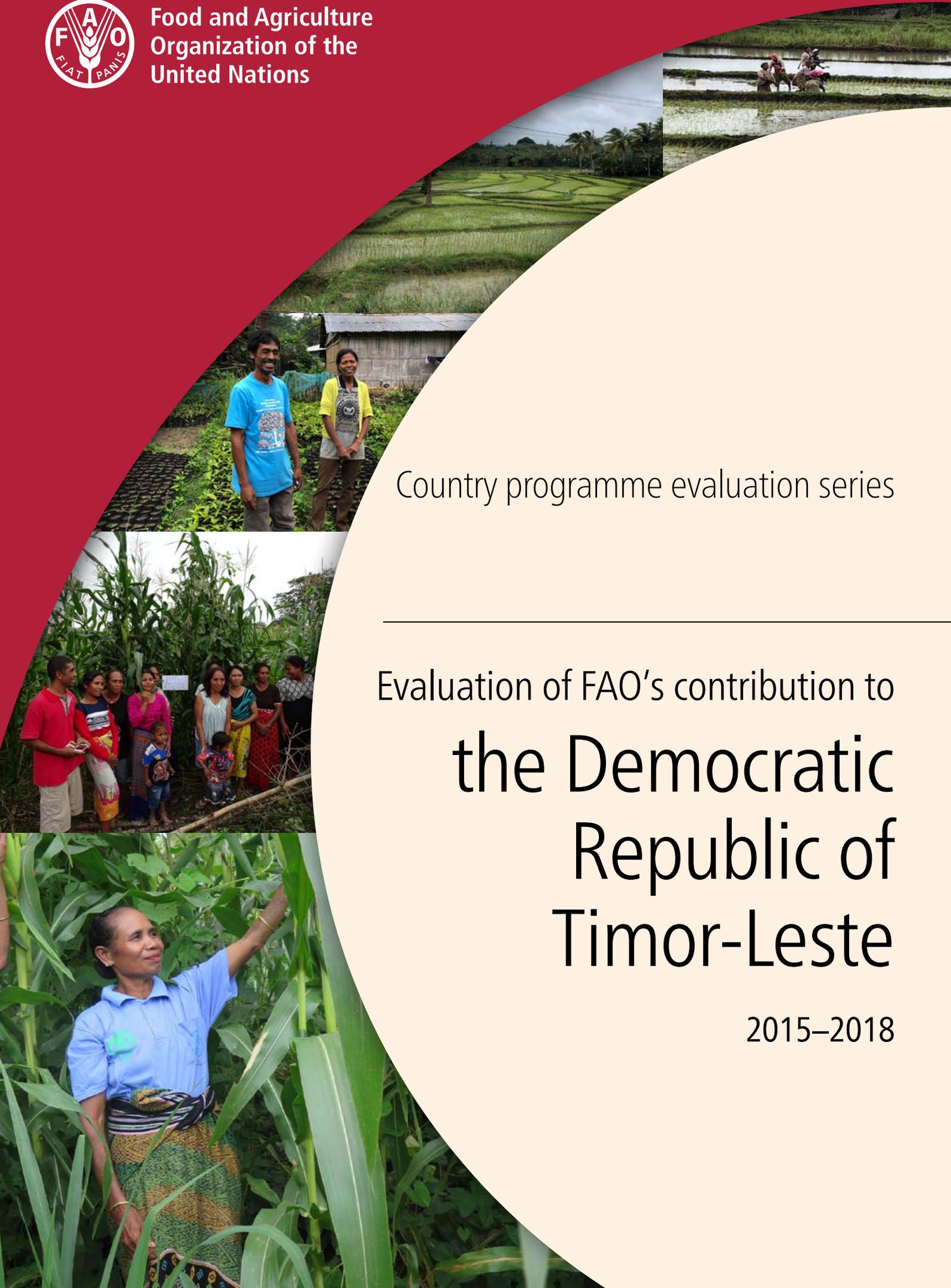




Food and Agriculture  
Organization of the  
United Nations



Country programme evaluation series

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Evaluation of FAO's contribution to  
**the Democratic  
Republic of  
Timor-Leste**

