecting this, one implementation strategy for this Component will be to directly partner with these INGOs. INGOs will then partner with a range of other relevant local actors for the delivery of NSA and SBCC activities. TOMAK's partnerships with INGOs will be established through a number of competitive grant rounds. This approach will allow TOMAK to benefit from and build on their established field programs, experience and networks in TOMAK's target municipalities. Other partnerships may include media actors, with a view to embedding nutrition messaging in communication systems. It will be important for these facilitative partnerships to maintain a systemic view by identifying permanent actors to influence and support, such as MAF, MoH, local and religious leaders and other influencers that are able to shape nutrition behaviour at household level.

TOMAK will use grants to finance its partnerships. Where appropriate, grants will be multi-year to ensure strategic implementing partners can take a sustainability-driven long-term approach to delivery. A core set of approaches and activities will be identified in line with TOMAK's NSA and SBCC approach, strategy and theory of change, with grants managed and reviewed through TOMAK's annual workplanning process. Flexibility will be retained in grant agreements to ensure that activities and approaches respond to emerging needs, opportunities and lessons learned. They will also be tailored to reflect the implementing NGO's own expertise and experience. The role of Mercy Corps in establishing a 'Learning and Development Platform' (see below) spanning all NSA and SBCC partnerships and activities is central to identifying new needs and opportunities on an on-going basis.

In line with the IDD, TOMAK believes that these grant agreements will not be purely contractual relationships, but rather reflect a genuine partnership between TOMAK and those INGOs already committed to engaging with, and serving, local communities. TOMAK's contribution will leverage resources the partner brings themselves (i.e. other grants, partnerships, etc.).



TOMAK is more than just a source of funds for these strategic partners. TOMAK will add-value to their own NSA and SBCC capacities through progressive development of new and improved approaches, and support monitoring efforts to jointly analyse and understand the effectiveness of programming in leading to TOMAK's planned outcomes.

#### 4.6.2. Other delivery partners

As noted previously, TOMAK will incorporate a systemic approach to the maximum extent possible for NSA and SBCC delivery. This will require focusing on interventions delivered by local actors, financed locally and built on incentives for outreach and sustainability.

Both MAF and MoH are long-term strategic and systemic partners for TOMAK. TOMAK will coordinate closely with MoH to ensure that SBCC activities conform to national guidelines, and align closely with the Ministry's own activities in this area. TOMAK is currently assessing the capacities of MAF and MoH to support NSA and SBCC-related extension activities. The result of this assessment will provide a basis for the design of direct MAF/MoH capacity-building activities and other potential support. National, sub-national and line personnel will be engaged to take on significant and increasing roles in assessing, designing, developing and disseminating both NSA and SBCC activities. TOMAK will develop strategic agreements with both MAF and MoH concerning engagement of their staff and resources in these roles. Additional sectors like education will be further assessed for their potential to support in TOMAK SBCC interventions such as school youth clubs.

The private sector will also be an important delivery partner for TOMAK. Private sector actors are expected to play critical roles developing and disseminating SBCC messages and materials. For NSA, private sectors actors will play important roles delivering inputs for nutritious crops, improved cook stoves, food storage and preservation solutions, and other NSA-related needs. Where possible, the FSN Component will leverage private sector partnerships developed through TOMAK's Economic Opportunity Component. Partnering with the media – radio, TV and print – may also provide a systemic partner to embed nutrition messaging in the long term, targeting growth of readership and listenership of media players as key incentives.

At the community level, initiatives will primarily be delivered through already existing, self-formed community groups, such as VLSA's and mother and child groups. Influential and respected community leaders – both formal and informal, such as religious leaders, chiefs, elders, etc. - will be engaged to support NSA and SBCC activities.

TOMAK also retains the flexibility to partner directly with other locally relevant partners as necessary.

#### 4.6.3. Learning and development platform

While many organisations have been implementing highly-successful NSA and (to a lesser extent) SBCC activities in targeted locations throughout Timor-Leste, these efforts tend to have been relatively dispersed and uncoordinated. Methodologies, approaches, research and learnings have, as a consequence, not been particularly well consolidated or applied.

TOMAK presents an excellent opportunity to consolidate learnings in the sector by establishing a dedicated Learning and Development Platform. In a country with severe nutritional challenges, including the highest stunting prevalence in the world<sup>16</sup>, a consolidated approach to nutrition-related learnings is critical and, through TOMAK, the Australian Government has a unique opportunity to lead in this area.

As a TOMAK consortium partner and a leading INGO in the fields of NSA and SBCC internationally, Mercy Corps is well placed to lead such a platform. It is envisaged that the Platform would:

- Play a lead role in the technical oversight and quality assurance of activities delivered through TOMAK's NSA and SBCC strategic partnerships;

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<sup>16</sup> International Food Policy Research Institute. 2016. *Global Nutrition Report 2016: From Promise to Impact: Ending Malnutrition by 2030*. Washington, DC.

- Develop, together with the M&E Adviser, a standard MRM and mutual accountability framework for partnership activities, and ensure standard monitoring and reporting tools and methods using Mercy Corps' mobile online platform for NSA MRM;
- Facilitate initially quarterly joint learning and work planning sessions to ensure continuity and quality of approaches and to share learnings from implementation. (These could progressively become semi-annual);
- Identify common research themes, questions, and design (and, at times) deliver this research;
- Support the design and piloting of new NSA and SBCC approaches, including development of systemic approaches to enhance the sustainability of supported NSA and SBCC activities;
- Consolidate, develop and disseminate learnings and innovations to partners and the wider stakeholder community, including government, NGOs, CBOs, donors, and the private sector;
- Lead policy advocacy and public diplomacy efforts in support of improved household food security and nutrition; and,
- Support the (proposed) TOMAK Communications Specialist to develop and widely disseminate approaches and findings to better promote household food security and nutrition across Timor-Leste and across the Global NSA community of practice.

Mercy Corps' leadership of this Platform should not affect their eligibility to also apply for implementation grants given that there will be strict segregation of evaluation of grant applications, which would be solely led by ASI for this reason.

## 4.7. Portfolio development

Development of new NSA and SBCC approaches will be ongoing. TOMAK's portfolio of thematic areas and activities also includes those listed below and others where additional research/ assessment could be carried out over the life of the program. These include:

- Biofortification: Biofortification is the process by which the nutritional quality of food crops is improved through agronomic practices, conventional plant breeding or modern biotechnology, as opposed to nutrient fortification after harvest. Opportunities may exist for enriching staple foods such as rice or maize with desired micronutrients. Biofortification may include related policy and regulatory frameworks governing Biofortification intervention in Timor-Leste. TOMAK will approach specialised players like Harvest Plus and others seeking technical assistance.
- School Clubs: Schools are one of the most common community-level structures School clubs reach adolescent-aged groups as well as broader school communities. TOMAK will assess how these clubs could potentially link with TOMAK's SBCC promotional campaigns as well as its NSA interventions.
- ICT use by extension workers: The rapidly growing popularity of ICT by the target audience combined with innovations around 'cordless' video promotion technologies – something Mercy Corps has already successfully employed in Timor-Leste – may provide opportunities to pilot pairing of smart ICT technology interventions with traditional extension workers/services. Such pairing would leverage TOMAK's other SBCC programming.

## 5. Market System Development Strategy

### 5.1. Approach and methodology

#### 5.1.1. Theory of Change

TOMAK's ToC relating to the development of key agricultural market systems emphasises a facilitative approach working through market systems to improve their performance, which supports producers to improve farming practices and engage more effectively and profitably with the market. This facilitative approach builds the functionality and sustainability of the market system to ultimately benefit poor smallholders. TOMAK particularly emphasises the role of women, gender equality and women's economic empowerment throughout the ToC, improving women's access and agency, and promotes more equitable household decision-making.

Key aspects of the development logic as it relates to market system development include:

- Intervention level: Supporting partners to develop and deliver better products and services to smallholder producers. The emphasis is working, with and through, permanent actors in the market system, avoiding direct delivery.
- Market system: When these partners adopt and adapt the improvements promoted by TOMAK, the market system changes. This change triggers a response at outcome level.
- Outcome Level: Because services and new products are reaching producers, producers change the way they interact with market systems.
- Impact level: Commercial farming develops, with farmers empowered in terms of market systems and earning more income.

#### 5.1.2. Market systems development

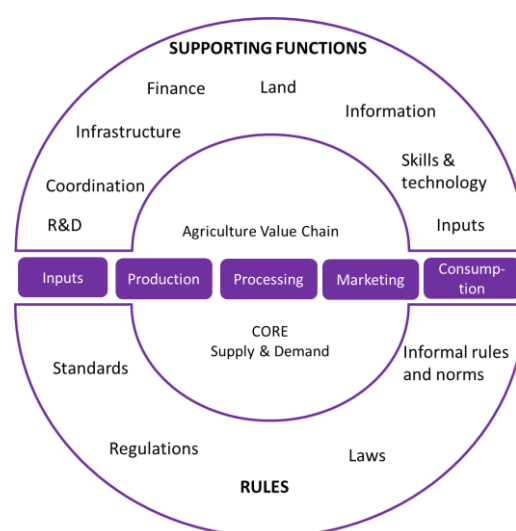
TOMAK aims to promote commercial agriculture<sup>17</sup>, with emphasis on application of the market systems development (MSD) approach (often referred to as 'Making Markets Work for the Poor' or M4P approach) (see Fig 5). The underlying rationale for the MSD approach stems from a new appreciation of the importance and role of market systems in reducing poverty.

MSD is an approach to developing market systems so that they function more effectively, sustainably and beneficially for poor women and men, building their capacities and offering them the opportunity to enhance their lives. By bringing about change in the market systems within which people live and work it is possible to effect substantial and lasting change that can impact on many sustainably, rather than a few temporarily.

MSD's value-add stems from developing a transparent view of a market system and of the functions (core transactions, rules and supporting functions) and players within it. Interventions are then built based on a detailed understanding of markets and the poor within those markets.

The core function (value chain) in any market system is to provide a space for transactions of a good or service based on supply and demand. However, the nature and efficiency of the core is shaped by formal and informal rules and a

Figure 5: Agricultural Market System Components



<sup>17</sup> TOMAK views this as 'nudging' subsistence agriculture towards commercial.

range of supporting functions. These determine behaviour and practices, shape relationships, and provide information, knowledge and incentives. Within this environment, a diverse range of public and private, formal and informal players may be active. It is this multi-function, multiple-player arrangement that MSD refers to as a market system.

### 5.1.3. Women's empowerment and market systems framework

The women's empowerment and market systems (WEAMS) framework<sup>18</sup> consolidates current thinking on incorporating gender equality and WE into the development of market systems. It promotes the expansion of the five dimensions of WEE highlighted in the IDD, taking into account broader WE elements within WEE activities that have the possibility of improving efficiencies, while contributing to transformative gender change. These could include dimensions such as access to leadership opportunities or freedom from gender-based violence. TOMAK will apply the WEAMS framework within its market systems development work.

The definition of WEE within WEAMS is simplified into the two distinct areas of agency and access. That is: *'A woman is economically empowered when she has both the ability to succeed and advance economically, and the power to make and act on economic decisions'*. Access and agency are important concepts, allowing for differentiation between what is or could be available to women (access), and the socio-cultural or psycho-social dimensions that may deter women from taking advantage of opportunities (agency). These concepts are considered throughout the ToC and within each initial intervention concept (see section 4.4).

### 5.1.4. Guiding principles

#### Interventions at all levels of the market system

TOMAK will intervene at all levels of the market system, in the core value chain as well as the surrounding supporting functions and rules. Activities in the core value chain will focus on facilitating production clusters and formation of producer groups as well as linkages between potential buyers and producers. Program activities in the supporting functions will aim at partnering with service providers and assisting them to develop new (or improve existing) products and services and facilitate their service delivery. This will include technical and business management skills training/mentoring, agriculture input supply, financial services etc. TOMAK will also work with the Government to assist in formulation of policies and standards and effective delivery of support services.

#### Pathways to scale

TOMAK aims to stimulate widespread changes in market systems. This includes demonstrate new practices through pilot approaches that aim to promote 'copying' or 'crowding-in' by other market system players, thereby scaling change. Additional support may be required to stimulate other market players to adopt the changes that were introduced in initial partnerships. This will mean seeking new partners, designing different support packages and facilitating geographical expansion with existing partners. Intervening at multiple levels will also change the way the market system works. This has the potential to positively impact beyond immediate beneficiaries. For example, policy on livestock and improved delivery of vaccination services will not only benefit TOMAK's target group, but could potentially benefit all livestock farmers in the country.

#### Sustainability

Before beginning interventions in a specific value chain or market system, TOMAK will need to develop a vision for how the market system will continue to work beyond the period of program support. Questions – such as how will producers continue supplying quality products to the market/buyer? How will they access agriculture input and technical services? Which market players have the *capacity* and *incentive* to take on new or improved roles or functions in the market system? Who are the right players to undertake specific roles in the market system (who does) and who will cover these costs (who pays)? – will have to be answered to formulate a sustainable vision. The partnership agreements TOMAK will enter into will be underpinned by a thorough understanding of these issues.

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<sup>18</sup> Linda Jones, (2016) *The WEAMS Framework, Women's Empowerment and Market Systems, Concepts, practical guidance and tools*.

To ensure sustainability, TOMAK will avoid direct delivery of technical support, agricultural inputs and equipment to end beneficiaries. By strengthening the support functions and working through market system players, TOMAK will ensure that products and services continue to be available to producers beyond the life of the Program.

### Smallholder focus

The agricultural sector in Timor-Leste is overwhelmingly smallholder-based and subsistence in nature. TOMAK will therefore pilot an inclusive smallholder business model adapted to the situation and needs of this particular target group. Key principles of this approach will include:

- Promoting a 'living wage' for vulnerable groups such as smallholder farmers, small enterprises, women- and youth-run enterprises, while also enabling buyers to profit.
- Using flexible trading arrangements that make it easier for smallholders to supply a buyer, such as cash-on-delivery, acceptance of small consignments, and providing reliable and regular orders.
- Supporting farmers and small enterprises to establish a stronger negotiation position through skills development, collective bargaining and access to market information and financial services.
- Building on the skills and expertise of existing market players, including traders and processors, and promoting value chain collaboration, transparency in pricing mechanisms, and risk sharing.
- Ensuring scalability in the medium-term so that the numbers of small actors involved can be increased and/or the type of business model can be replicated in other value chains or parts of the sector.
- Promoting diversified income streams in the long-term, avoiding overdependence on any single buyer or market outlet.

## 5.2. Market system selection

The IDD indicated that TOMAK could be supporting the development of three to five value chains (hereafter referred to as market systems) in each municipality over the next five years, delivering significant improvements to the livelihoods of producers and entrepreneurs. It is likely that some of these market systems will be the same across different municipalities, although probably with a different mix of development support.

Market systems will be selected taking into account the criteria suggested in the IDD, with some adjustments as set out below. Emphasis has been placed on pro-poor relevance, growth potential, feasibility, scalability and opportunities for promoting WEE and gender equality. The criteria include:

- **Pro-poor focus and scale** – potential for large numbers of poor households to economically benefit (either on-farm and/or further along the chain) and to take outcomes to scale within the life of TOMAK;
- **Growth potential** – capacity to grow if constraints are reduced;
- **Development feasibility** – potential for TOMAK to reduce constraints and improve performance of producers and market system players;
- **Timor-Leste's priorities** – value chains that fit with Timor-Leste's national and sub-national priorities;
- **Complementarity with Government and development partner activities** – potential to leverage activities of national/municipal governments, the Australian Aid program, other development partners and NGOs;
- **Private sector collaboration** – willingness of private sector to be involved;
- **Current size (\$) and potential to grow** – overall size of the value chain (farm gate price x production volume) and potential to grow over 5 years if constraints are removed;
- **Potential for nutritional benefits** – potential for direct nutritional benefits by improving access to nutrient rich food, for either household consumption or in local markets.
- **Women's empowerment & gender equality** – potential to economically and socially empower women and girls and contribute to reducing gender inequality; and,
- **Environmental impact** – overall assessment of environmental risks that could be difficult to mitigate.



The primary focus, at least initially, will be on less risky and (on average) lower-return value chains. These will often be based on trying to extract additional value from well-established production activities (e.g. groundnut, mung bean, pig fattening). In addition to these ‘safer bets’, the development portfolio will include a mix of riskier, higher-return activities that are assessed to have growth potential. These will often be based on the development of new market systems that have the potential to become significant economic activities in the future e.g. various spices and new fruit varieties.

The initial focus during the Inception Phase has been to identify one to two market systems for each municipality, where development efforts can start in early 2017. These may, or may not prove to be eventual ‘winners’, but provide a basis for kick-starting the development of relationships with target communities and delivery partners.

Identification of initial target market systems has involved a progressive 3-step process:

- Step 1: Conduct of a broad market scan to assess market potential (TOMAK *Technical Report #1*);
- Step 2: Assessment of potential for on-farm productivity gains and financial viability (TOMAK *Technical Report #2*); and,
- Step 3: Detailed assessment of selected market systems (TOMAK *Technical Report #3*).

Consideration of gender issues and opportunities has been integrated throughout these assessments.

Step 1 considered a relatively broad range of agricultural and livestock products. These were subsequently narrowed-down through Steps 2 and 3, as summarised in Table 3:

**Table 3: Market systems considered during the Inception Phase**

Step 1	Step 2	Step 3
Pig	Cattle	Mung bean
Cattle	Mung bean	Groundnuts
Mung bean	Groundnuts	Red rice
Soybean	Red rice	Shallots
Maize (animal feed)	Shallots	
Cassava (animal feed)		
Groundnuts		
Black/red rice		
Potato		
Onion (shallots)		

It should be noted that some market systems were dropped from further consideration during this initial screening process due to unresolved information gaps. Pig fattening is a good example. Despite being an attractive development option for a range of reasons (e.g. existing income generation focus, strong and established market, backyard activity, relative rapid investment cycle, good potential as an activity for promoting WEE), the economics around moving from a low input/low output model to a higher input/higher output model based on improved feeding are not sufficiently well understood to proceed to scale-up at this stage. Further assessment of opportunities for improved feeding regimes is required before committing to development which TOMAK will be undertaking in early 2017.

Market systems that progressed to Step 3 of the selection process are **mung bean, groundnut, red rice and shallot** (Table 4). During the first half of 2017, detailed Sector Strategies will be developed for each value chain/market system supported by sector-specific intervention plans. Work within each market system will commence in early 2017 as outlined in the following sections, subject to confirmation of lead firm<sup>19</sup> interest, as

<sup>19</sup> Lead firms are those businesses in market systems that TOMAK will partner with on specific interventions.

well as final validation and endorsement by municipality authorities. Other high potential market systems identified are pigs, spices and fruits. These will be further assessed in the near future.

**Table 4: Preliminary market systems and target municipalities**

Value chain	Baucau	Bobonaro	Viqueque
Groundnut	▲	▲	
Mung Bean		▲	▲
Red Rice	▲		▲
Shallot	tbc <sup>20</sup>		

### 5.3. Key constraints

Timor-Leste's economy is currently highly dependent on oil and gas revenues. With revenues from the energy sector projected to decline dramatically in coming years<sup>21</sup>, the agricultural sector<sup>22</sup> is often singled out as having significant potential to help fill the gap, along with tourism and the service sector<sup>23</sup>. This perceived potential is a premise for the TOMAK design.