2015–2018



**COUNTRY PROGRAMME EVALUATION SERIES**

**Evaluation of FAO's contribution to  
the Democratic Republic of Timor-Leste  
2015–2018**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**

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## Acronyms and abbreviations

CA	Conservation Agriculture
CBNRM	Community-based Natural Resource Management
CPE	Country Programme Evaluation
CPF	Country Programming Framework
CSOs	Civil Society Organisations
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FIRST	Food and Nutrition Security Impact, Resilience, Sustainability and Transformation
GDP	Gross Domestic Product
GEF	Global Environment Facility
IPC	Integrated Phase Classification
JICA	Japan International Cooperation Agency
KONSSANTIL	National Council for Food and Nutrition Security and Sovereignty in Timor-Leste
MAF	Ministry of Agriculture and Fisheries
NGO	Non-Governmental Organization
NIEWS	National Information and Early Warning System
OED	Office of Evaluation of the Food and Agriculture Organization
PAN-HAM-TIL	National Action Plan for a Hunger and Malnutrition Free Timor-Leste
RAP	Regional Office for Asia and the Pacific (of the FAO)
SDG	Sustainable Development Goal
SDP	Timor-Leste Strategic Development Plan (2011–2030)
TCP	Technical Cooperation Projects
UNFCCC	UN Framework on Convention on Climate Change
UNCT	United Nations Country Team
UNDAF	United Nation Development Assistant Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
VGGT	Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests

## Executive summary

- 1 FAO has been working in Timor-Leste since 1999. From 1999 to 2011, FAO was supporting the Government mainly in the areas of emergency operations and early recovery from recurrent crises and natural disasters. In 2012, FAO established its representation in the country based on the Government request to focus more on developmental activities that move food security interventions forward. Since then, FAO has delivered more than USD 30 million in projects.
- 2 Infrastructure development remains critical to enabling economic growth and the delivery of priority services. However, agriculture is the principle economic sector in the country, employing more than 90 percent of Timorese households and contributing about 20 percent of non-oil GDP. Cultivation is best described as small-scale family farming, but the combination of environmental circumstances and inadequate farming practices, will continue to increase the vulnerability of agriculture in Timor-Leste.
- 3 Only 9 percent of Timorese farmers are under 30 years old. In the next programme cycle, FAO should include a rural economic focus to explore equitable opportunities for engaging rural youth in agriculture and the general economics of agriculture in Timor-Leste. Opportunities for smallholder intensification and commercialization do exist. The market-oriented and value chain initiatives led by most development partners had mixed results and failed, overall, to sustain markets and economic benefits for small-scale farmers. FAO can leverage its comparative strength to consolidate the lessons learned from previous market-oriented and value chain initiatives to identify what worked, how and for whom.
- 4 Timor-Leste has the third highest stunting prevalence in the world. Timor-Leste also has high level political commitment, overarching strategic frameworks, and a multi-sectoral coordinating body (KONSSANTIL) which provide the foundation for a strong national response to malnutrition. KONSSANTIL, however, focuses largely on food production and food security rather than nutrition. With the support of FAO, it has regained an active role in mainstreaming actions to address food and nutrition security. KONSSANTIL itself had some deficiencies in terms of its governance structures. KONSSANTIL, with FAO's support, should pursue the legal basis (organic law) to command authority, financial allocation and executorial power. FAO should provide KONSSANTIL with strategic communication and outreach strategy, as well as, guidelines and instruments to measure, analyse and disseminate the impact of nutrition-sensitive interventions, including those related to agriculture and malnutrition.
- 5 The agriculture census marks a milestone in Timor-Leste. FAO is positioned to devise a comprehensive communication strategy, support follow-up surveys, and assist on data analysis and dissemination. Timor-Leste's Ministry of Agriculture and Fisheries, with the support of FAO, can establish the foundations for capacities and monitoring systems for agriculture statistics.
- 6 Degradation of natural vegetation through deforestation and the country's complex topography—mostly steep terrain—is causing significant soil erosion, increased incidence of landslides and flash flooding, all of which are resulting in increased risk of failed cropping efforts and contributing to low yields and overall food insecurity. Drawing on the experience of working on Conservation Agriculture (CA), there is a need to enhance the sustainability of upland management. By scaling up CA and agroforestry technologies, FAO would be instrumental in helping to unleash the untapped agriculture potential in the upland.