Developing commercial agriculture in Timor-Leste faces a significant range of constraints. The most important of these, as identified through the market system studies conducted during the Inception Phase, are summarised in Table 5 below.

In anticipation that TOMAK may also work in the livestock sector, constraints relating to this sector are also included in the analysis<sup>24</sup>.

**Table 5: Key agriculture market system constraints**

Sector	Constraints	Description and cause
VALUE CHAIN-RELATED		
Production	Low access to inputs (i.e. fertilisers, seeds, animal health products etc.) and technologies for the production of crops and livestock	<ul style="list-style-type: none"> <li>Production systems are overwhelmingly smallholder-based and subsistence-oriented<sup>25</sup>.</li> <li>Farmers use traditional production technologies and practices with low inputs resulting in low yields and quality.</li> <li>Limited flat arable land, soils are generally of only average quality, rainfall is low (and increasingly unreliable) across large parts of the country, and there is limited irrigation capacity. Most of the irrigated land has historically been used for growing rice, production of which has steadily declined in the face of cheap imports. Many farmers with irrigated land are now only producing sufficient rice for their own consumption needs, with utilisation of this strategic and highly valuable land resource steadily declining due to the lack of financially viable production alternatives.</li> </ul>

<sup>20</sup> Pending final confirmation of cost-competitiveness against Indonesian imports. Current information is ambiguous.

<sup>21</sup> At current rates of replenishment and withdrawal, some commentators are predicting that the Sovereign Wealth Fund could be exhausted as soon as 2027.

<sup>22</sup> Encompassing crops, livestock, aquaculture and agro-forestry.

<sup>23</sup> Perceived potential for development of tourism may be optimistic given the wide range of well-developed, well-served and highly cost-competitive destinations in the region. For the service sector, remittances from skilled and unskilled labour working outside Timor-Leste are likely to steadily increase.

<sup>24</sup> Sector-specific constraints will be further detailed in individual sector strategies.

<sup>25</sup> For example, maize is one of the most significant crops (by number of farmers growing, planted area and total production), yet only 7-8% of total production is traded

		<ul style="list-style-type: none"> <li>➤ High mortality and morbidity rates for almost all major commercial livestock species, including cattle, pigs and poultry<sup>26</sup> due to lack of vaccination and animal health services.</li> <li>➤ Current farming practices in many upland areas are depleting soil resources and are not sustainable in the longer term. Climate change also poses a major threat and will require considerable adaptation of current farming practices.</li> <li>➤ Until a few years ago, there were no commercial agriculture retailers in the municipalities and only one or two in Dili. There are now a few, but they still have a limited range of products and outreach services.</li> <li>➤ Low demands for inputs as production systems are overwhelmingly subsistence-oriented.</li> </ul>
	Limited labour availability	<ul style="list-style-type: none"> <li>➤ The major agricultural labour force is from family labour, with competing workload demands (productive/reproductive/cultural). Often food rather than money is used for payment. As a result, other non-agriculture activities are more attractive for income generation.</li> <li>➤ Timor-Leste has various social transfer programs in place<sup>27</sup>. For example, 21% of rural households are estimated to receive a veteran's pension of around USD300 per month. This is a major disincentive for these households to continue with the hard physical work involved in smallholder subsistence farming.</li> <li>➤ Rural-urban migration is a major issue in many areas (particularly of youth) as traditional agriculture offers little financial reward.</li> <li>➤ Rural wage labour rates are high (commonly USD5/day, plus meals), driven to some extent by availability of off-farm work in infrastructure-related activities. These wage rates are above the marginal return-to-labor generated by many agricultural enterprises at this point in time. They are significantly higher than comparable rates in Indonesia, accentuating issues of trade competitiveness.</li> </ul>
Storage, Aggregation and Processing	Limited storage, aggregation and processing	<ul style="list-style-type: none"> <li>➤ Farmers lack post-harvest handling skills and facilities (drying, storage, processing machinery) and have had little access or exposure to new types of technology or processed products.</li> <li>➤ Farmers generally need cash at harvest time. Coupled with high storage losses they prefer to sell upfront with no value addition/storage.</li> <li>➤ Most farmers market their produce individually. Little aggregation occurs.</li> </ul>
Transport	High transport cost	<ul style="list-style-type: none"> <li>➤ Although some rural roads have been improved many still remain</li> </ul>

<sup>26</sup> For cattle, average annual death rates are estimated to 15%, with calf survival rates 0-12 months of less than 70%; for pigs, annual death rates are reported to average over 20%; for poultry, flocks are routinely decimated with NCD, with death rates of over 70-80% reported.

<sup>27</sup> Justified in many cases by a desire to provide support in a post-conflict environment, and enabled through the availability of oil and gas revenues.



		in bad condition. Transport costs are high.
Market	Limited domestic market and few export opportunities	<ul style="list-style-type: none"> <li>› Domestic demand is limited due to a small population with limited purchasing power.</li> <li>› Some products (e.g. cattle, pigs) play an important role in ceremonial exchange. This both restricts market supply, and also creates a 'parallel' market with inflated prices where households are forced to buy to meet cultural/ ceremonial obligations.</li> <li>› Due to low volumes, fragmented production, variable quality and seasonal availability, most supermarkets prefer to import non-perishable agriculture products. For potential exporters these factors make it difficult to aggregate sufficient quantity to fill a container.</li> <li>› Adoption of the USD as the official currency, combined with relatively few trade restrictions, makes it difficult for farmers to compete against imports from countries with weaker currencies, let alone develop agricultural exports. This makes it particularly difficult for Timor-Leste to transition from a highly risk-averse subsistence-based rural economy to a more advanced market economy.</li> </ul>
<b>SUPPORT FUNCTION-RELATED</b>		
Coordination	Uncoordinated supply chains	<ul style="list-style-type: none"> <li>› Trading is speculative. There is no long-term investment due to uncertain production and markets.</li> <li>› The production base is fragmented (many small farmers producing small amounts of produce).</li> <li>› Lack of supply agreements between farmers, traders and market vendors.</li> <li>› No wholesale or aggregation system.</li> </ul>
Information	Limited market and marketing information	<ul style="list-style-type: none"> <li>› No financial incentive for the private sector to collect and publish market information.</li> <li>› Some MAF municipal offices collect regular market information but aggregation and reporting is incomplete and random.</li> <li>› MAF's Suku Extension Officers (SEOs) could provide useful market information to farmers but it is not included in their current job description and they have not been trained to do this.</li> </ul>
Agribusiness support services	Lack of business management skills	<ul style="list-style-type: none"> <li>› Private sector capacity in the agricultural sector, especially at sub-national levels, is poorly developed and constrained in relation to capital, ideas, and management capability. There are relatively few firms of any size.</li> </ul>
		<ul style="list-style-type: none"> <li>› There is only one Business Development Service provider (Government/IADE – Institute of Business Support) with any presence at sub-national level. Private business development</li> </ul>

		services do not exist outside Dili.
	Lack of technical support services	<ul style="list-style-type: none"> <li>➤ Government support services (e.g. extension, animal health delivery, biosecurity) have limited outreach, are poorly resourced, and are highly variable in quality between areas.</li> <li>➤ Gender disparity in the extension service. Men and women are equally involved in farming, yet only 10% of SEOs are female.</li> <li>➤ Extension workers are generalists not specialists.</li> <li>➤ There is no private extension delivery as current production income does not justify such expenditure.</li> <li>➤ MAF animal health delivery services are poorly developed. There are only a few veterinarians, all based in Dili. At municipality and administrative post level MAF has Animal Health Officers.</li> <li>➤ Vaccination services are constrained by poorly developed cool-chain facilities, lack of a reliable supply of vaccines, and community awareness of the benefits of vaccination.</li> <li>➤ Provision of other animal health treatments is similarly constrained.</li> </ul>
Finance	Access to finance	<ul style="list-style-type: none"> <li>➤ Agriculture loans are considered high risk and few lending institutions offer them.</li> <li>➤ Farmers generally don't have collateral for loans. Land under customary tenure cannot be used.</li> <li>➤ Agriculture loans taken out with social collateral, as promoted in microfinance models involving women, are considered high risk and are rarely offered.</li> </ul>
Infrastructure/land	Small, fragmented land holdings and poor rural infrastructure	<ul style="list-style-type: none"> <li>➤ Although total land supply is generally not an issue, landholdings tend to be small and fragmented, constraining the introduction of mechanisation as a means of improving labour productivity.</li> <li>➤ Rural infrastructure is generally poorly developed and maintained, particularly in relation to roads and irrigation. Most irrigation schemes were designed to be operated and maintained by government, not farmers.</li> </ul>
RULES AND NORMS		
Policy and Business Environment	Weak policy and regulatory framework to support commercial agriculture	<ul style="list-style-type: none"> <li>➤ Appropriate policy and regulatory frameworks are either lacking (e.g. livestock, fertiliser) or poorly specified.</li> <li>➤ Limited capacity/experience of commercial agriculture amongst Government (and donor partners).</li> </ul>
	Export standards and procedures lacking	<ul style="list-style-type: none"> <li>➤ Apart from oil and a small amount of coffee, Timor-Leste does not produce sufficient export commodities to make trade agreements worthwhile.</li> <li>➤ Timor-Leste does not have accredited SPS facilities as current export volumes do not justify the investment.</li> </ul>

		<ul style="list-style-type: none"> <li>There are no agricultural standards for MAF to use when issuing Export Permits.</li> </ul>
	Lack of contract and regulatory enforcement	<ul style="list-style-type: none"> <li>The legal system to enforce contracts and protect investments is weak, which deters private sector investment.</li> </ul>
	Unclear/insecure land tenure	<ul style="list-style-type: none"> <li>Ownership/ control over land is often contested and/or insecure, which acts as a disincentive to investment.</li> <li>While temporary use of land can be negotiated (especially by women), little is understood about the terms and security required with these arrangements for commercial production.</li> </ul>
Social norms	<ul style="list-style-type: none"> <li>Norms and socialised gender roles unfavourable for commercial practices and growth</li> </ul>	<ul style="list-style-type: none"> <li>Closely tied to the subsistence orientation of agriculture, traditional socio-cultural attitudes and practices related to utilisation of productive resources and sharing of wealth within extended families and across communities constrains self-advancement and wealth accumulation.</li> <li>Small-scale trading and marketing, mainly carried out by women, is considered low status work. There is a general lack of recognition of women's rights, contribution, value and roles.</li> <li>The unequal treatment or perceptions of individuals based on their gender arises from socially constructed norms and practices that restrict the advancement of women and girls.</li> </ul>

The above constraints are highlighted to underline the difficulty of the task ahead for TOMAK in its efforts to develop a stronger commercial agriculture sector in Timor-Leste<sup>28</sup>. They emphasise the need for development approaches that are tailored to local conditions, focussed, and highly pragmatic; for a long-term commitment to the development process; for sufficient flexibility to adapt approaches on the basis of what works and what doesn't; and above all for a degree of realism regarding how fast progress can be achieved<sup>29</sup>. There are however no magic bullets.

## 5.4. Market system development interventions

TOMAK is not in a position to address all the constraints affecting development of the agriculture sector in Timor-Leste, and will need to be highly strategic in its approach. A key aspect of this is to select a few target market systems and to focus development efforts on highest priority constraints affecting the operation of these market systems.

Table 6 identifies six broad market system intervention areas for TOMAK, along with possible activities and partnerships. Sector-specific intervention plans will be developed early in 2017, alongside detailed sector strategies. WEAMS entry points are also highlighted. It is expected that these intervention areas and proposed activities will further evolve as implementation of the Program proceeds.

The mix of development support required to bring about systemic change will be different for different market systems, depending on specific constraints. Development of different market systems will also need to proceed at different speeds, depending on the nature of the constraints being addressed. For example, market systems that are based on existing production systems where improved production technologies are

<sup>28</sup> The significance of the challenge is also recognised in the IDD.

<sup>29</sup> Good development outcomes are possible with the right approach. The fresh vegetable subsector is a good example of this. Twenty years ago Dili was poorly supplied with fresh vegetables. A series of programs supported by USAID has resulted in reasonably well-developed supply chains servicing both local markets and supermarkets.

already well understood and commonly available may be able to be catalysed through relatively straightforward investments aimed at improving market linkages and input supply. Others, and especially those that involve new or just-establishing market systems, will require more emphasis on up-front research and development (R&D) and skills development to help define and support the introduction of improved production technologies and practices.

**Table 6: Proposed overarching market system development activities<sup>30</sup>**

Intervention area	Potential Interventions	Potential Partners	Potential Co-facilitators	> WEAMS opportunities <sup>31</sup>
Improved Farm Management	<b>Commercial Producer Groups</b> Establish CPGs in close geographical proximity to create production clusters and to provide a focus for farmer extension activities; storage; aggregation; buyer negotiations etc.	MAF	NGOs	Support activities that increase visibility of women farmers and challenge beliefs that undervalue their contribution.  Increase participation of women farmers in CPGs and support women to take on leadership roles within the groups.  Support women to take a lead on buyer contract negotiations. Increased farm gate selling should reduce women's workloads.  Track income, workload and empowerment impacts for women.
	<b>Crop &amp; livestock productivity</b> Farmer training (demand-driven extension) and on-farm technology demonstrations.	MAF, private service providers/ lead firms	NGOs	Build the technical and empowerment skills of women farmers and their access/relationship with service providers.  Support women, men and communities to understand and negotiate improved land utilisation agreements.  Trial labour-saving approaches that are tailored to the needs of women and men.  Support better family unit decision-making around the sale or consumption of production.
	<b>Farm level post-harvest handling and storage</b> Farmer training on post-harvest management and storage.	MAF, input retailers, lead firms	NGOs	Support women to lead on solutions to derive direct benefit from loss-reduction and labour-saving efforts. Income or time availability should increase as result.

<sup>30</sup> All intervention areas may not be relevant to all target market systems. Sector-specific intervention plans will be developed for each sector.

<sup>31</sup> Further described in Section 5.

	<b>Animal health</b> Develop improved vaccination services for selected diseases including upgrade of cold chain facilities; training of vaccinators and communities; and facilitation of vaccine procurement arrangements.	MAF livestock officers (VLW); private sector		Provide women with the opportunity to participate in animal health training.  Facilitate approaches that improve women's access to and relationship with animal health services.  Support increased ownership by women of livestock, as a safety net and for income.
	<b>Farm business management and market understanding</b> Introductory training on basic market principles.  Farm business management training, including basic budgeting, record-keeping, production planning and marketing.	IADE	INGOs	Support activities that increase visibility of women farmers and challenge beliefs that undervalue their contribution.  Undertake joint training that enables women's opinions and aspirations to be weighted equally with men's; build community support around this activity.
	<b>Groundwater irrigation</b> Introduction of tube wells to exploit ground water aquifers for farmer-managed irrigation systems.	MAF, input retailers		Support women to develop the skills to participate in irrigation management and maintenance.
Market linkages	<b>Trader linkages and supply chain coordination</b> Contract farming or other producer/buyer relations for product aggregation, handling, storage, quality management and marketing.	Lead firms	MDF	Provide gender awareness training to lead firms to ensure they are able to work with and meet the needs of women in the market system, and are aware of the commercial benefits in doing so.
	<b>Access to input supply</b> Support local retailers to expand their range of agriculture products and services.  Link farmers to input suppliers (possibly through voucher systems).	Agriculture retailers	MDF	Promote the role of women entrepreneurs to expand input supply.  Ensure voucher systems etc. enable women to retain and increase control over income/purchases.
	<b>Market research</b> <b>Market information</b>	IADE, Ministry of Commerce, Industry and the Environment (MCIA)	MDF	Promote research on value chains that have value to women and their incomes.  Promote collaboration between researchers and women.  Provide market information closer to home e.g. use of SEO, more market information at the market place and use of appropriate

				media.
Local agribusiness support	<b>Business management support</b> Training and coaching to support the development of: <ul style="list-style-type: none"> <li>a) Local product aggregators</li> <li>b) Local seed producers/animal breeders</li> <li>c) Agri-production services, tractor and other mechanisation, spraying and fertilising services.</li> <li>d) Post-harvest / local processors, threshing, shelling, drying and storage services.</li> </ul>	IADE, MAF, input suppliers	MDF, NGOs	Build the technical, business management and empowerment skills of women as required to operate agribusinesses.  Strengthen women's access to service providers.  Enhance the technical, business management capacity and reach of local NGOs involved in supporting women groups within the value chains.
Access to finance	<b>Access to finance</b> Design and promote new savings & loan products.  Loan management training for farmers.  Development of innovative value chain financing instruments.	Micro Finance Institutions (MFIs), commercial banks	MDF	Promote women-led innovation and ideas in developing products – especially for livestock, aggregation and food processing.  Provide training to finance providers on women's empowerment. Ensure services are empowering women, not just targeting women as members.
Enabling environment	<b>Livestock policy</b> Livestock Sector Review (by GIZ 2016), Livestock Policy Framework and Public Investment Plan.	MAF's Department of Livestock and Veterinary Services		Support the needs of women to be considered in the policy – e.g. strategies to address asset disparity between men and women. Support for women's control of assets.  Link to MAF gender equity policy.
	<b>Fertiliser policy</b>	MAF Department of Agriculture, Horticulture and Extension Service	AVANSA	
	<b>Contract farming law</b>	tbd		Support the needs of women to be considered in the legal framework.

	<b>Export standards</b>  Training on how to achieve and measure relevant international standards.  Introduction of grades based on standards.	MAF quarantine service and exporters		N/A
Social/economic norms	<b>Behaviour change communication</b> (linked to component 2)  Encourage income generation (through commercial agriculture), saving and re-investment in business.	SEOs, IADE	NGOs	Improve status of women producers and market vendors.

Sector-specific intervention plans will further detail potential activities, business models and sector result chains. These will specify the logic of each intervention area and show how TOMAK activities will lead to market system changes, and how these changes will serve and benefit TOMAK's target group.

## 5.5. Implementation arrangements

As highlighted in the preceding section, implementation will be delivered through partnerships with the private sector and Government, with support facilitated through NGOs and other development programs, to deliver services and products to smallholders. In the following section, the major potential partners that have been identified so far are further described. As TOMAK evolves, new partners will be added and non-performing partnerships may need to be adjusted.

The nature of partnerships in a market systems development program are generally divided into three phases: pilot, crowding-in (scale up), and program exit from partnerships. During the initial pilot phase a limited number of partners are intensively supported to provoke changes in how the market system operates. Signs that the system has changed is when the initial partners independently adopt and adapt introduced changes. Program support should then shift to conducting supplementary interventions with a number of diverse market players, designed to stimulate them to adapt their way of working in response to the change. However, in thin markets like Timor-Leste (where there are neither many nor diverse market players) this crowding-in phase will require more support and a longer time than in many other places.

Program exit points should be considered and planned for at the commencement of partnerships and carefully monitored and managed to promote the development of sustainable market systems change. This sets partner expectations at the outset that program inputs will have an end-point. This is particularly important in the Timor-Leste context to avoid development of dependencies. There is limited global discourse in market systems development in thin markets, so the experience of TOMAK can contribute to learnings on how to manage market system projects in such an environment.

### 5.5.1. Commercial Producer Groups

Almost all market systems supported by TOMAK will need to involve considerable effort at farmer-level to improve production and productivity, and strengthen market linkages. This support will be focussed primarily through self-formed, common-interest commercial producer groups (CPGs). There are many producer/community groups already operating throughout the program area, established by MAF, NGOs and various



other programs, and encompassing a wide range of functions<sup>32</sup>. Preliminary mapping of these groups has commenced. Wherever possible, TOMAK will utilise and build on this pre-existing capacity.

CPGs will provide TOMAK with an entry point for farmer organisation and delivery of extension/ training activities. They will also provide a contact/ coordination point for traders and input suppliers, including improved access to financial services (e.g. linking group-level 'savings and loan' activities with the formal financial sector).

The Farmer Associations currently being promoted by MAF in some areas will be investigated as another possible conduit for TOMAK at community level. However, the extent to which these are regarded as an extension of MAF, versus a true farmer organisation that is able to operate on a sustainable basis independent of Government support, will need to be carefully assessed.

TOMAK's production support to CPGs will be crafted to catalyse skills development and technology transfer. This support will be provided through implementing partners such as MAF, and will be limited largely to support for demonstration and training activities. It is expected that demonstrations will need to be supported for up to three years to achieve satisfactory results in terms of adoption, with subsidy of non-capital inputs (e.g. seed, fertiliser) over this period. Where capital items are required (e.g. threshers, de-huskers, grain storage silos, pumps, fencing materials, household labour-savings devices) these will generally be provided to the CPG on a cost-share basis. TOMAK will carefully take into account the need to avoid creating dependencies for rural communities through these interventions, putting in place clear parameters and exit points for support.

TOMAK will also work to facilitate the development of strong working relationships between the CPGs, traders and input suppliers. Initially the CPGs will fulfil a coordination and point-of-contact role, with business transactions being between individual group members and traders. Experience in other countries indicates the longer-term potential for these groups to also develop a role as a principal in collective business arrangements, provided the groups are appropriately established, skilled and resourced. For example, CPGs could own larger assets that are rented out for use by group members (e.g. motorised machinery, grain storage silo's, irrigation pumps); or they might become involved in collective marketing activities.

### 5.5.2. Ministry of Agriculture and Fisheries

MAF will be supported to play a lead role in providing extension support to producers, focussed through the CPGs. MAF's extension service has been established over the past 15-20 years with considerable support from the European Union (EU) through the Rural Development Program (RDP) and Australian Aid through the SoL program. SEOs are located in most suku throughout the country, supported by MAF services at National, Municipal and Administrative Post levels. TOMAK is currently assessing extension capacity (with particular emphasis on the coverage, skills and operational status of the SEOs). Early results indicate reasonable coverage, but also significant gaps in terms of skills and provision of operational support<sup>33</sup>. Despite these shortcomings, the SEOs represent a resource that has near-national coverage, good reach into target communities, and an appropriate technical orientation. MAF, and individual SEO's, are enthusiastic to become involved. The profile and resourcing of the service has decreased to some degree under the present Government, but this will possibly be countered through the current decentralisation process with more authority being passed to lower levels of government to set development priorities and determine allocation of resources. By developing a major operational focus at municipal level, TOMAK is expected over time to be in a position to influence agricultural sector planning and budget allocation processes at this level.

Subject to farmer interest, MAF, through SEO's, will be supported by TOMAK to form CPGs (where suitable groups do not already exist), then establish field demonstrations and associated farmer training activities. Demonstrations and training will generally be commodity-specific, and will be implemented following practices that SEOs are already familiar with, linking with market opportunities wherever feasible,. Based on the experience gained from SoL, a greater number of smaller demonstrations will be supported, rather than a

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<sup>32</sup> E.g. seed production, vegetable production, cattle management, water management, savings & loans, home gardening, and aquaculture groups.

<sup>33</sup> TOMAK *Technical Report #12* (in process).

fewer number of larger demonstrations. Most demonstrations, even of annual crops, will need to be multi-year to achieve the desired effect. SEOs will use the demonstrations for on-going farmer training, adopting farmer field school approaches and field-days.

TOMAK will also provide support for the development of required training and extension material and initial trainings for Subject Matter Specialists drawn from national-level MAF and the Municipal Agricultural Services, who in turn will be supported to provide training to the SEOs. Other operational support costs for the SEOs will be considered on a case-by-case basis, and cost-sharing arrangements with MAF negotiated.

In addition to MAF-provided extension services, where feasible, private sector businesses will also be supported to embed extension services (see below). There may be possible to utilise NGO capacity for extension delivery in some areas in the short term, with a view to moving to embed this within Government or the private sector as soon as possible.

There are a number of other intervention areas where TOMAK may also partner with MAF. These include:

- Development of national policy frameworks. The Program is already planning to support MAF with development of a Livestock Policy Framework. Other areas where support might be considered include development of fertiliser and pesticide policies.
- Implementation of supporting regulatory frameworks, including import and export protocols.
- Provision of animal health delivery services, particularly vaccination services.
- Services supporting ground water irrigation.
- Farm level training around post-harvest handling and storage.
- Conduct of agricultural research related to developing of new value chains.

### 5.5.3. Agribusiness

TOMAK will partner directly with selected agribusinesses to catalyse the development of target market systems. These partnerships will potentially span a range of market functions, including input supply (physical and financial), product aggregation and transport, processing, wholesale and retail market development and eventually export market development.

TOMAK's support to individual agribusinesses will be developed to catalyse skills development, introduce new technology and practices, and strengthen market linkages. Partnership agreements will be developed to govern relationships that are reciprocal, based on mutual benefits, and clearly specifying roles and responsibilities. Direct financial support provided by TOMAK will be limited in amount and duration, will generally require cost-sharing arrangements, and will be designed to reduce the risk of trialling new practices. Partner selection will require a good understanding of their willingness and ability to change or take on new functions in the market system. The kind of support given to a partner will also depend on their limitations, capacity and motivation. Timor-Leste is characterised as a 'thin market' with very few private sector actors to partner with. Therefore, it will be important to nurture a partnership once formed, as walking away and readily finding an alternative partner is likely to prove difficult. At the same time, TOMAK will have to manage the risk of one partner becoming too dependent on the Program or vice-versa.

Private sector partners will be progressively identified over the next few years in relation to target market systems. During the Inception Phase, TOMAK has already met with most larger agribusiness operators/buyers and has initiated discussion on potential partnerships. Further discussion is pending to firm-up specific agreements. MDF also has ongoing partnerships that could be utilised, for example Acelda in the red rice value chain. Where private sector partners do not exist, TOMAK may develop alternative strategies, such as stimulating alternative business models, for example, encouraging existing businesses to diversify into new lines of business, or promote the establishment of new businesses to address market needs. The 'thin market' nature of Timor-Leste will necessitate highly creative strategies.

As noted above, TOMAK will facilitate communication and development of working relationships between CPGs and agribusiness. This will be a key role for TOMAK's Regional Offices, which are expected to act initially as a clearing house for information between the two, facilitating the embedding of this role in more

permanent information structures, such as MAF. Traders will be encouraged to attend selected CPG meetings and events to better understand group operations and to develop working relationships.

Developing contracting models that can provide a formal framework for the business relationship between farmers/CPGs, traders and input suppliers will also be a key focus area for TOMAK. One option is contract farming, with an agribusiness partner providing required production inputs on credit (possibly also including provision of technical advice) and committing to buy product that meets specified grading standards at a guaranteed price and time. This model is already being used at limited scale by the horticultural industry in Timor-Leste. Other possible contracting models will also be considered. For example, nucleus estate/ out-grower schemes may have application for perennial crops such as fruit, and spices. TOMAK will play a role in identifying, piloting, assessing, and promoting these alternative models.

#### 5.5.4. Other Government Partners

##### **Institute for Business Support<sup>34</sup>**

The Institute for Business Support (IADE) has offices at national-level and in 12 Municipalities and is responsible for providing a range of business development support services including business management training and coaching, business match-making, market research and a business incubation facility that provides capital and long-term business support. TOMAK will coordinate closely with IADE to develop and provide a coordinated program of support for the agribusinesses it partners with, as well as designing training programs for farmers to improve understanding of basic market principles and how to operate a household farming business. Developing a close working relationship with IADE will also be important in terms of helping to identify emerging agribusiness opportunities that TOMAK could support.

##### **Ministry of Commerce, Industry and Environment**

Possible areas where TOMAK might need to partner with Ministry of Commerce, Industry and Environment include:

- Promotion and marketing of local products (e.g. organisation of trade fairs).
- Management of local market facilities.
- Product quality testing, especially of food products.

#### 5.5.5. Co-Facilitation

In addition to the potential partnerships outlines above, TOMAK may also form relationships with a number of other facilitators working in our target market systems. TOMAK may work with, or through, these co-facilitators to trigger change in the selected market systems, through the development of formal agreements.

##### **NGOs**

A wide range of international and national NGOs is already working at community level in Timor-Leste. As previously noted, development efforts tend to be weighed more towards household food security and nutrition improvement than to developing commercial agriculture, but with a number of notable exceptions. Specific partnership opportunities for working with TOMAK on value chain and market system development activities are yet to be identified, but are likely to fall into one of the following general categories:

- While it is expected that MAF will provide the primary channel for extension delivery, in some cases local NGOs may also be engaged to play a supplementary role where they have the necessary specialist skills and relationship with target communities. NGOs will also be invited to participate as trainees in MAF-conducted CPG demonstration/ training events, where they have the interest.
- Some NGOs have been involved in efforts to catalyse private sector capacity in relation to input supply and output marketing. For example, Mercy Corps has been involved in efforts to stimulate development of input supply businesses; and Oxfam and World Vision have been involved in strengthening the linkage between

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<sup>34</sup> *Instituto de Apoio ao Desenvolvimento Empresarial*

farmers and traders for a range of products including mung bean, groundnut and shallots. TOMAK may support relevant NGOs to continue this work where appropriate.

- Many of the major NGOs have been active in supporting various models of savings and loans (S&L) groups.
- Some NGOs have a well-established track record providing specialised development support in areas that are likely to be relevant to TOMAK's market system development activities. Examples include gender assessment and training; provision of specialised technical training services in areas such as financial literacy and business management; and participatory land resource assessment. Again, TOMAK will partner with relevant NGOs where access to specialised expertise is required.

### Market Development Facility

The TOMAK IDD calls for DFAT-funded MDF to support TOMAK's market system development activities. To this end, MDF has been fully involved in the value chain and market system assessment work carried out by TOMAK during the Inception Phase.

The nature of MDF's proposed co-investments, and the demarcation between what TOMAK would fund and what MDF would fund, is not specified in the IDD. The first TOMAK Monitoring and Review Group Mission (MRG)<sup>35</sup> suggested that, as a general principle, the MDF/TOMAK interaction should be based on the following matrix (Figure 6):

	Value chain, commodity or enterprise investments	Support service or linkage partner investments
Community-based or local partner investments	Usually TOMAK's domain	
Cross-regional or national partner investments		Usually MDF's domain

**Figure 6: TOMAK vs MDF areas of responsibility**

Hence, where market interventions require cross-cutting support services, or cross-regional or national investments, then MDF would generally take the lead. For example, MDF could partner with national microfinance providers to improve product delivery to target communities; or with potential manufacturers of compound feeds and pre-mixes to support development of the pig and poultry industries. Conversely, market interventions that require municipal, community-based or enterprise investments, would largely be led by TOMAK (e.g. formation and support of community-based production and marketing groups).

Areas already identified where TOMAK and MDF may collaborate are listed below. Others will be identified as implementation proceeds.

<sup>35</sup> Undertaken October 2016.

- Support for development of the animal feed industry.
- Support for red rice and groundnut marketing, potentially including export.
- Support for aggregation of agriculture products.
- Support for development of MFIs and linkage of these with S&L groups.
- Support for the collection and publishing of market information.

## 5.6. Portfolio development

Identification of target market systems needs to be viewed in dynamic rather than static terms. New opportunities will almost certainly emerge over the 10-year period of TOMAK, driven by changing market conditions and development of new production technologies. TOMAK must be able to respond to these changing conditions. Assessment will be an ongoing process, with new development opportunities being progressively brought into the portfolio, and less successful activities either adjusted or exited. In this context, failure needs to be regarded as a positive thing, provided it leads to progressive identification of interventions that are successful.

Initial market system development activities that will commence in 2017 have been outlined in previous sections. In parallel with this, research will be conducted over the next two years to identify additional activities that might enter the pipeline from 2018 on.

At this stage, this includes:

- Assessment of the economics of improved feeding regimes for pig fattening and development of associated production models. Depending on findings, this might extend to assessing options for improving the supply of compound feeds (either pre-mixes or fully formulated).
- Assessment of the potential for introducing improved fruit varieties and associated development models.
- Assessment of the need for further support development of the commercial seed market system in Timor-Leste, building on the work of SoL.
- Assessment of opportunities for supporting development of the maize grain market system, with particular emphasis on storage, product aggregation, and product quality assurance systems.
- Assessment of opportunities to develop a market system based on the recent investments in aquaculture in upland areas (which have largely been food security-related).
- Assessment of the potential for developing spice production (in particular pepper, cloves, turmeric and/or ginger) in TOMAK areas.
- Assessment of the potential for promoting AVANSA vegetable models in TOMAK target areas that are not already covered by AVANSA.
- Assessment of the economics of intensive fattening of beef cattle and development of associated production models, in association with ACIAR's Smallholder Cattle Enterprise Development in Timor-Leste (*Redi Komodi*).
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## 6. Gender Equality and Social Inclusion Strategy

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### 6.1. Approach and methodology

To better understand the gender equality and social inclusion (GESI) constraints and opportunities related to the implementation of TOMAK, a gender equality and social inclusion assessment (GESIA) was carried out during the Inception Phase. This involved a comprehensive desk review of past research, reports and other documentation, followed by a field survey in TOMAK's initial target areas designed to help fill gaps in understanding. Results are separately documented in TOMAK Technical Report #8.

The assessment highlighted the socio-cultural norms and context in which women and men live and make decisions in rural Timor-Leste. It made considerable efforts to ensure the voice and aspirations of women and more vulnerable community members were captured. The results of the GESIA provide TOMAK with an excellent foundation of analysis required to develop gender-sensitive and transformative approaches relevant to key program outcomes.

The GESIA overwhelmingly highlights the need to embed gender equality principles throughout the ToC and to undertake and continually reflect on the gender and social inclusion factors underpinning human behaviour and societal norms when developing Program activities. In many cases these factors will be the reason why change has not occurred in the past and/or is difficult to challenge.

To ensure sustainable gains in gender equality, women's empowerment and social inclusion, the GESIA study proposes that the following guide the design and implementation of TOMAK activities. Simultaneous combinations of these recommendations will deliver transformative gender change.

1. Raise the visibility and public perception of women and girls in the Program sectors. This should start with increasing visibility of what they do already that is undervalued.
2. Design interventions that specifically target women but do not exclude men.
3. Integrate domestic violence analysis. Consciously mitigate for the potential of violence and backlash when challenging gender norms.
4. Take necessary measures to ensure voice and representation of women at all levels within the Program
5. Involve women and other vulnerable groups in the design of services and products.
6. Invest in the ideas, innovation and leadership of women.
7. Promote collective action among women and vulnerable groups.
8. Build and protect women's rights and control over economic gains and assets.
9. Ensure capacity building initiatives that target both technical and empowerment skills of beneficiaries.
10. Ensure behavioural change communication initiatives are gendered and reflect generational, status and inclusion considerations.
11. Utilise and promote joint gender and/or extended family unit decision-making models for nutrition and agriculture gains which reduce household conflict in decision making.

#### 6.1.1. Guiding principles

There are a number of guiding principles that could be mainstreamed across the Program by all staff and partners to address GESI. The six principles listed below, serve to provide examples and guidance. Initially, these will require support from the Gender Specialists to develop the confidence and skills of staff and implementing partners. Over time, once systems are developed and functioning and staff capacity has increased, reduced support should be needed.



### **Integrate gender and social inclusion analysis into each activity**

Continually reflect on the gender and social inclusion factors underpinning human behaviour and societal norms when developing Program activities. In many cases these factors will be the reason why change has not occurred in the past, and/or is difficult to challenge.

- Analyse the social and gender norms underpinning exclusion behaviour and use this to design responses.
- Ensure gender, age, status, ethnicity and disability are considered in ongoing analysis and designs.
- Make gender equality and women's empowerment actions explicit in all documents and processes.
- Analyse and implement strategies to manage potential risks and harm to women, girls, boys and men. Consciously mitigate for the potential of violence and backlash when challenging gender norms.
- Undertake research that generates new information, and tests and examines the gender and inclusion assumptions and hypothesis of the Program.

### **Raise the visibility and public perception of women and girls and other vulnerable groups, and invest in their skills, ideas and aspirations**

- The GESIA and the TOMAK value chain mapping confirmed that women farmers in Timor-Leste carry out a larger range of agricultural and market functions than men, yet still their contribution remains systematically undervalued and under-resourced. Gender blind analysis, resourcing and investments have resulted in missed opportunities to improve agricultural production and profit. Addressing inequalities in access to services and resources, and strengthening the capacity of rural women to perform their productive roles more effectively, is likely to have a major impact on the household economy and food security.
- Where the contributions and capacities of women and other vulnerable groups are currently overlooked, purposefully target visible outcomes. The GESIA highlighted that this is likely to apply to women farmers, traders and extension officers, as well as the role that women play in food security and nutrition.
- Ensure that there are pathways to hear and support the ideas of women and vulnerable groups across the Program, and develop empowerment/leadership skill training modules that can be provided together with technical skills training. These modules will be designed to develop the confidence, negotiation and leadership skills required for participants to trial new ideas and pass on their new knowledge and skills to others post-training.
- Make sure that program communications and SBCC messaging and activities highlight the visibility, capabilities, ideas and aspiration of vulnerable groups.

### **Design interventions that specifically target women, do not exclude men and ultimately push men and women towards equitable decision-making**

The GESIA highlighted the need to create space to work towards a situation where women and men, and extended family members of both genders, are more equitably involved in decision-making. If this occurs, there is more potential for families to become more resilient to shocks and less susceptible to family tension and violence. If this happens, household farm business models are more likely to emerge, enabling improvements in food security and income.

- Design interventions that target women but also include men. For example, when working with women's groups as aggregators, ensure that their spouses, community leaders and families are also encouraged to support the work of the group.
- Utilise and promote joint gender and extended family unit decision-making models for nutrition and agriculture gains as well as to reduce household conflict in decision-making.
- Involve women and other vulnerable groups in the design of services and products.
- Ensure that access and control over assets held by women *before* an activity begins are not eroded, and that future gains are suitably protected.

### **Promote women's representation, leadership and decision-making**

- Ensure that key organisational policies, systems and practices promote this principle, and that staff and partners model this practice e.g. rotate leadership between female and male members.
- Increase women's voice in formal and informal decision-making processes from community through to national levels. Ensure quotas for women in leadership roles, such as in farmer's groups or attendance at fora. Ensure that resources are allocated to facilitate women's representation e.g. child-care support and support to negotiate attendance with their spouse.
- Identify opportunities for women to have increased voice in high-level decision making fora. One strategy for this may be to support coalitions and networks of women to be represented in more economic decision-making fora linked to agriculture and markets.
- Ensure leadership skills training is partnered with technical training so that participants are equipped to share their new skills and knowledge with others.