- 7 Despite its excellent track record in supporting agricultural development, and food and nutrition security, FAO could engage with a broader range of partners in line ministries and in the United Nations to advance its support. In addition, FAO should develop effective communication tools and develop its staff capacity and structure to better serve the government and the people of Timor-Leste.

# Map of Timor-Leste



Source: UN Geospatial Section (<http://www.un.org/Depts/Cartographic/map/profile/timor.pdf>)





# 1. Introduction

## 1.1 Purpose of the evaluation

- 1 Since 2005, the FAO Office of Evaluation (OED) has been conducting Country Programme Evaluations (CPE) that examine the results of FAO's work at country level. In 2018, the Democratic Republic of Timor-Leste was among the countries selected to carry out a CPE.
- 2 The purpose of this evaluation is to provide inputs to the FAO country office to better orient FAO's approach, strategy and programme in Timor-Leste, and to make FAO more relevant to the needs of the country. It helps to gauge FAO's work in terms of its accountability to the Government and non-governmental partners, to communities and resource partners in the country, as well as to all Member Nations. It does this by assessing FAO's contribution to Timor-Leste's achievement of its development goals. The evaluation seeks to draw lessons and make recommendations that will be useful for FAO's future engagement in the country. In addition to providing lessons specifically on FAO's work in Timor-Leste, the evaluation also enriches FAO's synthesis of findings and guidance for country-level support in other contexts.
- 3 The main audience for the evaluation, to which most of the lessons and recommendations are addressed, are the FAO Representative, the Assistant FAO Representative in Dili, and the country office staff. Other important users of the evaluation, and possible recipients of recommendations, are the FAO Regional Office for Asia and the Pacific and relevant divisions at headquarters. To a lesser extent, other Country Offices and FAO could also benefit and build on lessons learned and good practices. Further users of the evaluation are the Government of Timor-Leste and FAO's partners within the broader development community, including development partners and civil society organizations, in particular those with whom strategic interventions were identified in the context of improved food and nutrition security and sustainable agriculture at country level.
- 4 Since the adoption of the Paris Declaration on aid effectiveness, the international community has given increasing attention to country ownership of the development process. In this spirit, the evaluation focused on the participation of national partners, in particular the Government at central and municipal levels, national universities and research centres to ensure the appropriation of the evaluation results by the relevant national institutions.

## 1.2 Scope and objective of the evaluation

- 5 The evaluation assessed the totality of the FAO's assistance provided to Timor-Leste, irrespective of the source of funding between 2015 and 2018. This included activities funded through the regular programme as well as extra-budgetary resources; national, regional and global projects and initiatives; and emergency and development interventions. The CPE will not focus on single projects, but rather assess FAO's overall contribution to development changes in Timor-Leste, in particular (but not only) in the priority areas defined in the Country Programming Framework (CPF 2015–2018).
- 6 The preliminary analysis of FAO's portfolio indicates that the body of work undertaken by FAO in Timor-Leste does not fully fit with the CPF (2015–2018). Therefore, the OED team, in consultation with the FAO country office, constructed a new set of outcomes to include the key themes of advocacy, partnership mobilization and governance. Table 1 presents the programme outcomes, which were used to assess FAO's contributions against:

**Table 1 • Programme outcomes to assess FAO's contribution in Timor-Leste**

	Outcomes	Description
1	Strengthened policy and legislation frameworks, coordination and planning for achievement of PAN-HAM-TIL goals	Strengthening the coordination role of KONSSANTIL, supporting the development and implementation of policies and laws related to agriculture, food and nutrition security
2	Increased quantity and quality of data, statistics and information, including early warning systems	Supporting capacity development in agricultural and food security statistics (data collection, analysis and early warning systems) for evidence-based decision making
3	Increased resilience of farming systems through improved natural resource management, climate-smart agriculture and response to emerging threats.	Management of natural resources and ecosystem services including actions on climate change adaptation and mitigation to reduce climate vulnerability and reduce post-harvest losses.