### **Support collaboration between women's organisations, disability organisations, male advocates and sector specific partners**

An important strategy will be to work in partnership with others. Partnership in the broad sense can be both funded and non-funded, and can cover both implementation of activities and advocacy targets related to influencing policy and regulatory frameworks. Attention should be given to what exists already and to linking partners who have common interests, rather than establishing something new. It is important to bring women's organisations and sector partners closer together so that they can learn and collaborate better for change. In starting out with gender equality initiatives in traditionally male-dominated sectors, it is also important that male gender advocates are identified and brought together to build networks.

- Engage and contract local and national women's organisations/networks to direct-implement technical components, and/or provide support services such as training or gender analysis that can ensure gender is well integrated within activities. Particular attention should be paid to organisations representing more vulnerable women such as young mothers, FHH and widows.
- Where required, engage and support the participation of disability organisations or disability focal points in activities.

### **Build gender equality and women's empowerment explicitly into monitoring, evaluation, accountability and learning processes**

- Collect gender and social inclusion disaggregated data at all levels of the Program. Analyse and share results with beneficiaries and stakeholders to raise awareness of the benefits of having gender disaggregated data.
- Explore the viability of different measurement tools and indexes that can measure WE components in agriculture, markets and nutrition.

## 6.2. Key findings

Key findings noted by the GESIA are outlined in detail in TOMAK Technical Report #8. These are summarised below:

- Change is slow with strong social norms and customs influencing roles and responsibilities, access to resources and women's participation in economic and political life.
- Prevailing beliefs and attitudes held by men and women towards the expectations of their roles and rights are the biggest barrier to gender equality and social inclusion.
- The dominant cultural practice and belief in Timor-Leste is *Lulik*, which sets gender role expectations that cascade down to other aspects of life, including inheritance of resources, domicile, domestic/productive roles and household decision-making practices.
- Roles and responsibilities in food production, household feeding and income-generation are highly gendered.
- The higher demands on women's time for domestic care does not translate into economic and financial security or an equal position in decision-making.
- Fear of household conflict is impacting negatively on nutrition and use of food resources.
- Women are heavily involved in the agriculture sector in rural communities. Despite this, women do not benefit or participate equitably in agriculture and market institutions, programs, technology, leadership and governance.
- There are high rates of gender asset disparity. The security of property rights remains a critical determinant in women's willingness to engage and increase their time and financial investment in agriculture production compared to non-agricultural based livelihoods.
- Livestock is rarely used to feed the household.
- The key gender equity issue in nutrition relates to the constraints that women face in decision-making and their lack of control over food, which impacts significantly on nutrition choices and the prevention of malnutrition.
- There is recognition and effort paid to meeting the special dietary needs of pregnant woman, more so if advice has been given by a doctor to do so.
- Status within Timorese culture can be determined by lineage to *Lulik* (traditional belief system). Those who have a higher status are referred to as the *Liurai* and come from *Liurai* families. Connections to *Luirai* can determine levels of social inclusion or exclusion especial in decision making. Status can also move with increased economic prosperity as well as through community or national contribution, including involvement in government, business, politics, religious institutions and Timor-Leste's Independence movement.
- Social inclusion is both an outcome and a process of improving the terms on which people take part in society. The GESIA findings suggest that the factors for marginalisation and exclusion in order of influence are; gender, age, status/elite, ethnicity and disability. Usually more than one factor exists to created vulnerability.
- Age is a factor for exclusion that mainly impacts on younger people, especially young and unmarried parents and to a lesser extent elderly people of both genders. The perception, knowledge and attitudes towards GE&SI issues can vary considerably between generations.
- Ethnicity also arises as a predictive factor in social inclusion. There are biases and stereotyping that dominate people's attitudes towards some ethnic groups in different geographic areas.
- Men and women with disabilities are considerably more vulnerable to poverty, poor health outcomes and economic disadvantage. Women with disabilities in particular are excluded from support and information that might assist them to increase their capacity to produce food and generate income. The GESIA found that women with disabilities were more economically vulnerable than men, who often had assets and resources and retained their status as a man in the community despite the disability.

### 6.2.1. Overall strategy

Women's social, economic and political empowerment (otherwise referred to as 'women's empowerment' (WE) is considered an essential first requirement to achieving gender equality. While TOMAK will mainly focus its' activities on promoting women's economic empowerment (WEE), it must be recognised that the social and political aspects impacting on women's empowerment can also be both enablers or inhibitors to WEE. Examples of this include lack of women's representation in leadership and decision-making at the household level, within communities and key institutions such as MAF and farmer's groups. Another social factor affecting WEE is gender-based violence and discrimination, including sexual harassment, domestic violence and restrictions on mobility.

Figure 7 below, illustrates the flow and interaction between well-being, WE and WEE with a focus on how this contributes to economic growth, the promotion of women's human rights and poverty reduction, outlined above.

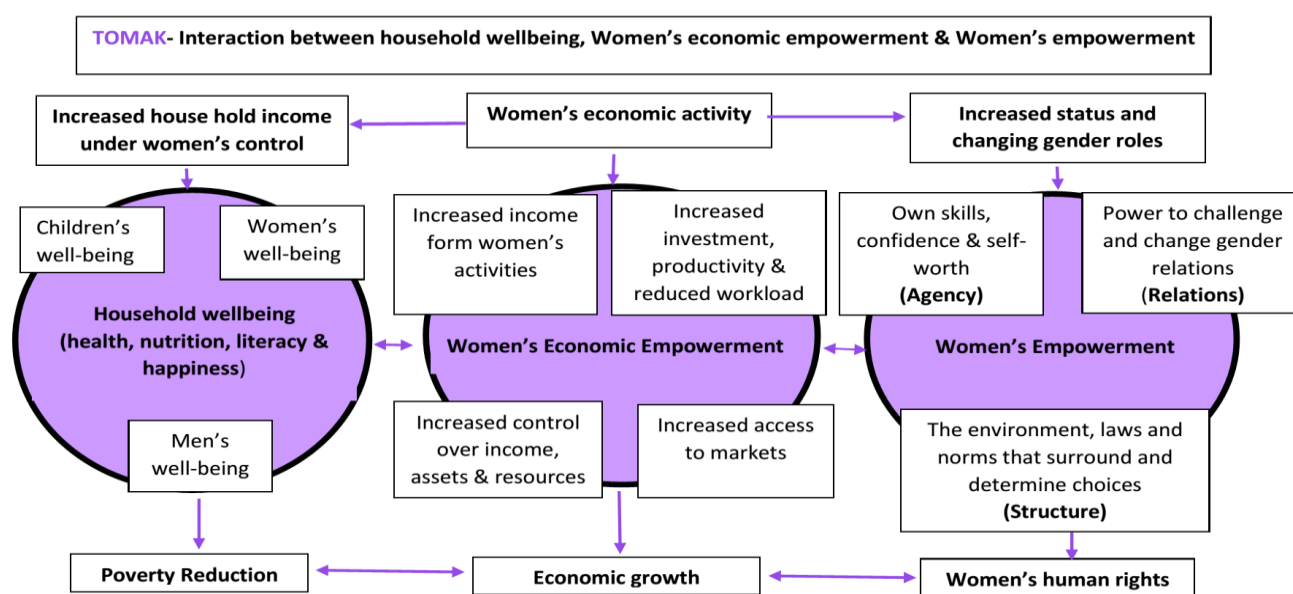


Figure 7: Interaction between household wellbeing, WEE and WE.

Even when the focus is just on WEE, there are various ways to go about it. At the agency level women need to improve their skills while challenging their perceptions of their own potential in economic pathways. Significant structural discrimination exists around land and asset ownership despite national laws and regulations designed to address this. There is also a need to rectify the gender disparity in the agricultural support provided to women and men farmers. Similarly, at the relationship level, unequal decision-making opportunities over the use of household income, food and resources limits women's economic opportunities and raises the risk of violence.

TOMAK will utilise a broad WE framework to address WEE. Specifically, for the market system component, TOMAK will draw on the WEAMS approach (detailed in Section 4.1.3). TOMAK will structure all gender targets and activities bearing the following in mind:

**Transformative women's empowerment** happens when there is a combination of efforts targeted at three levels, as follows:

1. A woman's own knowledge, skills and abilities (agency);
2. The societal norms, customs, institutions and policies that shape her choices in life (structures); and
3. The power relationships through which she negotiates her path (relations).

'A woman is **economically empowered** when she has both the ability to succeed and advance economically and the power to make and act on economic decisions'<sup>36</sup>

**Access and agency** are important concepts, allowing for the differentiation between what is or could be available to women (access), and the socio-cultural or psycho-social dimensions that may deter women from taking advantage of opportunities (agency).

At this stage TOMAK's approach to social inclusion is to mainstream it within all activities. The key approach to doing this is to ensure the key determinants of inclusion (gender, age, status, disability and ethnicity) are considered in the analysis and design of activities. Where one or more of these factors is found to be a significant cause of social exclusion, specific social inclusion targets and activities should be articulated and adopted.

TOMAK will develop a GESI Action Plan that is tracking and reporting against actions in these two areas. This reporting will feed into DFAT's gender equality reporting requirements. Reporting progress against the action plan will ensure that visibility of these issues remains high at both the programmatic and management levels.

## 6.3. Implementation arrangements

### 6.3.1. Overarching

The most significant GESI outcome for the Program will come from staff and partners picking up on the principles outlined above and applying them effectively in their work. Other gender outcomes will come from more targeted gender responsive approaches, such as increasing the representation and leadership of women in economic decision-making fora, or challenging the policies and practices of governments, institutions and businesses to be more gender responsive.

TOMAK's Gender Team will provide targeted technical support to the both of the main delivery components of the Program, while leading on some standalone GESI activities that have overarching benefit to the Program as a whole. The approach will aim to be both practical and visionary, taking the time to listen to the needs of staff and implementing partners relating to GESI, and looking for solutions to trial. The Team will aim to increase the capacity of staff and partners, and dispel the myth that gender and other issues such as disability are only for experts. The Team will model international best practice for GESI approaches in agriculture, nutrition and market systems and in turn contribute to the national gender equality targets of the Government

This overarching implementation arrangement has four key areas of work as represented in Figure 8, further described below.

#### **Establishing an overarching 'GESI Learning and Accountability Platform'**

This will involve implementing partners and staff coming together at regular intervals to learn, share and design common approaches to GESI activities, monitoring and results measurement. While the key focus is on learning, the platform may also provide a mechanism for ensuring accountability and compliance to GESI outcomes. Over time, the platform may include other cross-cutting issues.

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<sup>36</sup> ICRW (2011) Understanding and Measuring Women's Economic Empowerment Definition, Framework and Indicators

## **Providing GESI capacity support for staff and implementing partners**

Capacity support initiatives that are tailored and practical and address GESI needs identified by staff and partners. This will include;

- Assessment of GESI staff and partner capacity needs. This will be captured in a capacity development plan that is updated, reviewed and reported on regularly by the Gender specialists.
- Trial of tools to implement GESI within activities and tools to measure women's empowerment within the Program sectors, including scoping of Women's Empowerment Agricultural Index (WEAI) and other tools that are showing promise as international good practice
- Implementation of strategies to manage potential risks and harm to women, girls, boys and men. Consciously mitigate for the potential of violence and backlash when challenging gender norms.
- Development and management of the contracts for GESI service provision and partnerships e.g. empowerment training modules to accompany technical skills training or development of modules for 'Extended family unit decision'.
- Development of a Gender SBCC Strategy that guides the messages and strategies for integrating GESI into the Program.
- Management of support to international and national gender events that are perceived to support TOMAK's mandate e.g. Rural Women's Day event
- Engaging in partnerships with women's organisations & GESI networks

TOMAK is committed to ensuring women's organisations are increasingly engaged, informed and able to represent women's needs and aspirations in the sectors of food security, nutrition and market system development. TOMAK will support women's organisations to increase their leadership and participation in strategic decision-making fora in TOMAK sectors. Women's organisations will be contracted as strategic implementing partners within the Program sectors and geographic areas to provide specific GESI services such as in gender training, analysis, group facilitation and development of guidelines.

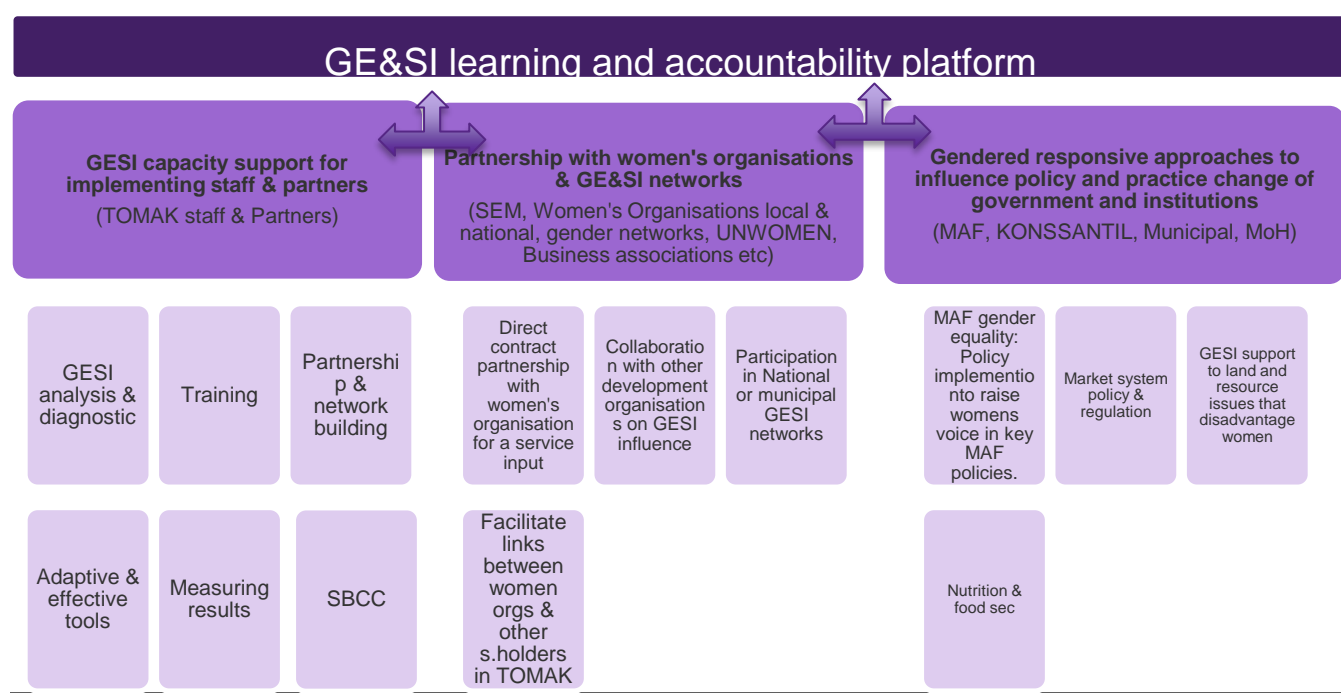
TOMAK aims to link Program GESI analysis and Program outcomes to broader gender and development networks and vice-versa. The Gender Specialists will participate in key national or municipal level working groups, including: the National Gender Advocacy Network (convened by Secretariat of State for the Socio-Economic Support of Women (SEM) & The Alola Foundation); the DFAT Gender Network; and the MAF Gender Focal Point network). As a member of these networks TOMAK will lead on actions on as requested. It will also form close links with ASI's specialist internal WEE Advisers within the Inclusive Growth Advisory Team to draw on, and to contribute to, learnings and best practices from/to similar programs across the world.

In order to contribute to better results for gender equality and women's empowerment, TOMAK will leverage program resources and analysis by working closely with other organisations and projects such as MDF, PHD, PNDS, UNWomen, TAF, G4G, Alola and Avansa. TOMAK will lead on actions as requested.

## **Supporting gender responsive approaches to influence policy and practice of government and other institutions**

These efforts will be limited to GESI issues identified as being central to TOMAK's main outcome areas. Key target institutions will include MAF and SEM. Key policy areas that may require explicit GESI input include livestock, land access, food security and nutrition, agricultural extension, and market regulation. Tailored gender support may also be required to support the implementation of existing policy frameworks.





**Figure 8 Schematic representation of the GESI implementation arrangements**

### 6.3.2. Food security and nutrition

In addition to routine implementation of the specific GESI-related activities described in Section 4 for the Food Security and Nutrition Component, the following activities will be prioritised:

- **Research and further analysis:** to help inform ongoing activity designs and approaches: (i) further develop understanding of the link between food resource decision-making and family conflict; (ii) explore labour-saving devices that could potentially help women reduce their domestic or productive workload; (ii) review how current NSA approaches are meeting the needs of women and other vulnerable groups, and look at ways to further improve outcomes.
- **Implementing partner support:** (i) support GESI to be integrated into implementing partner activity proposals; (ii) undertake gender appraisal of successful partners; (iii) address implementing partners GESI capacity development needs; (iv) identify and support a women's organisation to be involved in the development of a 'family decision-making' curriculum to be trialled alongside NSA activities and (v) manage partnership, or components of the partnership with women's organisations, such as OHM, Alola & Hafoti.
- **Strategic support for government partners:** (i) support MAF to integrate gender equality in key policies; (ii) design and take forward action on GESI issues resulting from the extension worker capacity assessment; (iii) link NSA women's groups supported by SEM to TOMAK NSA activities; (iv) work strategically with UNWOMEN to promote the implementation of the MAF gender equality policy and make recommendations for further investment in support of women farmers; (iv) provide technical support as required to support GESI issues within the Food Security and Nutrition networks including KONSSANTIL, President's Nutrition Awards (Women's groups) and the Development Partner Nutrition Working Group.
- **Status raising and collective action:** (i) build on the President's Nutrition Awards women's network in TOMAK's municipalities. Understand what they have achieved and highlight these achievements, using this as a model to motivate others; (ii) support women-led NSA activities and bring women involved in NSA together for leadership support; (iii) support women's organisations and food security and nutrition implementing partners to collaborate on implementation or national advocacy work.
- **SBCC:** Promote uptake of key GESI findings in the development of food security and nutrition SBCC strategy. Review approaches to capturing and measuring GESI behavioural changes in the sector.

- **Social inclusion:** Manage implementation of the DFAT's NSA disability grant activity, ensuring that results from this are transferred into TOMAK's approaches as relevant.

### 6.3.3. Market system development

In addition to routine implementation of specific GESI-related activities described in Section 5 for the Market System Development Component, the following activities will also be prioritised:

- **Research and further analysis:** (i) integrate GESI in all new value chain and market system assessments; (ii) document land utilisation and protection models negotiated by women and other vulnerable groups; (iii) Assess Municipal market places to gauge their potential to improve trade linkages integrate GESI components into the assessment of marketplaces in the Municipalities
- **Implementing partner support:** (i) support GESI to be integrated into implementing partner activity proposals; (ii) undertake gender appraisal of successful partners; (iii) address implementing partners GESI capacity development needs and (iv) manage partnership, or components of the partnership with women's organisations, such as OHM, Alola & Hafoti.
- **Strategic support for other partners:** i) support MAF to integrate gender equality in key policies; (ii) design and take forward action on GESI issues resulting from the extension worker capacity assessment; (iii) work strategically with UNWomen to promote the implementation of the MAF gender equality policy and make recommendations for further investment in support of women farmers; (iv) support women's associations and networks involved in the market system.
- **Status raising and collective action:** (i) contribute to initiatives that raise the visibility of women producers, traders, producers especially in women-led value chains and market system development. Showcase these, and bring women involved in the activities together for leadership support; (ii) bring together organisations supporting women farmers and processing groups to share market information, explore challenges and develop market linkages; (iii) provide support to women in public marketplaces to increase health and safety conditions as well as women's voice and leadership within the marketplace management.
- **SBCC:** Promote uptake of key GESI findings in the development of any market system SBCC activities, particularly related to raising women's visibility, roles and responsibilities and control over productive resources and income. Review approaches to capturing and measuring GESI behavioural changes in the sector.