Source: Evaluation team, in consultation with the country office.

7 The evaluation was carried out within the scope of Timor-Leste's national priorities on agriculture, food and nutrition security as outlined in the Timor-Leste Strategic Development Plan (2011–2030), in addition to the sector specific national strategic documents: Timor-Leste Zero Hunger National Action Plan (2014), National Food Security and Nutrition Policy (2015), Agriculture Sector Policy (2015), The Ministry of Agriculture and Fisheries Strategic Plan 2014 to 2020, and the National Nutritional Strategy.

8 The specific objectives of the CPE are to:

- Assess the strategic relevance of FAO's contributions and interventions in responding to country needs and national development goals;
- Assess achievements of the work programme in terms of results under the three outcomes, constructed by the team, and FAO's impact on achievements of the national development goals and objectives to which it is contributing;
- Identify lessons learned as well as causes of successes and failures;
- Identify gaps or weaknesses in FAO's country strategy and programme and potential areas of future work.

## 1.3 Methodology

### 1.3.1 Evaluation questions

#### Strategic positioning



#### Strategic relevance

- Has FAO been addressing the most acute and structurally important challenges in Timor-Leste in line with the areas of FAO's competence?
- To what extent is FAO's programme aligned with relevant national development plans, strategies and policies? Are there any gaps or missed opportunities?



#### Partnerships and Coordination

- How effectively did FAO engage in partnerships and to what extent were these partnerships complementary and synergetic?
- To what extent did FAO contribute to the capacity development of relevant community organizations and non-state actors?



### *Gender*

- To what extent has FAO considered gender equality in the programme design and implementation? Was gender mainstreamed in any specific area of agriculture, sustainable production, food and nutrition security, rural poverty, or resilience?



### *Comparative advantage*

- To what extent has FAO's programme taken into consideration and benefited from the Organization's comparative advantages vis-à-vis other development actors (national and local government, the private sector, and other international development partners) at the technical level? Were these comparative advantages reflected in the division of responsibilities in implementing relevant interventions by different national and international actors?

### ***Contributions to results***

- Has FAO adequately supported the development of policy and legal frameworks, as well as their management and implementation?
- Has FAO adequately supported coordinated multi-sectoral mechanisms for implementing food security and nutrition interventions?
- What were FAO contributions to increase the reliability, availability and timeliness of agricultural and food security statistics (including early warning systems)?
- To what extent have the results supported by FAO interventions been sustainable?
- To what extent are these results owned by beneficiaries?
- Has FAO adequately supported the country and local communities in addressing the needs for climate-smart agriculture measures and conservation of ecosystem services?

### ***Coherence and synergies***

- To what extent has FAO headquarters and the Regional Office for Asia and the Pacific represented an added value, specifically in terms of technical support?
- Has FAO's knowledge base (normative products, guidelines, publications, etc.) been effectively used at country level in the areas of FAO's comparative advantage?