## 7. Geographic focus, phasing and targeting

### 7.1. Target municipalities

TOMAK's target area as identified in the IDD is the 'Inland Irrigated Watershed Zone' (IIWZ), comprising 86<sup>37</sup> mid-altitude suku located mainly in the Maliana Basin; the Eastern mountain regions; and the elevated areas of Oecussi. Seventy-eight of these suku (92 per cent) are concentrated in five municipalities: Bobonaro, Baucau, Viqueque, Lautem, Manatuto and Oecussi. It is recommended that TOMAK's target area should be restricted to those municipalities with the highest concentration of target suku i.e. Bobonaro, Baucau, Viqueque, Lautem, Manatuto and Oecussi.

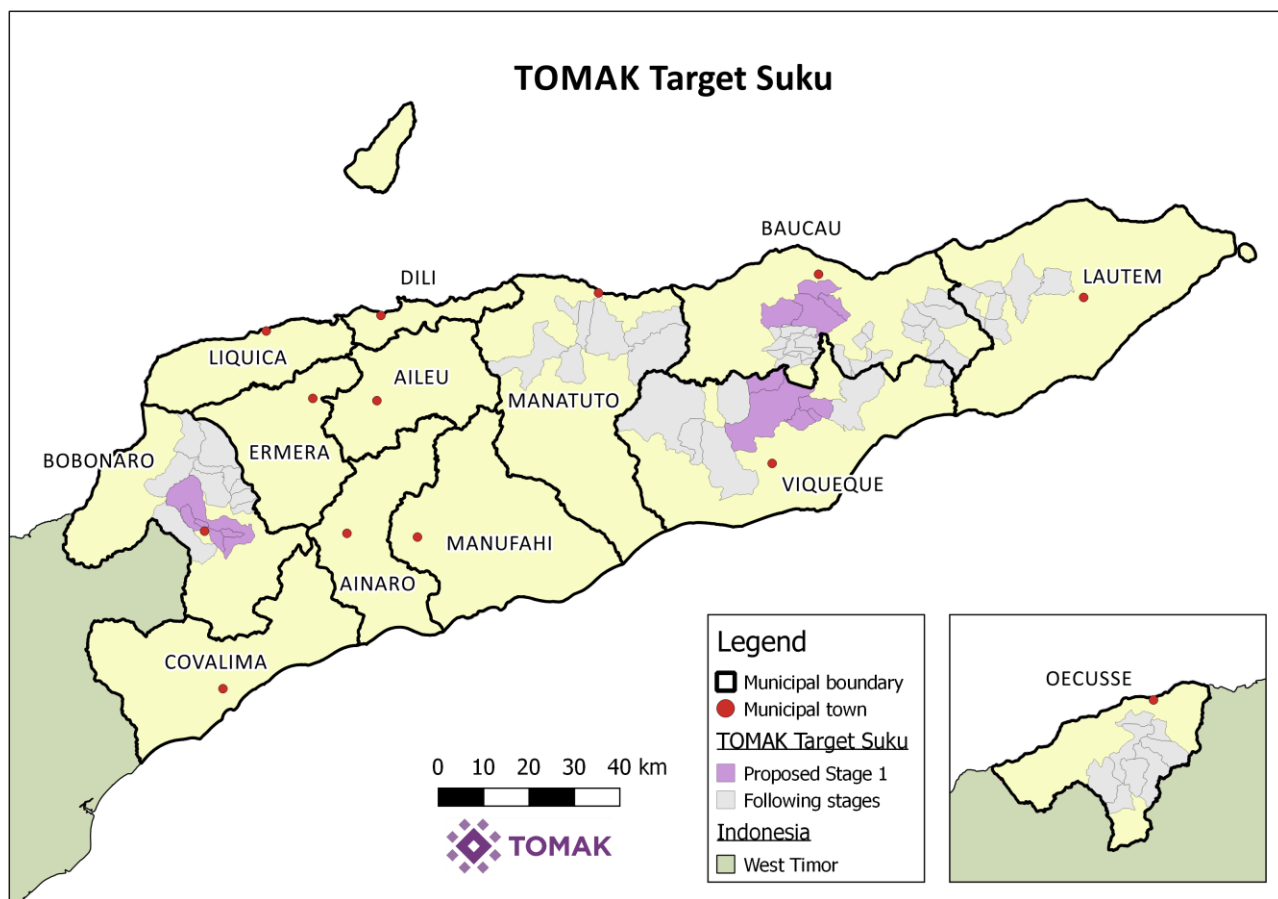


Figure 9: TOMAK target suku

### 7.2. Target suku

IIWZ suku were identified for the IDD on the basis of being inland (i.e. no coastal boundary), and where >35% of households have access to irrigation, where it would initially be easier to improve food security and increase agricultural incomes. TOMAK will not be working *only* with irrigated production systems. Many households will be dependent on rainfed upland, or have access to both irrigated land and upland areas. TOMAK will work with both irrigated and upland (rainfed) farming systems. In general, these suku tend to be mid-altitude, and in theory have reasonably similar agro-ecological conditions and reasonably good agricultural potential. Irrigated rice production is significant, but farmers also have a wide diversity of other crops and livestock.

<sup>37</sup> Recorded as 82 in the IDD, but 86 were identified in the original analysis conducted for the design process.

The original IDD analysis was based on a desktop assessment carried out by SoL using 2010 census data as a 'starting point' for determining where TOMAK should work. There are a number of additional criteria that also need to be taken into account when deciding where TOMAK should work, including:

- Population and population distribution – it is questionable whether it would be worth allocating resources, at least initially, to suku with very low (or excessively dispersed) populations;
- The enthusiasm of suku and Administrative Post officials to become involve; and,
- Security status – some suku remain too risky to work in for security reasons.

Taking these additional criteria into account, a preliminary reassessment of possible target suku has been carried out together with Municipal Administration officials. This has slightly reduced the number of possible target suku from 78 to 68 (see Appendix 1). These 68 suku comprise 15.4% of all suku in Timor-Leste, 13% of the national population, and 20.5% of FHH respectively. FHH comprise 16.9% of total target households. (Table 7).

In terms of the distribution of the target population between municipalities, Baucau, Bobonaro, Oecussi, and Viqueque account for a combined total of almost 87%; Manatuto and Lautem for the remaining 13%.

**Table 7: Demographic information for target suku, by Municipality**

Municipality	Initial IDD target suku			Revised target suku				% of total pop'n
	No. Suku	No. HH	Pop'n	No. Suku	No. HH	No. FHH	Pop'n	
Baucau	34	10,483	50,930	22	8,629	1,547	45,471	29.6%
Bobonaro	13	5,225	29,804	13	5,647	858	33,183	21.6%
Lautem	6	1,378	6,568	6	1,518	313	8,130	5.3%
Manatuto	7	1,256	6,411	7	2,097	401	11,975	7.8%
Oecussi	8	5,786	26,431	8	6,332	931	30,341	19.7%
Viqueque	10	3,393	17,510	12	4,964	875	24,567	16.0%
<b>TOTAL TOMAK area</b>	78	27,521	137,672	68	29,187	4,925	153,667	100.0%
<b>Total national</b>				442	204,597	32,341	1,183,643	
<b>% of total National</b>				15.4%	14.3%	20.5%	13.0%	

Source: 2010 Census for IDD target suku; 2015 Census data for revised target suku.

This revised list of 68 suku provides a useful starting point, but there are various other considerations that suggest some degree of flexibility in how it is applied would be sensible. These include:

- Communities sometimes own and work land spread across several suku<sup>38</sup>. Given that livelihood systems are inherently interconnected, it would be an artificial separation to work with a community on improving livelihoods based around land it owns in one area but not the other.
- Value chains and market systems extend across suku boundaries. With the wide range of constraints TOMAK is likely to face in relation to gaining commercial scale and momentum in developing selected value chains, having selected a particular value chain it would be sensible to work in whatever suku are best aligned with that value chain in terms of land resources, current farming practices, market linkages and

<sup>38</sup>For example, communities in Bobonaro often have access to irrigated land in suku within the Maliana 1 or 2 irrigation areas, and rainfed upland in another suku.

desire to be involved. TOMAK needs to adopt a value chain-centric approach, rather than suku-centric approach.

- Work by TOMAK to improve the policy/ regulatory environment, and to develop cross-cutting market systems such as input supply and financial services, will potentially benefit a far wider audience than just the IIWZ suku.
- Delivery of government services is based on a Municipality→ Administrative Post→ suku organisational hierarchy. This is likely to become more accentuated as the decentralisation process unfolds. It would be sensible for TOMAK to align with this system of administrative organisation as far as possible, and (for at least some activities) to be implementing in reasonably contiguous blocks of suku within an Administrative Post.
- The SBCC activities that will be supported by TOMAK to influence household behaviour towards improved nutritional practice will, in many cases, utilise communication approaches that will cut across suku boundaries.
- Many organisations that will partner with TOMAK will be working in suku that are both within and outside the defined IIWZ suku. If TOMAK is partnering with a particular organisation, it would be sensible to retain sufficient flexibility to work in those suku where they already have a presence.

For these reasons it is recommended that the suku identified in Appendix 1 be regarded as the primary target area, recognising that it will be necessary (and in some cases desirable) for activities to extend to suku not included on this primary list. This is particularly the case for market system development activities.

## 7.3. Phasing

### 7.3.1. Phasing of municipalities

It is recommended that TOMAK initially focus operations in Baucau, Viqueque and Bobonaro Municipalities, allowing management structures and processes to be bedded-in, working relationships with key implementing partners developed, and a portfolio of activities developed.

If the proposal to establish a strategic long-term partnership in each municipality for NSA and SBCC activities with suitable organisations<sup>39</sup> that already have a strong presence in the area functions well (see Section 4.4), Oecussi could be phased in with relatively little effort from late 2017/ early 2018<sup>40</sup>, subject to funding availability, despite the fact that it presents its own unique operational issues due to location. Consideration would be given to further expanding operations in the east to include Lautem and Manatuto from 2018, subject to progress achieved in Bacau and Viqueque between now and then.

The Program would continue operations in all six municipalities through to the end of Phase 1 (mid 2021) (Table 8), with a progressive widening of scope to include additional market system, NSA and SBCC activities. Subject to results, the focus of Phase 2 could transition from the IIWZ to the high altitude upland livelihood zone, and/or the southern rainfed areas.

**Table 8: Proposed phasing of municipalities**

Municipality	Proposed phasing				
	2016/17	2017/18	2018/19	2019/20	2020/21
Baucau					
Viqueque					

<sup>39</sup> Most likely an INGO supported by their local NGO networks.

<sup>40</sup> This is consistent with the Contract which indicates that consideration should be given to bringing Oecussi into the Program sometime after mid-2017, subject to confirmation by DFAT.

Bobonaro					
Oecussi					
Lautem					
Manatuto					

### 7.3.2. Phasing of suku

It would be neither possible (from a logistical viewpoint) nor desirable (from an intervention/ model development viewpoint) to commence activities in all target suku simultaneously. On the basis of preliminary discussions with municipal authorities, 'nodes' where development could start in early 2017 have been tentatively identified as follows:

- Bobonaro: Four suku comprising the Maliana I irrigation scheme.
- Bacau: Seven suku comprising the Baucau Administrative Post.
- Viqueque: Five suku comprising the Ossu Administrative Post.

These 'nodes' could then be used as training/ demonstration sites for progressive expansion of activities to other suku.

Realistically, a minimum 3-year period of support will be required in any suku to effect lasting change. This means that new suku should not be brought on-stream later than Year 3 (2018/19), unless there is already a strong indication from DFAT that TOMAK will be extended to a second Phase.

Indicative phasing of suku by year is shown in Table 9.

**Table 9: Indicative phasing of suku (new suku entering program each year)**

Municipality	Indicative phasing of suku					
	2016/17	2017/18	2018/19	2019/20	2020/21	TOTAL
Baucau	7	8	7			22
Viqueque	5	7				12
Bobonaro	4	4	5			13
Oecussi		8				8
Lautem			6			6
Manatuto			7			7
<b>TOTAL (incremental)</b>	16	27	25			68
<b>TOTAL (cumulative)</b>	16	43	68	68	68	

## 7.4. Target group and targeting

As described in Section 4.2, 65-75% of rural households are subsistence or aspiring commercial, with households moving between these two categories as their circumstances vary. These two groups comprise the primary target groups for TOMAK, while rural entrepreneurs will be important implementing partners in the development of target value chains and market systems. Food security and nutrition-related activities will be targeted to all three categories of household, but particularly towards subsistence and aspiring commercial. Economic development activities will be targeted more towards aspiring commercial households and rural entrepreneurs.



Within these broad target groups, there are several subgroups that are of particular interest as follows:

- Women of reproductive age (WRA) and children under five years will be the core target group in terms of assessing the impact of food security and nutrition-related activities. While these activities will be targeted to the whole household, particular emphasis will be placed on ensuring that they are designed and delivered in such a way that WRA and children are primary beneficiaries. Women are also likely to play a key role in TOMAK's attempts to change individual and household behaviours related to nutrition.
- Women will be particular targets for inclusion in market system development activities. Emphasis will be placed on identifying opportunities that can improve women's economic empowerment, and ensuring that all market system development activities are implemented in a manner that promotes gender equality.
- Rural youth will be actively targeted to help counter present trends of rural out-migration. In particular, efforts will be made to include this group in income generation and market system development activities.
- Given the high levels of stunting in Timor-Leste caused by malnutrition, and the highly probable links between malnutrition and cognitive impairment, TOMAK, through its core focus on improving food security and nutrition has a fundamental role in preventing disability. Beyond this, the Program will work with key disabled groups to ensure that they have reasonable access to economic development and NSA activities, and that SBCC materials and programs are designed taking into account their special needs.

Specific targeting mechanisms that may be adopted include:

- Promoting self-formed, common-interest groups at community-level as a focus for TOMAK-supported activities. These could include, for example, farmer groups with an interest in particular agricultural activities; women's groups involved in NSA activities; mother and child groups involved in nutrition training activities; and youth groups involved in income generation activities.
- Working with suku officials and other relevant CSOs to identify prospective group members, taking into account TOMAK's target group, and making sure these households are provided with the opportunity to become involved.
- Ensuring that information on Program objectives and activities, and how interested individuals can become involved, is publicly available within target suku and aldeia.
- Ensuring activity designs reflect the needs and character of the target group, both in terms of scope and scale.
- Ensuring activities are implemented in such a way that they are accessible to the majority of group members.
- Promoting group leaders that are representative of the target group, and investing in the development of these leaders, particularly women.
- Ensuring representatives of key target groups are adequately represented in program coordination fora and implementation management structures at community level and above.

## **7.5. Alignment of food security/nutrition activities and market system activities**

To maximise potential synergies (and to simplify implementation management), Component 1 and 2 activities will be implemented in the same suku and in parallel, to the maximum extent possible. In general, TOMAK's food security and nutrition-related activities are likely to be relevant to all communities and most households in TOMAK's primary target area. There are few suku where basic food security and/or nutritional status are not significant issues, although there will be some variation between suku in the proportion of households affected.

Market system development activities are likely to be far more target-specific, both at household and community level. At household level, some households will simply not be ready to engage in market-related production. At community level, some of the suku within TOMAK's primary target areas will have few



immediate options for market system development, for reasons that might include natural resource limitations or remoteness.

The roll-out of activities in a particular area will therefore be governed by the following general rules:

- Component 1 activities (food security and nutrition) will be supported in all primary target suku, and will provide a logical entry point for initial engagement with most communities. Basic market orientation training/activities will also be provided to encourage/ prepare subsistence farmers to engage in market opportunities and value chain activities
- Market system development activities will be promoted in a subset of these suku, selected on the basis of readiness to engage in market production (in terms of sufficient households having met basic food security requirements), and having the natural resources and interest to do so.
- However, as noted earlier market system development activities will not be restricted to these suku alone. Where additional suku are included that are *not* included on the primary target list, food security and nutrition-related activities (and particularly SBCC activities) will also be implemented alongside the market system development activities, providing the basis for a coordinated approach to ensure that improved incomes also result in better nutrition.

## 8. Related Projects and NGOs

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There are various projects and NGOs either currently or potentially working in TOMAK's target geographic areas and/ or engaged in activities that are directly relevant to TOMAK's main thematic areas. TOMAK will coordinate and in some cases directly partner with these projects and NGOs in order to build on the current extensive knowledge base, prevent duplication, and maximise synergies.

### 8.1. Australian-funded

**Seeds of Life (SoL; 2000-2016; AUD32.5 million):** SoL was the Australian Government's major investment in the rural sector prior to TOMAK. Key outcomes that are directly relevant to TOMAK include the evaluation and release of 19 improved crop varieties (including maize, rice, sweet potato, peanuts, mung bean, red bean, cassava); formation of >1,000 community seed groups, providing an immediate entry point for TOMAK in some suku for productivity improvement activities; and, establishment 69 Commercial Seed Groups (of which 44 have developed 'savings and loan' activities), providing an entry point for commercial market system-related activities in some suku.

**Market Development Facility (MDF; Phase I 2011-2017; AUD45.6 million):** Agribusiness (processing and rural distribution) is one of the two sectors where MDF is currently operating in Timor-Leste, with seven current partnerships, and one completed partnership. The TOMAK design calls for MDF to support cross-cutting and higher-level market system development activities in support of TOMAK's value chain development initiatives.

**HAMUTUK Nutrition Program (2015-2019, AUD3 million):** Part of the *HAMUTUK* initiative involves the establishment of 'sentinel' sukus where multi-sectoral programming (including agriculture and food security activities) are being implemented. Where these suku fall within the TOMAK target areas, TOMAK will prioritise these for the roll-out of its NSA and SBCC activities. In addition, TOMAK (through Mercy Corps) is a partner of the broader *HAMUTUK* program in order to share learnings across multisector nutrition programmes.

**The Partnership for Human Development (PHD):** is designed to deliver Australia's support for human development in Timor-Leste by providing an overarching program coordinating assistance in education, nutrition, health, water, disability, social protection and gender. For TOMAK, there will be considerable alignment with the nutrition component of PHD and the need to ensure coordination of nutrition messaging as well as coordination and learnings around gender equality interventions.

**The President's Nutrition Awards Program (2014-2019, AUD0.3 million/year):** The suku and women's groups awarded or shortlisted for these awards will provide excellent focal points for TOMAK's food security and nutrition activities in these areas.

**Agricultural Innovations for Communities for Intensified and Sustainable Farming Systems in Timor-Leste (AI-COM; ACIAR; 2017-2021; AUD3.9 million):** This project will undertake research to underpin opportunities for farmers to re-focus from subsistence into income-generating farming. Two broad opportunities identified for productive research are: (i) cropping intensification to produce much needed legumes and grain for an emerging stock and food processing industry; and (ii) production of selected non-timber tree products (tree legume fodder and their companion sandalwood) to diversify farm income and also act as a buffer to climate variability. TOMAK provides a vehicle for scaling up outcomes from this adaptive research project.

**Smallholder Cattle Enterprise Development in Timor-Leste (*Redi Komodi*; ACIAR; 2016-2021; AUD4.2 million):** The new project is designed to provide proof-of-concept that commercially-oriented smallholder cattle production and marketing is viable in Timor-Leste. Again, TOMAK provides a vehicle for scaling up outcomes from this adaptive research project.

**National Program for Village Development Support (PNDS; GoTL funded with Australian TA support; 2012-2020; USD294 million):** PNDS is a government-funded program with national coverage. Consideration is being given to expanding the scope of PNDS to also fund community-level economic/ livelihood development activities. Potential links with TOMAK include: (i) supporting the PNDS planning process to identify the need

for community facilities that are relevant to the value chains and market systems being supported by TOMAK; (ii) building on investments already made (e.g. in small-scale irrigation); (iii) providing input to PNDS' options menu, helping to tailor the menu to local needs and development opportunities; (iv) supporting improved linkage of the municipal Agricultural Service into the PNDS process, from SEO level up to district director; and (v) if the scope of activities funded by PNDS is broadened to also include support for economic/ livelihood development activities, there is potential for TOMAK to form a close working relationship with PNDS in communities where TOMAK is working – to help define, then implement, these livelihood activities, to the extent that they align with TOMAK development priorities.

**Roads for Development** (R4D; 2012-2016; Phase 1 USD30 million): Expected physical outputs from the combined Government of Timor-Leste (GoTL) and Australian funding for Phase 1 include the rehabilitation of 450km of rural roads and construction of 40km of new roads, along with streamlined planning, budgeting and management systems. Approval of a follow-on 4-year Phase 2 is pending. While it is unlikely that TOMAK will be able to influence R4D road construction/ rehabilitation priorities in the short-term, being aware of what these priorities are will facilitate phasing of TOMAK's market system development activities. In the longer-term, once TOMAK is successful in developing nodes of commercial agriculture, it may be possible to influence road priorities by working together with the *Chefe de Suku* and Municipal Administrators.

## 8.2. Other projects

**AVANSA Agrikultura Project** (2014-2019; USD19.2 million; USAID): Building on the work of the predecessor the *Developing Agricultural Communities Project*, the major focus of AVANSA is on strengthening the horticulture value chain in five municipalities, one of which (Bobonaro) is in common with TOMAK. TOMAK provides a vehicle for replication of the intensive vegetable (and potentially spice) production models being developed by AVANSA, in areas covered by TOMAK but not by AVANSA. There is also a range of approaches being trailed by AVANSA that are likely be highly relevant to TOMAK, including organisation and training of farmer groups; introduction of labour saving devices (such as mechanised planters and weeders); drip irrigation and mulching techniques; and broader market system development (including contract farming arrangements). There is also the opportunity to work together on agricultural policy development.

**FAO Conservation Agriculture Project** (2013-19; USD7.7 million; funding from USAID, IBSA, FAO and EU): This project aims to promote sustainable intensification and diversification of smallholder farming and fishing systems in seven municipalities, one of which (Manufahi) is in common with TOMAK. Particular emphasis is placed on adjustment of cropping systems and fisheries management towards conservation agriculture, permaculture and integrated fisheries techniques. Conservation agriculture approaches being promoted under the project are focussed mainly on upland (rainfed) maize production, and involve techniques including minimum or zero tillage, inter-planting with legumes, mulching of crop residues, and use of improved varieties. Early results are showing significant yield improvements (60 per cent plus), decreased labour requirements (40-50 per cent), and reduced cash inputs. These approaches could be replicated in TOMAK target areas as a basic food security/ NSA activity.

**Sustainable Agricultural Productivity Improvement Project** (SAPIP; 2017-2022; USD21 million; World Bank-funded, MAF-administered): Major components include: (i) integrated watershed agricultural development planning; (ii) smallholder organisation, advisory support and training; (iii) support to farmer groups, for production, storage and processing activities, and for small-scale works related to improve watershed management such as water harvesting and erosion control; and (iv) strengthening of MAF systems and capacity in relation to agricultural policy, programming, coordination, adaptive research, and M&E. SAPIP will be implemented in four major watersheds, with considerable cross-over with TOMAK's target municipalities. SAPIP provides an important mechanism for scale-out by MAF of models developed under TOMAK.

**Partnership for Sustainable Agro-forestry** (PSAF; 2017-2021; EUR30.5 million total; EU & GIZ-funded): The objectives of this program are to: (i) develop sustainable, market-oriented, and competitive agroforestry systems in order to increase employment and incomes in rural areas; and (ii) to implement a capacity building and labour-based program to rehabilitate and maintain rural roads so as to improve access to the agroforestry areas. PSAF will be implemented initially in around 40 suku in Baucau, Viqueque, Manatuto and Lautem, with significant cross-over with TOMAK's target area. The design of PSAF anticipates a strong partnership with

TOMAK in two areas: addressing nutrition issues in target communities; and linking farmers with markets and cross-cutting market systems. PSAF would have a less direct linkage with TOMAK in relation to its second objective (rural roads maintenance), although given the strong match between target areas TOMAK communities would benefit from any rural road rehabilitation supported by PSAF.

**Partnership for Aquaculture Development (PAD; 2014-2018; NZD5.1 million; NZ-funded):** The objective of PAD is to assist MAF's National Directorate for Fisheries and Aquaculture (NDFA) to deliver priority projects identified in the Implementation Plan. The program is being implemented by MAF, with support from NZ's National Institute of Water and Atmospheric Research and WorldFish (under the CGIAR network). If TOMAK becomes involved in aquaculture (probably initially as an FSN activity but potentially as an income-generating activity), there is good potential for TOMAK to build on the work of this program.

### 8.3. Key NGOs

A range of international and national NGOs is already working at community level in TOMAK's target area, many with highly relevant projects. Development efforts tend to be weighed more towards household food security and nutrition activities than to developing commercial agriculture, but with some notable exceptions. Some of these NGOs are likely to become key implementing partners for TOMAK. Relevant projects are summarised below for the main INGOs. In most cases these are being implemented with and through local NGO partners, and in some cases consortia arrangements with other INGOs.

#### Mercy Corps

Mercy Corps has been working in Timor-Leste since 2007, with programs being implemented across all municipalities except Oecussi. Programs of direct relevance to TOMAK include:

- *Combatting Malnutrition and Poverty through Aquaculture in Timor-Leste (COMPAC-TL; 2014-2016; USD2.1m; Govt of Norway-funded):* Mercy Corps is consortium lead of COMPAC-TL with WorldFish and HIVOS key implementing partners, with support from MAF, and NIWA. The main program goal is to decrease malnutrition and poverty in Timor-Leste by: (i) promoting and improving inland fish farming and integrated agri-aquaculture systems); and (ii) enhancing dietary diversity and increasing incomes. The program has involved promoting market-focused interventions with nutrition programming, specifically targeting behavioural change at the household level around dietary practices.
- *Effective Seed Storage Program (ESS; 2011-2017; USD4.8; USAID-funded):* Mercy Corps is consortium lead of ESS with CRS and multiple local implementing partners. Originally with the objective of improving food security by improving quality and reducing loss of home-stored seeds (mainly maize, rice and bean seed), the program has expanded to include climate and gender-smart gardening (keyhole gardens) as well as access to financial services (through village 'savings & loan' groups<sup>41</sup>).
- *Managing Risk through Economic Development (MRED ; 2012-2019; USD 9.1 million; privately funded):* This program aims to enable 20,000 vulnerable smallholder farming households across 35 communities in Ainaro, Ermera and Dili build resilience to the adverse effects of climate change and natural hazards. The program targets the following food and market systems: bananas, legumes (red beans, mung beans, and peanuts), and financial services.
- *Farm input supply project (Loja Agrikultura; 2013-2015; USD0.25 million; ILO-funded):* This program involved strengthening private sector capacity to supply farm inputs, including basic agricultural inputs and livestock remedies. Eight kiosks have been established in four districts and connected to input suppliers in Dili. Training was also provided for retailers and village animal health agents (*Agente Pecuaria Suku*) in product use and safe-handling procedures.
- *Sustainable Crop Production, Utilisation, and Resource Management through Capacity Enhancement (SECURE; 2009-2013; EURO 1.3m; EU-funded):* This program involved improving food security, incomes and dietary diversification for vulnerable households by improving access to better farming knowledge, production inputs of diversified food and cash crops (maize, rice, coffee, vegetables and inland fish),

<sup>41</sup> Using either the Mercy Corps VSLA approach, or CRS's SILC approach, depending on location.

effective storage systems, financial services, and markets. The program also provided capacity building to the target families on food utilisation and household resource management. In close collaboration with relevant government agencies, especially MAF extension agents, the program targeted 11 villages in Manufahi and Ainaro district.

- *Conservation Agriculture Project (2013-2017; USD0.35 million; FAO/USAID-funded)*: This project is funded under the FAO CA project (see above). It has involved promoting CA practices (minimum till, intercropping, rotation and mulching), in 5 suku in Manufahi. Around 800 farmers have been trained.

Mercy Corps also has significant projects promoting improved clean cook stoves, and affordable solar technologies.

### **Catholic Relief Services**

CRS has been working in Timor-Leste since 1979, with a major focus in Bacau, Viqueque and Lautem. It currently has three major projects of particular relevance to TOMAK:

- *The Community Driven Nutrition Improvement Program (CDNIP; 2014-2018; USD2.85 million; JICA-funded)*: This project aims to improve nutrition practices of households with children under the age of two years and pregnant and lactating women. This is done through the care group model, delivering nutrition messaging and associated training, coupled with NSA interventions to communities. Major activities include preparation of Community Action Plans; appointment and training of Community Nutrition Facilitators and Coordinators; development of key nutrition messages and messaging materials, including barrier analysis; identification of eligible female beneficiaries and formation into groups; training of groups on key nutrition messages and NSA approaches; provision of production support for orange-flesh sweet potato varieties; promotion of vegetable gardening; support for poultry vaccination campaigns; plus a small pilot aquaculture activity. CDNIP is being implemented in 49 suku (all aldeia) in Bacau and Viqueque, with a considerable cross-over with proposed TOMAK suku.
- *Effective Seed Storage Program (ESS; 2011-2017; USD4.8; USAID-funded)*: CRS is implementing this program in consortium with Mercy Corps (see above for description). It is responsible for most of the program components in Baucau, Viqueque and Lautem.
- *Increasing REsilience to Mitigate the ImACT of Climate Change (REACT; 2016-2019; privately funded)*: REACT is part of a global project called the Prepared and Resilient (PAR) program. PAR supports key community-led integrated Disaster Risk Reduction (DRR)/resilience projects which: (i) increase disaster preparedness at the household and community levels; and (ii) strengthen the resilience of livelihoods and productive assets to promote long-term disaster risk reduction in the target communities. REACT also aims to link farmers to local markets and strengthen their skills in basic agro-enterprise. This project targets 240 vulnerable HHs and 480 farmers in 2 Sub-districts and 14 villages in Viqueque District of Timor-Leste.

### **Oxfam**

Oxfam has been working in Timor-Leste for 40 years, with a major focus in Oecussi and Covalima. Major thematic areas include humanitarian preparedness, land and inclusive development, and strengthening community livelihoods. It currently has one major project of relevance to TOMAK:

- *Strengthening Community Livelihoods in Timor-Leste (Haforsa; 2016-2020; USD7.0 million; ANCP, MFAT and Oxfam-funded)*: This project builds on Oxfam's predecessor Community-led Rural Development Project. Overall, the current emphasis is more on food security and income generation, less on nutrition-specific activities (although Oxfam has previously implemented major nutrition programs (EU-funded Cope for Life for example)). Haforsa is being implemented in 20 suku in Oecussi and Covalima, with current involvement of around 6,000 households. Oxfam recently completed a supply chain assessment for Oecusse and Covalima. Target value chains include red beans, shallots, mung bean and candle nut. Implementation is through 12 local partners.

### **World Vision**

World Vision has been in Timor-Leste since 1995. The current major thematic focus is area development, with a geographic focus in Baucau, Bobonaro, Covalima, and Aileu. Sectoral focus includes health; education; climate change and agriculture; community economic development; and gender.

## **Program Guiding Strategy**

World Vision is currently implementing a broad range of programs, with current total funding of USD4-5 million per annum. Major funding sources include ANCP, the New Zealand Government, and the Japanese, Korean and German Governments. In general, World Vision places less emphasis on working with local NGOs compared with the other INGOs, although there are reasonably strong links with government.

Programs that are particularly relevant for TOMAK include:

- *Maternal and child health and nutrition.* This includes formation of Mothers Clubs as a conduit for training and SBCC activities, and establishment of home gardens. In recent years World Vision has implemented seven separate multi-year projects in Bacau, Bobonaro and Aileu with a strong maternal and child health and nutrition focus, with total funding of USD9.8 million.
- *Enhancing community resilience and productivity.* This includes provision of support to farmers to increase production of staple food crops and improve seed and grain storage; development of savings groups; value chain development; and promotion of climate change adaptation strategies including farmer-managed natural regeneration and agroforestry. Recent projects in this category include: (i) the Community Economic Development Project in Baucau (2012-2017; USD1.8 million; ANCP-funded); and (ii) the Food Security and Economic Development Project in Bobonaro (2013-2016; USD1.1 million; MFAT-funded). Target value chains have included vegetables, soybeans, shallots and mung bean.
- *Water sanitation and hygiene.* This includes development of improved water supply facilities, and promotion of community-led public hygiene and sanitation approaches.
- *Gender-based violence.* This includes implementation of the 'Channels of Hope' model to explore the power relationships that lead to gender discrimination and then provides training for community members, leaders and service providers.



## 9. Program Management Strategy

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### 9.1. Governance arrangements

#### 9.1.1. DFAT, Dili

TOMAK is managed on behalf of DFAT by the Australian Embassy (Dili) Rural Development Team. Particularly close communications will be maintained with the Counsellor for Development – Governance and Economics, the Second Secretary (DFAT's designated Program Manager for TOMAK), and the Senior Coordinator (Rural Development)<sup>42</sup>. In addition to this primary governance relationship, the Program will maintain close communications with:

- the Human Development Team (related to linkages with the Partnership for Human Development Program); and,
- various thematic Advisers-at-Post, including the nutrition, gender, disability and M&E advisers.

#### 9.1.2. Monitoring and Review Group

The TOMAK Monitoring and Review Group (MRG) provides: (i) a flexible and on-going advisory service both for the TOMAK team and for DFAT in its management of TOMAK; and (ii) a periodic review function. This Group comprises a Rural Livelihoods Adviser, a Market Systems Development/MRM Specialist, and a Nutrition Sensitive Agriculture Specialist. It will visit the Program up to two times per year to provide technical guidance, review operations and results, appraise key program deliverables, study emerging themes or risks, comment on stakeholder relationships, and provide advice to DFAT on the contractor's performance, contractual compliance and financial management against the program budget and TOMAK's strategic priorities. The MRG reports directly to the Counsellor for Development (Governance and Economics) at the Australian Embassy in Dili. TOMAK regards the MRG as a strategic external resource that can add considerable value to the quality of program delivery.

#### 9.1.3. M&E House

The 'M&E House' is an independently contracted program reporting to DFAT Dili, responsible for: (i) providing higher-level guidance for development of TOMAK's Results Measurement Framework (RMF) and MRM Plan RM; (ii) overseeing and supporting implementation of these systems including analysis and upwards reporting of outcome-level indicators to DFAT; and (iii) facilitation of twice-yearly 'performance dialogues' between DFAT, TOMAK and other stakeholders. The M&E House is due to mobilise in January 2017. Working with TOMAK to help guide establishment of its Results Measurement Framework and MRM Plan will be an immediate priority. As with the MRG, TOMAK regards the M&E House as a strategic external resource that can add value to the quality of program delivery.

### 9.2. Coordination

#### 9.2.1. Summary of implementation arrangements

##### Central Government

Key functions of central government will be in relation to supporting alignment of TOMAK plans with national policy/ planning processes; development of a supportive policy/ regulatory environment; provision of core government support services related to the Program; development of training and ICE materials and ensuring that these align with national standards where required; provision of training services; provision of R&D

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<sup>42</sup> Currently Daniel Woods (Counsellor Development – Governance & Economics); Paul Regnault (Second Sec Rural Development); Erkulanu de Sousa (Senior Coordinator Rural Development); and Heather Grieve (Senior Nutrition Specialist).

services; and higher-level M&E functions. The main national-level government organisations TOMAK will need to work with include MAF, MoH, IADE and SEM. To underpin the working relationship with these agencies, TOMAK will develop, with DFAT's assistance, implementation agreements with each organisation setting out roles, responsibilities and areas for cooperation. It is likely to be important that some form of agreement is also developed with relevant Municipal Administrations.

### ***Ministry of Agriculture and Fisheries***

Relevant national directorates/ divisions/ institutes include: Livestock and Veterinary; Agriculture, Horticulture and Extension; Fisheries; Statistics, Research, and Geographical Information; Agribusiness; and, Policy and Planning.

### ***Ministry of Health***

Relevant national directorates/ divisions/ institutes include: Nutrition; Health Promotion; and the Institute of National Health<sup>43</sup>.

### ***MECAE/ MCIE***

Relevant national directorates/ divisions/ institutes include: the Institute for Business Support.

### ***Secretariat of State for the Socio-Economic Support of Women***

### **Sub-national Government**

At municipal-level, the Program will need to develop a particularly close working relationship with the Municipal Administration, the Agricultural Service, the Health Service, IADE, SEM and with the staff of these organisations extending from municipal-level down to Administrative Post and suku levels. Key functions of these services related to TOMAK will include alignment of TOMAK with municipal plans and development priorities; delivery of core government support services related to the Program; delivery of extension/ training programs; and support for M&E functions.

Under the decentralisation agenda, Municipal Directors no longer report directly to their Ministries at national level, but to and through the Municipal Administrators. The intent of national government to strengthen the Municipal Administration's planning and coordination roles is apparent, and as noted previously TOMAK will therefore include the Municipal Administrators in key communication flows and work through the local planning/ coordination processes that may develop at this level.

### **Decentralisation: a work in progress**

Reflecting the current decentralisation agenda, TOMAK's design envisaged that the Municipal Administrations would play a lead role in the planning, management and monitoring of TOMAK activities. However, decentralisation remains a work in progress<sup>44</sup>, with lack of clarity as to exactly what it will mean in terms of changed structures, roles, and responsibilities. This lack of clarity, combined with vested interests in maintaining the *status quo*, is leading to a degree of tension between Municipal Administrations and municipal line agencies, and between Municipal Administrations and Ministries at national-level. TOMAK will move carefully and diplomatically as the process unfolds so as to preserve present (and build future) relationships.

Until such time as decentralisation is more clearly defined and developed, TOMAK will work directly with the various line agencies operating in the municipalities. At the same time, it will ensure that the Municipal Administrations are kept fully informed of program activities and progress. Appointing the Municipal Administrators as chairs of the Municipal Liaison Committees (MLCs – see below) will go some way towards achieving this.