### **1.3.2 Methods and source**

- 9 A comprehensive Theory of Change was developed in which FAO outcomes/results were selected and mapped against the relevant national objectives from key national strategic plans<sup>1</sup>; the evidence of FAO's contribution elaborated and the extent to which its programme was coherent with national needs. It also aimed to closely examine the links between lessons learned from the programme at project, strategic and policy levels. The evaluation team was comprised of two OED staff as team leaders and evaluation managers, and two senior national consultants who are experts in policy development, food and nutrition security, and livelihoods.
- 10 The Theory of Change described the pathways and linkages leading to the realization of the three programme outcomes. The CPE team utilized the Theory of Change to assess the contributions of the first outcome (Strengthened policy and legislation frameworks and coordination and planning for the achievement of PAN-HAM-TIL goals) to improved national capacities, policy dialogue, and greater coordination in relation to food and nutrition security. In addition, national policies and legal frameworks were developed, improved, and approved in a consultative manner.
- 11 FAO's contributions to the second outcome (Increased quantity and quality of data, statistics and information, including early warning systems) were assessed by examining

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<sup>1</sup> The Theory of Change and the result mapping are available in appendix 1

the extent to which national capacities in agricultural statistics, early warning systems and M&E were increased; and, Information systems in place and functioning effectively (production and dissemination).

- 12 FAO's contributions to the third outcome (Increased resilience of farming systems through improved natural resource management, climate-smart agriculture and response to emerging threats) were assessed by examining the extent to which agricultural-based livelihoods of vulnerable rural communities were restored and sustainable technologies that diversify and increase food production were adopted. In assessing the agriculture potential for maize and rice across the municipalities of Timor-Leste, the evaluation team collected and processed data from the MAF on the total planted areas and the untapped farming land.
- 13 Data for the evaluation was obtained through review of various project reports among them FAO annual reports, project documents, technical reports and other relevant documents. The team reviewed secondary data including past FAO evaluations<sup>2</sup>, the United Nations Development Assistant Framework (UNDAF), donor assessments and evaluations. This review provided the evaluation team with insights into the FAO programme in Timor-Leste. To gather information, the team developed a comprehensive stakeholders' mapping identifying outcome-level stakeholders, output-level stakeholders, and the direct beneficiaries<sup>3</sup>. Following the stakeholder mapping, a full-scale data collection plan was implemented.
- 14 More than 200 key informants were interviewed comprising FAO staff, national and government staff, civil society and beneficiaries. In-country fieldwork involved several approaches including individual interviews, focus group discussions, direct observation, outcome tracing and contribution analysis with a wide range of informants. The evaluation team visited a total of 17 villages in Timor-Leste in six municipalities<sup>4</sup>. The municipalities covered were Aileu, Manufahi, Manatuto, Baucau, Ermera and Dili. A full list of interviewees and field visits is available in Appendix 2.
- 15 In assessing FAO's strategic positioning, the CPE sought to assess the broad relevance of FAO and the overall strategic focus of the FAO programme: whether it played its role in a strategic manner to influence national policy making and implementation to boost rural livelihoods in a sustainable and inclusive manner. The evaluation reviewed partnerships forged at multiple levels across central and municipal levels, and the degree of capacity development and resilience achieved. To assess FAO's comparative advantage in Timor-Leste, we also used information from the Official Development Assistance database available at the Aid Transparency Portal. The portal is a platform initiated under the Development Partnership Management Unit, Ministry of Finance, that monitors grant assistance to Timor-Leste and is widely used by relevant stakeholders, including development partners and government ministries.
- 16 Given the prominence of policy support in FAO's portfolio in Timor-Leste, the evaluation team mapped the FAO programme against the relevant national strategic documents<sup>5</sup>, carried out an analysis focusing on the political economy and policy drivers, policy development process, management structure and operational and financial arrangements of each of the policies. Opportunities, progress, gaps and limitations were identified and FAO contributions throughout the policy processes were traced. The analysis researched the results of FAO's work on policy support and coordination with a forward-looking focus. The policy analysis focused on four key national policies; PAN-HAM-TIL, National Nutrition Strategy (2014–2019), National Food and Nutrition Security Policy, and Strategic Plan for MAF (2014–2020).

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<sup>2</sup> Evaluation of FAO's Contribution to the Conservation Agriculture Thematic Cluster (2018), FAO Establishing a sustainable National Information and Early Warning System (NIEWS) on Food Security in Timor-Leste (2015).

<sup>3</sup> The stakeholders' mapping was extended to include non-beneficiaries, stakeholders from outside the agriculture sector and other institutions that support rural development, trade and community mobilisation.

<sup>4</sup> The in-country fieldwork was undertaken in early 2018 within the evaluation of the Conservation Agriculture project.

<sup>5</sup> The results mapping is in appendix 3

### **1.4 Limitations**

- 17 Various revisions made to the CPF during the evaluation period, which led to the change of priority areas during implementation, also affected the availability of pertinent data on results.
- 18 The evaluation relied on qualitative sources including stakeholder perceptions, observations, and programme activity reports. Owing to the dearth of national statistics on agriculture and the absence of systematic monitoring and evaluation of FAO's programme in the sub-region, there is limited quantitative data available.

### **1.5 Structure of the report**

- 19 The report follows the OED template and contains four key sections: (i) Introduction, which covers the evaluation purpose, scope, objectives, methodology and limitations; (ii) FAO in Timor-Leste, which details the country context and FAO programme; (iii) assessment of FAO's strategic positioning and analyses of strategic relevance, partnerships, normative work, gender, comparative advantage; and; (iv) assessment of FAO's contributions.



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## 2. Timor-Leste: a brief overview

20 Much of Timor-Leste's economic infrastructure became severely damaged after decades of conflict. This has negatively impacted many of the country's essential services, such as healthcare, agriculture and education. Having gained independence in 2002, Timor-Leste is now working to build its institutional structure and human capital, while facing significant economic and social challenges. The country is a founding member of the g7+ group of fragile and conflict-affected states<sup>6</sup>, and a member of the Community of Portuguese Language Countries (CPLP), serving as chair between 2014 and 2016.

**Demographics:** Timor-Leste is divided into 12 municipalities,<sup>7</sup> with Oecussi-Ambeno as a special autonomy region, and subdivided into 67 administrative posts and 498 villages. According to the last population census (2015), Timor-Leste has a population of 1.3 million with a 2.5 percent per year growth rate. The country has a youthful population, with 62 percent of the population under the age of 25. Seventy percent of Timorese live in rural areas with poor access to roads and public services.

**Social development:** The share of the population living in poverty declined from 50 percent in 2007 to 41.8 percent in 2015<sup>8</sup>. 48 percent of population does not have access to adequate sanitation facilities including toilets. As a result, 73 percent of Timorese access water daily from contaminated water sources<sup>9</sup>. In terms of basic education, the net enrolment was 92 percent in 2017; however, most students do not continue schooling after grade 4, with only half of the eligible children enrolled in grades 5 to 9<sup>10</sup>. The country currently ranks 132 out of 188 countries in the Human Development Index (2018). Despite steady progress in improving women's political participation and access to education, gender equality remains a challenge: 62 percent of women are literate (compared to 72 percent of men). The country is ranked 125th out of 144 nations in the 2016 Global Gender Gap Index.

**Economy:** Timor-Leste's economy remains heavily dependent on petroleum<sup>11</sup> whereby, oil accounts for over 90 percent of government revenues, while, non-oil gross domestic product (GDP) represents only about 10 to 12 percent of domestic revenue<sup>12</sup>. Non-oil real GDP growth in 2016 was 5.5 percent, supported by public investments in infrastructure development. However, real total GDP declined by 7.9 percent in 2016, due to a sharp fall in oil production<sup>13</sup>. The formal economic sector remains small, employing only about 15 percent of the labour force<sup>14</sup>. In terms of ease of doing business, Timor-Leste ranked 178 out of 190 countries in 2018<sup>15</sup>.

<sup>6</sup> The g7+ group aims to draw upon the shared experiences of these nations as they transition towards resilience and the next stages of development.

<sup>7</sup> Bobonaro, Liquiçá, Díli, Baucau, Manatuto Lautém, Cova-Lima, Ainaro, Manufahi, Viqueque, Ermera and Aileu.