Once the structures and processes of decentralisation are better established, and accepted, there is an opportunity for TOMAK to work closely with the Municipal Administrations in setting priorities and developing implementation plans, progressively working towards integration of TOMAK programming and municipality programming. The same applies for integration/ alignment of coordination processes and monitoring

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<sup>43</sup> *Instituto Nacional de Saude de Timor Leste*

<sup>44</sup> The official handover of first-stage functions from took place on 20 Sept 2016. These appear to be limited to coordination functions, with limited delegation of financial processes and budget occurring to date.

functions. The ultimate goal is to achieve sufficient integration of processes so that local government allocates budget to support implementation of TOMAK activities. However, this is likely to be some way off yet. Working within municipal-level planning, coordination and monitoring processes would also help build local capacity for decentralised management, although it needs to be emphasised that this is not a standalone objective for TOMAK.

### **Private sector**

TOMAK will partner directly with selected agribusinesses to catalyse the development of market systems. This forms a core part of the programs guiding principles and approach to sustainability. These partnerships will potentially span a range of market functions, including input supply (physical and financial), product accumulation and transport, wholesale market development, retail market development, processing etc. TOMAK's support to individual agribusinesses will be crafted to support skills development, introduce new technology and practices, and strengthen market linkages. Partnership agreements will be developed to govern relationships, and clearly specify roles and responsibilities, including cost-sharing and exit points.

### **NGOs**

As noted above, a wide range of international and national NGOs are already working at community level in TOMAK's target area, many with relevant and high quality field programs. Some of these NGOs will also become key delivery implementing partners. Robust coordination between TOMAK and the NGO community will be essential for synergies to be maximised and duplication avoided.

Some of these NGOs will also become key delivery partners directly contracted by TOMAK. Specific partnership opportunities are likely to fall into one of the following general categories:

- ASI already has a high-level strategic partnership with Mercy Corps for the delivery of TOMAK, with particular focus on supporting the development and implementation of NSA approaches. It is proposed that the relationship with Mercy Corps be structured as a 'Learning and Development Platform' for NSA and SBCC activities across the Program.
- Strategic long-term partnerships may be established with selected NGOs in each municipality (most likely INGOs supported by their local NGO networks) for the delivery of NSA and community-level SBCC activities.
- In addition to these longer-term strategic partnerships for delivery of community-level NSA and SBCC activities, it is anticipated that TOMAK will also partner with a range of organisations for more specialised, generally shorter-duration activities across both components of the Program.

## **9.2.2. Formal coordination mechanisms**

Establishing and maintaining effective coordination and communication across this broad range of partners will be supported through two program-specific coordination fora to be established at national and sub-national levels respectively; through routine participation in a number of existing coordination fora; and through routine and on-going communication with key stakeholders at an operational level. These arrangements are further outlined below.

### **TOMAK Reference Group**

The TOMAK Reference Group (TRG) is designed to be the key formal coordination mechanism at national level. It will meet approximately six-monthly, with a primary focus on linkages, leverage, coordination, consultation and information-sharing between key national stakeholders. Membership will be restricted to about 15-20 people, drawn from organisations whose portfolios/ responsibilities strongly link with TOMAK. Key members are likely to include:

- Relevant MAF and MoH Directors at national level.
- The head of KONSSANTIL's National Secretariat.
- The SEM National Director.
- The IADE National Director.

- DFAT development staff (and MRG members if in-country).
- Representatives of major NGOs partners working directly with TOMAK (which will include Mercy Corps and possibly CRS, World Vision, and Oxfam).
- Key TOMAK staff.
- Representatives of key 'sister' projects e.g. MDF and PHD.

Engagement with national stakeholders beyond the core group will occur through ongoing networking, and through the Program's various communication tools (e.g. website, newsletters, social media, events and *ad hoc* engagements).

### **Municipal Liaison Committees**

A Municipal Liaison Committee (MLC) will be established in each municipality, comprising a broad group of stakeholders involved directly in the implementation of TOMAK. The MLCs will meet approximately every quarter to discuss plans, resourcing, activities, timeframes, and targeting. They will serve as a forum through which local stakeholders can link, leverage, coordinate, consult, and share information. In forming the MLCs, TOMAK will adapt to, and align with, whatever local mechanisms might already be in place.

As appropriate, membership of the MLCs will include:

- The Municipal Administrator (chair).
- The Municipal Director of Agriculture.
- The Municipal Director of Health/Nutrition.
- The Municipal Director of SEM.
- The Municipal Director of IADE.
- The head of KONSSANTIL's Municipal Secretariat.
- Selected sub district staff.
- Key private sector partners working directly with the program in the Municipality.
- Key lead NGOs working directly with the program in the Municipality.
- The TOMAK Regional Manager.
- As appropriate, representatives from 'sister' projects working in the Municipality.

### **KONSSANTIL**

KONSSANTIL (the National Council for Food Security, Sovereignty and Nutrition in Timor-Leste) is a cross-Ministry coordination forum that has recently been established at national and municipal levels, with a core mandate in relation to improving food security and nutrition. TOMAK will need to establish strong coordination with this group particularly concerning the Program's food security and nutrition-related activities. This engagement will be effected in the first instance through representation of KONSSANTIL on the TRG and MLCs, but the dialogue will probably need to be deeper than this through regular, on-going consultation with the KONSSANTIL Secretariat, particularly at municipal level. Note that KONSSANTIL is still in the early stages of development, with highly variable functionality between different municipalities.

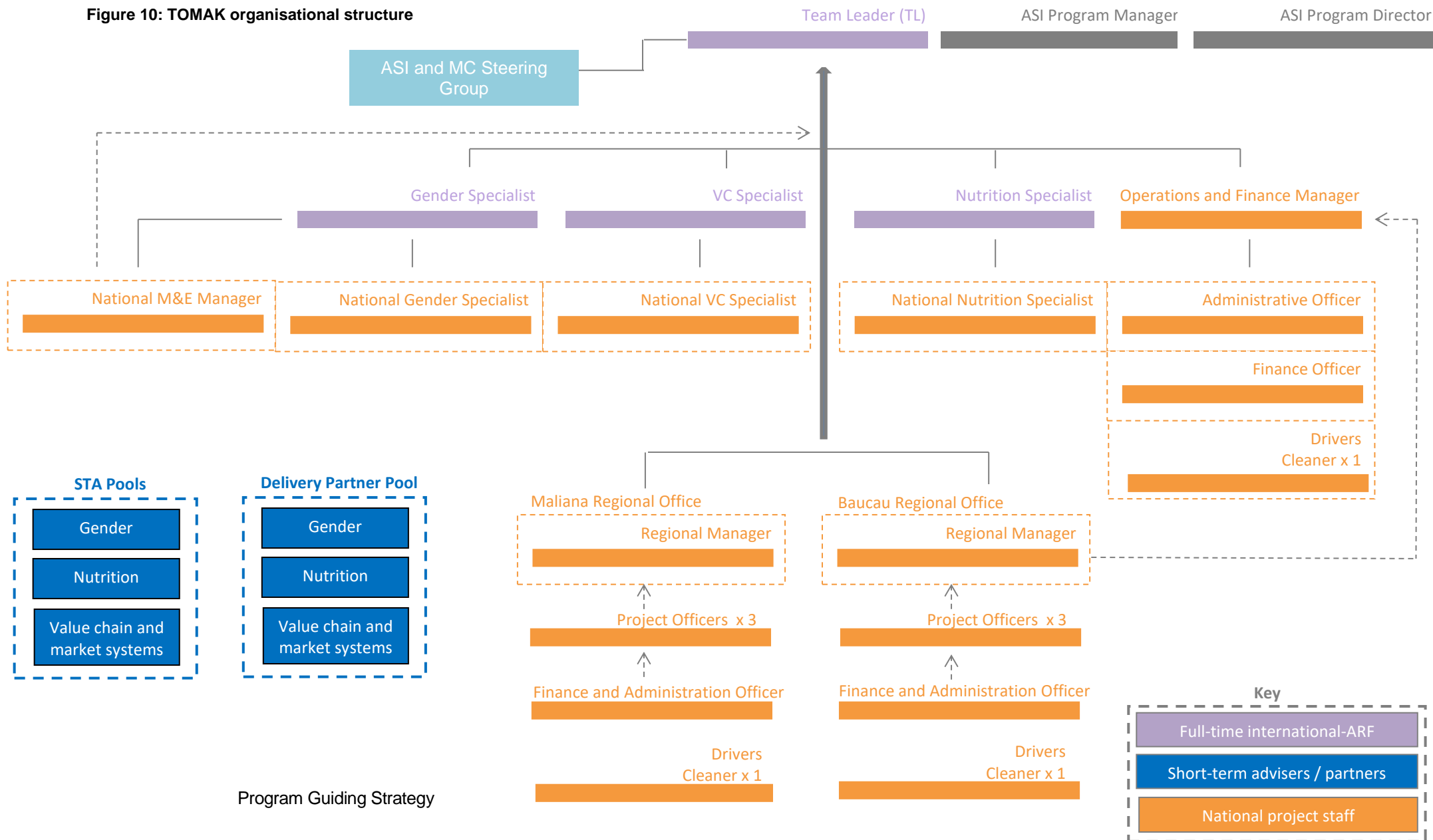
### **Development Partner working groups at national level**

There are a number of thematically organised working groups sponsored by the main development partners operating at national level, including the Agriculture Working Group and the Nutrition Working Group. These provide TOMAK with an important additional mechanism for routine communication and coordination with the broader donor community regarding program activities, and for coordinating activities with those of other donors. TOMAK staff are already routinely participating in these groups as a matter of course.

### 9.3. Management structure

TOMAK's management structure is outlined in Figure 10, and further detailed below with respect to key functions at various operating levels.

**Figure 10: TOMAK organisational structure**



### 9.3.1. National Program Office roles

A National Program Office (NPO) has been established in Dili, located inside the MAF compound. Overarching functions of the NPO include:

- Day-to-day management of the Program on behalf of ASI.
- Developing and maintaining a strong relationship with relevant DFAT Teams in Dili.
- Establishing strong, productive relationships with relevant national stakeholders, including government agencies (particularly MAF, MoH, IADE and SEM), other projects and programs, donor organisations, NGOs and the private sector.
- Establishing and supporting operation of the TOMAK Reference Group as the national coordination mechanism for the program.
- Leading the strategic direction of the program to ensure that it meets objectives and outcomes.
- Providing technical leadership across the two main components of the program i.e. food security and nutrition, and market system development.
- Providing technical leadership on gender equity, WEE and inclusive development, and ensuring that these areas are mainstreamed across the two main components.
- Identifying activities to be financed through the Flexible Fund, then negotiating and managing implementation agreements with selected implementing partners.
- Oversighting the role of the Regional Program Offices (RPOs) in managing and monitoring the implementation of activities.
- Ensuring the development of strong technical and project management capacity within the TOMAK national team at both NPO and RPO level
- Ensuring activities are appropriately coordinated/linked with other relevant development activities.
- Identifying the need for and mobilising STA in support of activity implementation.
- Establishing an effective M&E system for the program, in coordination with the M&E House and supporting the TOMAK team and implementation partners to undertake effective monitoring to improve programming and outcomes.
- Identifying and managing risk across the program, ensuring DFAT is kept informed of critical emerging issues.
- Providing management and operational support to the RPOs.
- Ensuring that cross-cutting OH&S, anti-fraud, child protection and environmental issues are addressed across all activities.
- Ensuring that the Program builds a strong reputation in Timor-Leste, and that DFAT ownership is visible and acknowledged.
- Managing the in-country partnership between Mercy Corps and ASI.
- Delivery of Milestones in accordance with ASI's Contract with DFAT, and ensuring that these documents are produced to a consistently high standard.

### 9.3.2. Regional Program Office roles

Under the Contract, RPOs were provided for in Baucau and Bobonaro Municipalities only. These are in the process of being established. TOMAK needs however to have a physical presence in all Municipalities where it is working to be effective – to establish credibility, build local relationships, and enable sufficient day-to-day oversight of program activities. This local presence becomes even more important in the context of the current decentralisation agenda. A sub-office, under the Baucau RPO, in Viqueque is also under consideration.



Consideration will need to be given to adding additional RPOs (or sub-RPO's) later in the Program as additional municipalities are added into the Program.

Overarching functions of the RPOs include:

- Day-to-day management of the Program at sub-national on behalf of the NPO.
- Establishing strong, productive working relationships with relevant stakeholders at sub-national level, including government agencies (particularly the Municipal Administration, the Agricultural Service, the Health Service, IADE and SEM), other projects and programs, donor organisations, NGOs and the private sector. Particular emphasis is placed on relationships with delivery partners.
- Establishing and supporting operation of the Municipal Liaison Committees as sub-national coordination mechanisms for the Program.
- Ensuring that the Program builds a strong reputation and visible presence at sub-national level.
- Working with the NPO to identify potential activities to be funded from the Flexible Fund, along with potential delivery partners.
- Development of TOMAK specific technical knowledge and skills to effectively support partnerships
- Supervising and supporting the implementation of activities being funded through partnership agreements.
- Ensuring activities are appropriately coordinated/linked with other relevant development activities.
- Supporting the field operations of NPO staff and TOMAK STAs mobilised to assist with activity implementation.
- Undertaking M&E tasks and engaging with the program's M&E system, in line with NPO requirements.
- Contributing to the development of Annual Plans and Progress Reports.
- Systematically identifying emerging risks, and ensuring the NPO is kept informed of emerging issues.
- Managing any capacity-building support that is provided to implementing partners at sub-national level.
- Ensuring that cross-cutting OH&S, anti-fraud, child protection and environmental issues are addressed in all project activities.

## 9.4. Key management systems

Program management systems are detailed in the TOMAK *Operations and Finance Manual*. The discussion in this section focuses in on the key elements involved in managing engagement with partners, the annual plan preparation process, implementation management and M&E.

### 9.4.1. Grants management

TOMAK is not a 'direct delivery' model. It is designed to work with and through implementing partners including government, private sector, NGO's and CSO's. It will support selected partners to implement activities that align with TOMAK's core focus areas through mechanisms including collaborative dialogue, MoU's, grants, and subcontracts.

During the Inception Phase, concurrent with in-depth research to better understand the most appropriate approaches to trigger change, TOMAK has sought to identify relevant implementing partners. Agreements will set out the relative contribution of both partners to the relationship, with TOMAK's contribution supplementing what is already committed by the partner. The partnership with TOMAK will allow partners to expand and enhance their engagement. In the case of government partners this may be through the development of improved processes and capacity. For the private sector it may be through co-funding that reduces the investment risk in situations where the business case is compromised by inexperienced suppliers or other market failure. For civil society and NGOs it may be through improving their reach and engagement within the target communities.

TOMAK will work with implementing partners to assess their capacity, address gaps through training and resourcing, and improve the sustainability of their relationships with local communities. It is critical for TOMAK's success that government partners are better able to plan, resource, deliver and assess their services to local communities. Similarly, committed local civil society and NGO organisations must be strengthened in order to maintain their roles in the long term. Finally, TOMAK (and MDF) will work with private sector partners to ensure they develop solid business cases that enable them to continue to function sustainably. Underlying the engagement with all partners, TOMAK is intended to play a significant value-add role in relation to the development and testing of new ideas and approaches, and ensuring that the learning from these is shared across the broader delivery platform and donor environment. It is not just a funding mechanism.

All major partnerships, especially those that involve grants to NGO and private sector partners, will be underpinned with formal partnership agreements that set out the roles and responsibilities of the respective partners. Grants will be established and managed in line with requirements as defined in the TOMAK *Grants Administration Manual* (in draft). This manual is intended to provide a 'go to' reference for TOMAK managers and potential partners. It includes a brief outline of TOMAK and potential areas for partnership, along with information on notification, application and screening processes; planning and approval processes; financial management/ accountability processes; and M&E. Grant Agreement templates are also included.

TOMAK will present the findings from its Inception Phase research related to NSA and SBCC along with key elements of the Guiding Program Strategy as it relates to Component 1, at a stakeholder workshop towards the end of the first quarter of 2017. This will provide the opportunity for the Program to seek feedback on its approach from potential NGO partners, and to provide details on upcoming grant rounds to ensure all potential partners are sufficiently informed of, and sensitised to, the procurement process.

RfPs will be made for the initial grants for the delivery of NSA and SBCC activities in Maliana, Bobonaro and Viqueque Municipalities in the second quarter of 2017, with the aim of having NGO partners selected and contracted by the end of June 2017. Grants will be multi-year to ensure partners can take a long-term approach to sustainable delivery. A core package of activities will be identified (and approaches suggested) in the RfP, in line with TOMAK's over-riding strategy and Theory of Change. However, flexibility will be retained in the grant agreements to ensure that activities and approaches can respond to emerging needs, opportunities and lessons learned; and can also be tailored to reflect the implementing partners own expertise and experience. These grants will be awarded through an open and transparent procurement process to ensure the presentation of the most innovative and competitive approaches by interested parties, together with ensuring value-for-money for DFAT. The process will be equally open to consortiums and individual NGOs alike.

In addition to the municipality-specific grant rounds, NGO partners may also be sought through subsequent rounds to deliver various cross-cutting activities, where this is required. Anticipating that many of these secondary grants will be for fairly specialised services, it is more likely that at least some of them will be awarded on a non-competitive basis.

TOMAK will also partner directly with selected agribusinesses to catalyse the development of target market systems. Partnership agreements will be tailored to the specific situation to govern relationships that are reciprocal. Co-funding will be premised on cost sharing designed to reduce investment risk and promote trial of new practices. Underpinning the selection of private sector partners will be a good understanding of their willingness and ability to change or take on new functions in the market system. The kind of support given to a partner will also depend on their limitations, capacity and motivation. Private sector partners will be progressively identified over the next few years in relation to target market systems. Further discussion is required however to firm-up specific agreements. It is anticipated that initial private sector agreements could be made in the first half of 2017.

For all major government-related activities that are supported by TOMAK, activity-specific agreements/MOUs will be established that clearly define roles and responsibilities, and respective contributions.

### 9.4.2. Workplans and financing

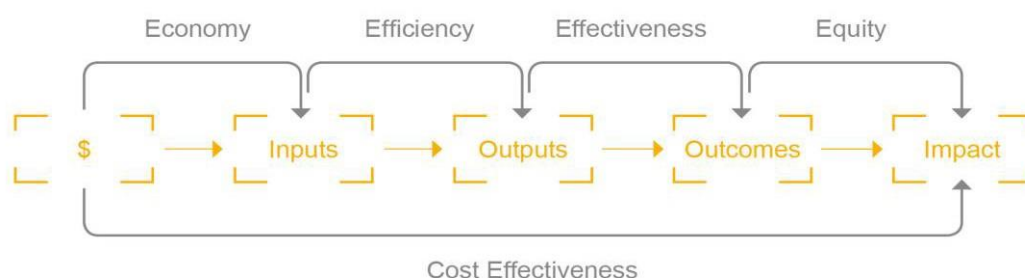
Annual workplans will be developed by the TOMAK National Program Office covering the July-June fiscal year. Preparation of these workplans will follow review of any current multi-year grants, carried out together with the grant recipients, to identify the need for any refinement in scope for the following year. These continuing grants will be consolidated together with any anticipated new grants or subcontracted activities to produce a consolidated workplan specifying outputs, activities and inputs for the following year. This will be submitted to DFAT for approval by the end of May each year.

An innovative feature of TOMAK's delivery strategy is the use of a 'Flexible Fund' to finance a range of activities and partner organisations in support of program implementation. The concept has been developed, tested, improved and rolled-out on a number of large, long-term ASI projects around the world in which a flexible and adaptive approach is required.

### 9.4.3. Value-for-money

Achieving Value for Money (VfM) is a critical aspect of ASI's management of TOMAK. TOMAK's VfM framework will be developed taking into account the 'four Es' (Figure 11):

- Maximising **economy** (procurement, financial management, fiduciary risk management, economies of scale).
- Maximising **efficiency** (strong program management, human resource management, and partnership management processes).
- Maximising **effectiveness** (strong analysis processes, clear theory of change, risk management strategy, program quality review and governance, and clear Monitoring and Results Measurement processes).
- Maximising **equity** (with a particular focus on gender equality and WEE).



**Figure 11: 4E Framework**

To operationalise the VfM framework during the first half of 2017, TOMAK will mobilise a VfM Adviser and produce a VfM framework that sets out performance targets, monitoring processes and reporting procedures (integrated with TOMAK's existing reporting requirements), to be finalised by end of the first quarter in 2017. This will also include allocation of responsibilities for VfM tasks to specific team members.

### 9.4.4. Monitoring and Results Measurement

The purpose of MRM is to foster learning and improvement, inform management decision-making and create accountability. Developing an MRM system requires:

1. An MRM framework that clarifies:
  - Accountability relationships.
  - Orientation with respect to direct attribution vs. contribution.
  - Information needs (questions that must be answered to meet internal information needs and those of key stakeholders).
  - A balance between monitoring and evaluation appropriate to the context.

- Program logic or a good theory or model of how the program is intended to work and what it is intended to achieve.
- The logic, theory or model helps to identify, clarify and prioritise information needs.
  1. Tools and resourcing for data collection, management and analysis.
  2. A strategy for the dissemination and use of the information and learning.
  3. Careful consideration of context, priorities and pragmatics, including availability of human and financial resources and capabilities and the motivation and commitment required to launch and sustain the effort.
  4. A plan for operationalisation that includes allocation of sufficient resources, along with capacity development of program staff that have MMR responsibilities

Following the finalisation of this PGS, TOMAK will move into the development of its overall Results Framework and Monitoring and Results Measurement (MRM) Plan. TOMAK will work closely with the M&E House due to commence in January 2017 in Timor-Leste to develop these components. TOMAK understands that the role of the M&E House is to provide higher-level guidance for development of TOMAK's M&E systems, and to then oversight and support the implementation of these systems including analysis and upwards reporting of outcome-level indicators to DFAT, and facilitation of twice-yearly performance dialogues between DFAT, TOMAK and other stakeholders. Implementation of the MRM Plan will remain the responsibility of TOMAK.

In its Inception Plan TOMAK previously noted the dependency between the finalisation of this Guiding Program Strategy and the mobilisation of the M&E House to complete the Results Framework and MRM Plan, which impacts the original contract delivery dates for these outputs. Considering the mobilisation of key staff for the M&E House in late January 2017, TOMAK anticipates this initial planning work to be completed in February.

To support the initial process, TOMAK has reviewed and adapted the IDD ToC to build on learnings from the Inception Phase research. TOMAK has also prepared an MRM Concept Note to document key underpinning principles, and the proposed approach and resourcing for the TOMAK MRM system. This will be provided to DFAT and the M&E House in January to support initial discussions.

Underpinning principles that will guide the development of TOMAKs MRM system include:

- **Systemic change:** TOMAK will place a systemic 'lens' on its impact logic for the program as a whole to achieve scaled, sustainable changes in TOMAKs target communities. As a result, monitoring efforts will focus on changes in market systems and systems surrounding NSA/SBCC, as well as the ultimate impact for beneficiaries.
- **Gender equality and women's economic empowerment:** TOMAK is embedding gender equality throughout the ToC and will measure gendered outcomes wherever possible, using innovative approaches to measure women's economic, agricultural and nutrition empowerment.
- **Monitoring complexity:** The innovative nature of TOMAK and its mandate to test approaches in dynamic and changeable contexts will require effective, timely and useful monitoring to support measurement and reporting of outcomes, adaptive management and the development of a learning culture within the team.
- **Lean monitoring:** TOMAK will ensure there is sufficient, credible information for the purposes of monitoring and assessing progress for management decision-making while maintaining a practical and pragmatic use of resources and time.

TOMAK's MRM system will be developed in line with the OECD Development Assistance Committee evaluation criteria, the Donor Committee for Enterprise Development Standard and DFAT's corporate M&E standards.

ASI will propose an MRM resourcing structure to allow for the effective implementation of monitoring and results measurement, with a costed submission to be provided to DFAT in December 2016. MRM resourcing is likely to include:

- TOMAK program staff inputs, including the locally M&E Manager in the NPO. Key roles will be to supervise the collection, collation, reporting and analysis of M&E data in line with the RMF and Monitoring and Evaluation Plan; MRM tasks embedded with technical specialists; three Project Officers located in each of the RPOs, part of whose role will be to supervise collection by delivery partners of M&E data during the implementation phase, supported by the M&E Manager and contribute to the MRM system with discrete data collection and analysis activities.
- Short-term MRM technical inputs from the M&E Adviser (an ASI permanent staff member) to support design of the M&E system, compile the MRM Manual, provide quality control of MRM processes, and to support analysis and reporting functions<sup>45</sup>. Inputs for the Inception Phase (across two visits) will correspond with design of the RMF and MRM Plan in collaboration with the M&E House; followed by design, implementation and reporting of the baseline survey and development of the MRM Manual and tools.
- Short-term evaluation specialist inputs to underpin methodological rigour and quality of evaluation-level tasks, as needed.
- Research resources including short-term national enumerators and research company inputs, where appropriate and particularly for monitoring activities at outcome level
- Limited IT and MIS inputs to support the development of efficient systems to capture and analyse data, as well as to develop the team's capacity to undertake this work internally

TOMAK recommends drawing on the MRG for specific technical inputs to the development of the MRM system.

#### 9.4.5. Risk management

The overarching objectives of risk management are:

- To pro-actively identify and manage various classes of implementation risk (i.e. management, intervention and development risk) that might adversely affect the attainment of program outcomes.
- To protect the health and safety (H&S) of Program personnel.

Managing H&S risk is detailed in the TOMAK *Security Plan* and will also be captured in the *H&S Plan* once finalised.

Implementation risk will be managed through the Risk Management Plan (RMP), which is designed to identify, measure, plan and control for key implementation risks. Key steps of the process include:

- Developing the initial RMP.
- Systematically identifying emerging risks and appropriate mitigation strategies, in collaboration with DFAT and other stakeholders, on an on-going basis.
- Routinely monitoring all levels of risk and implementing appropriate responses.
- Regularly reporting risk status and possible consequences to DFAT and other key stakeholders on a regular basis.
- Taking action, where necessary and possible, to avoid, reduce or mitigate risks.

The initial RMP for TOMAK was presented in the TOMAK *Inception Plan*. This will be updated in the first Annual Plan (2017-18). Key implementation risks and corresponding mitigation strategies are based on the IDD and the ASI proposal, supplemented with country experience gained by the Core Team over the first few months of implementation. Emphasis is placed on risks that management has some direct capacity to manage (i.e. internal to the project environment).

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<sup>45</sup> Subject to DFAT approval.

#### 9.4.6. Communications

ASI is committed to actively managing communications as an integral part of achieving the goals and objectives of the Program. The aim is to create an environment of trust and understanding between key stakeholders, providing a solid foundation for joint and cooperative effort. ASI also appreciates DFAT's desire for TOMAK to contribute to its broader public diplomacy agenda.

Effective management of TOMAK's communications will be particularly challenging for a number of reasons:

- The Program spans multiple geographic locations and offices.
- While there is a mix of international and national staff in the NPO, the RPOs will be staffed solely by nationals. This potentially makes communication within and between staff at the various levels challenging.
- The Program will be working with and through a broad range of partners for field delivery of activities, including government agencies, NGOs, and the private sector. Ongoing management of productive working relationships with these partners, based on good communication, will be essential.
- The broader donor community in Timor-Leste has a diverse portfolio of past and on-going activities, many of which are directly relevant to TOMAK. Coordinating with these broader development efforts is important to maximise synergies.
- Given Timor-Leste's state of development, what TOMAK is trying to achieve will be challenging and will demand continuous adaptive learning. Good communications is an essential part of this.
- The geographic areas where TOMAK will be working are in many cases remote, with poor access and communications infrastructure.

These points serve to emphasise the need for robust communication processes.

TOMAK's *Stakeholder Communications Plan* (draft) identifies the Program's stakeholder community (internal and external) at national and sub-national levels, specific communication responsibilities for key positions, and the various internal and public communication methods and tools that will be applied to ensure ongoing engagement, consultation, communication and information exchange. The Plan provides an important foundation for successful implementation of the Program. Given the reasonably complex political, institutional and development environment within which TOMAK is operating, it needs to be regarded as a living document and will be revised at least annually.

The inclusion of an international Communications Specialist is also under consideration. If approved, this Specialist would take the leading role in implementing the above Strategy.



# Appendices

## Appendix 1: Basic data for primary target suku

Timor-Leste			Population					Private Households			Other Households	
Municipality												
	Administrative Post		Total	Male	Female	Sex Ratio	Area (Sq. km)	Density	Total	Male Headed		Female Headed
		Suco										
(1)			(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)

<b>TOMAK focus area</b>	<b>153,667</b>	<b>77,244</b>	<b>76,423</b>	<b>607</b>	<b>2,631</b>	<b>380</b>	<b>29,187</b>	<b>24,262</b>	<b>4,925</b>	<b>130</b>
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<b>BAUCAU</b>	<b>45,471</b>	<b>22,906</b>	<b>22,565</b>	<b>101.51</b>	<b>441.49</b>	<b>103.0</b>	<b>8,629</b>	<b>7,082</b>	<b>1,547</b>	<b>30</b>
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Baguia	5,479	2,762	2,717	101.66	83.47	65.6	1,122	925	197	1
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Defawasi	1,012	477	535	89.16	19.05	53.1	205	165	40	-
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Larisula	1,190	605	585	103.42	31.96	37.2	250	201	49	1
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Lavateri	1,455	742	713	104.07	20.28	71.7	309	259	50	-
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Samalari	1,822	938	884	106.11	12.17	149.7	358	300	58	-
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Baucau	15,770	8,076	7,694	104.96	140.56	112.2	2,824	2,402	422	-
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Buibau	5,838	2,903	2,935	98.91	24.44	238.9	952	802	150	-
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Gariuai	4,962	2,653	2,309	114.90	58.41	85.0	899	774	125	-
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Samalari	1,499	757	742	102.02	26.78	56.0	319	274	45	-
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Uailili	3,471	1,763	1,708	103.22	30.93	112.2	654	552	102	-
Laga	4,366	2,175	2,191	99.27	54.49	80.1	913	715	198	-
Atelari	1,616	815	801	101.75	30.72	52.6	313	249	64	-
Sagadate	2,750	1,360	1,390	97.84	23.77	115.7	600	466	134	-
Quelicalai	6,237	3,125	3,112	100.42	54.94	113.5	1,393	1,053	340	-
Abo	524	274	250	109.60	6.71	78.0	131	109	22	-
Baguia	1,456	745	711	104.78	6.00	242.5	287	224	63	-
Laisorolai De Cima	1,306	636	670	94.93	7.48	174.7	357	249	108	-
Lelalai	809	394	415	94.94	22.05	36.7	185	134	51	-
Letemumo	1,379	672	707	95.05	6.21	222.2	265	204	61	-
Maluro	763	404	359	112.53	6.49	117.7	168	133	35	-
Venilale	13,619	6,768	6,851	98.79	108.04	126.1	2,377	1,987	390	29
Bado-Ho'o	2,664	1,383	1,281	107.96	33.02	80.7	506	438	68	-
Baha Mori	1,762	865	897	96.43	21.71	81.2	328	279	49	1
Uailaha	2,643	1,266	1,377	91.94	11.99	220.5	446	389	57	-
Uatu Haco	2,729	1,305	1,424	91.64	23.81	114.6	436	363	73	26
Uma Ana Ico	1,294	663	631	105.07	8.44	153.4	229	165	64	1
Uma Ana Ulo	2,527	1,286	1,241	103.63	9.08	278.3	432	353	79	1

<b>BOBONARO</b>	<b>33,183</b>	<b>16,724</b>	<b>16,459</b>	<b>101.61</b>	<b>460.29</b>	<b>72.1</b>	<b>5,647</b>	<b>4,789</b>	<b>858</b>	<b>95</b>
Atabae	3,902	1,950	1,952	99.90	88.34	44.2	678	586	92	1
Atabae	1,679	871	808	107.80	37.74	44.5	302	264	38	-
Hataz	2,223	1,079	1,144	94.32	50.60	43.9	376	322	54	1
Cailaco	7,613	3,814	3,799	100.39	173.84	43.8	1,361	1,158	203	1
Atudara	1,543	772	771	100.13	27.49	56.1	284	231	53	-
Dau Udo	500	264	236	111.86	8.95	55.9	94	87	7	-
Goulolo	1,149	581	568	102.29	15.74	73.0	223	179	44	-
Guenu Lai	472	226	246	91.87	11.42	41.3	81	65	16	-
Meligo	3,018	1,499	1,519	98.68	42.82	70.5	511	444	67	-
Purugua	931	472	459	102.83	67.42	13.8	168	152	16	1
Maliana	21,668	10,960	10,708	102.35	198.11	109.4	3,608	3,045	563	93
Lahomea	4,604	2,274	2,330	97.60	12.45	369.7	762	625	137	15
Odomau	4,501	2,260	2,241	100.85	14.41	312.5	729	625	104	12
Raifun	1,623	809	814	99.39	10.86	149.5	256	218	38	-
Ritabou	6,617	3,416	3,201	106.72	88.61	74.7	1,048	903	145	57
Tapo/Memo	4,323	2,201	2,122	103.72	71.78	60.2	813	674	139	9
<b>LAUTEM</b>	<b>8,130</b>	<b>4,050</b>	<b>4,080</b>	<b>99.26</b>	<b>190.20</b>	<b>42.7</b>	<b>1,518</b>	<b>1,205</b>	<b>313</b>	<b>-</b>

Lautém	1,951	940	1,011	92.98	65.37	29.8	401	295	106	-
Maina 2	1,951	940	1,011	92.98	65.37	29.8	401	295	106	-
Lospalos	1,933	992	941	105.42	39.55	48.9	328	262	66	-
Home	1,933	992	941	105.42	39.55	48.9	328	262	66	-
Luro	4,246	2,118	2,128	99.53	85.27	49.8	789	648	141	-
Afabubu	439	206	233	88.41	15.61	28.1	78	63	15	-
Baricafa	1,013	504	509	99.02	21.44	47.3	190	159	31	-
Cotamutu	1,983	986	997	98.90	14.54	136.3	346	290	56	-
Wairoque	811	422	389	108.48	33.69	24.1	175	136	39	-
<b>MANATUTO</b>	<b>11,975</b>	<b>6,163</b>	<b>5,812</b>	<b>106.04</b>	<b>495.49</b>	<b>24.2</b>	<b>2,097</b>	<b>1,696</b>	<b>401</b>	<b>1</b>
Laclo	1,198	607	591	102.71	74.67	16.0	199	183	16	1
Uma Naruc	1,198	607	591	102.71	74.67	16.0	199	183	16	1
Laclubar	618	314	304	103.29	39.82	15.5	112	98	14	-
Sananain	618	314	304	103.29	39.82	15.5	112	98	14	-
Laleia	2,842	1,452	1,390	104.46	176.45	16.1	559	408	151	-
Cairui	1,847	929	918	101.20	115.07	16.1	369	248	121	-
Haturalan	995	523	472	110.81	61.38	16.2	190	160	30	-

Manatuto	7,317	3,790	3,527	107.46	204.54	35.8	1,227	1,007	220	-
Ailili	1,553	814	739	110.15	26.37	58.9	264	208	56	-
Aiteas	4,020	2,068	1,952	105.94	92.82	43.3	668	570	98	-
Iliheu	1,744	908	836	108.61	85.35	20.4	295	229	66	-
<b>SAR OF OECUSSE</b>	<b>30,341</b>	<b>15,201</b>	<b>15,140</b>	<b>100.40</b>	<b>288.16</b>	<b>105.3</b>	<b>6,332</b>	<b>5,401</b>	<b>931</b>	<b>4</b>
Nitibe	5,516	2,693	2,823	95.39	76.31	72.3	1,215	1,023	192	1
Banafi	1,762	840	922	91.11	22.99	76.6	419	352	67	-
Lelaufe	3,754	1,853	1,901	97.48	53.32	70.4	796	671	125	1
Oesilo	10,648	5,259	5,389	97.59	88.26	120.6	2,322	1,970	352	3
Bobometo	7,308	3,593	3,715	96.72	59.15	123.6	1,585	1,347	238	3
Usitasae	3,340	1,666	1,674	99.52	29.11	114.7	737	623	114	-
Pante Macassar	14,177	7,249	6,928	104.63	123.58	114.7	2,795	2,408	387	-
Bobocase	2,693	1,397	1,296	107.79	32.80	82.1	505	433	72	-
Cunha	4,493	2,267	2,226	101.84	46.52	96.6	918	777	141	-
Lalisuc	2,182	1,104	1,078	102.41	7.93	275.0	449	391	58	-
Naimeco	4,809	2,481	2,328	106.57	36.32	132.4	923	807	116	-
<b>VIQUEQUE</b>	<b>24,567</b>	<b>12,200</b>	<b>12,367</b>	<b>98.65</b>	<b>754.96</b>	<b>32.5</b>	<b>4,964</b>	<b>4,089</b>	<b>875</b>	<b>-</b>



Lacluta	3,747	1,917	1,830	104.75	227.98	16.4	628	574	54	-
Dilor	2,804	1,452	1,352	107.40	40.21	69.7	462	415	47	-
Laline	943	465	478	97.28	187.77	5.0	166	159	7	-
Ossu	12,600	6,141	6,459	95.08	306.81	41.1	2,667	2,125	542	-
Builale	1,137	574	563	101.95	31.92	35.6	222	182	40	-
Liaruca	1,008	486	522	93.10	66.24	15.2	241	186	55	-
Ossorua	2,322	1,147	1,175	97.62	52.55	44.2	495	392	103	-
Ossu De Cima	4,263	2,062	2,201	93.68	103.19	41.3	890	697	193	-
Uabubo	2,717	1,311	1,406	93.24	45.39	59.9	578	477	101	-
Uaguaia	1,153	561	592	94.76	7.51	153.5	241	191	50	-
Uato-Lari	3,980	2,011	1,969	102.13	65.05	61.2	757	626	131	-
Afaloicai	3,980	2,011	1,969	102.13	65.05	61.2	757	626	131	-
Uatucarbau	1,253	591	662	89.27	38.91	32.2	260	177	83	-
Bahatata	601	293	308	95.13	22.98	26.1	134	98	36	-
Loi Ulo	652	298	354	84.18	15.93	40.9	126	79	47	-
Viqueque	2,987	1,540	1,447	106.43	116.21	25.7	652	587	65	-
Bahalarauain	2,987	1,540	1,447	106.43	116.21	25.7	652	587	65	-