<sup>8</sup> Timor-Leste Survey of Living Standards 2015

<sup>9</sup> Ministry of Public Works (MPW) 2018

<sup>10</sup> UNICEF 2017

<sup>11</sup> Timor-Leste channels its oil revenue into the Petroleum Fund, which had a balance of USD 16.6 billion in 2016

<sup>12</sup> Transition to Non-Oil Economy in Timor-Leste – UNDP (2017)

<sup>13</sup> International Monetary Fund (IMF) (2017)

<sup>14</sup> The International Labour Organization (ILO) 2015

<sup>15</sup> <http://www.doingbusiness.org/content/dam/doingBusiness/country/t/timor-lest/TMP.pdf>

**Political economy:** Between 2017 and 2018, the political impasse has worsened, with the President declaring a “serious institutional crisis” and dissolving Parliament in January 2018. The current government has not been able to pass its rectification budget for 2017 nor a budget for 2018 to date (August 2018). This has led to a sharp reduction in government expenditure by 24 percent year-on-year. With government expenditure making up about 75 percent of GDP, flagging expenditure has had a significant downward impact on growth, employment and service delivery in 2017 and 2018<sup>16</sup>.

Timor-Leste has generous **social assistance programmes** designed to lift poor households out of poverty by providing cash transfers. Social protection programmes account for a substantial share of the government's expenditures, approximately 15 percent of the non-oil GDP in 2015. The main social protection programmes are the veterans' programmes (which account for 50 percent of social protection investments<sup>17</sup>); the Bolsa da Mãe, or “Mother's Purse” programme, which targets the promotion of school attendance by providing cash transfers of USD 5 per child per month for up to three children, and a national school meals programme.

**Agriculture** is the principle economic sector in the country, employing more than 90 percent of Timorese households and contributing about 20 percent of non-oil GDP<sup>18</sup>. Cultivation is best described as small-scale family farming practiced mainly by family members on mixed crop/livestock farms which are on or near subsistence levels (an average of 1.2 hectares per household). According to the 2015 population census, about 63 percent of the households are engaged in food crop production (maize, cassava, sweet potato, mung beans, peanut, soya beans and vegetables are the main crops), with limited crop diversification. While rice is the staple crop, only 25 percent of households produce paddy rice and even fewer produce industrial plants (coffee, coconut, candlenut, cashew and vanilla). The majority of Timorese farmers use shifting cultivation and slash and burn methods for land clearing, and as a result, soil fertility has deteriorated, weeds have become entrenched, and yields have declined. Family farming is further hindered by poor and inefficient post-harvest and processing technologies, storage and transport facilities.

Timor-Leste faces challenges due to its surrounding **geography**. The country's uneven terrain—mostly mountainous environments—makes both farming and watershed management difficult, with only 30 percent of arable land currently used in farming<sup>19</sup>. More than half of the total land is covered by forest<sup>20</sup>. From 2003 to 2012, Timor-Leste lost one-third of its dense forest and deforestation continues with an annual rate of 1.7 percent per year over the last 5 years<sup>21</sup> leading to landslides, chronic erosion, threats to wildlife, and food insecurity.

**Food insecurity and malnutrition:** Timor-Leste is not self-sufficient in food production, and normally imports between 30 and 40 percent of its food requirements annually. It is estimated that 70 percent of households are moderately to severely food insecure<sup>22</sup> and the country is in fourth place among the world's 52 most hungry countries<sup>23</sup>. The proportion of hungry poor was reduced from 46.9 to 34.3 percent over the past decade. However, the high food insecurity is apparent in Timor Leste's malnutrition rates, which are some of the highest in Asia: about 47 percent of children under the age of five are chronically malnourished (stunted) and 43 percent are severely malnourished (underweight). The rate of wasting is about 12 percent nationwide. Furthermore, more than 30 percent of women suffer from chronic energy deficiency<sup>24</sup>.

<sup>16</sup> The World Bank Timor-Leste Economic Report (2018)

<sup>17</sup> Challenges and Ways Forward to Extend Social Protection to All in Timor-Leste – ILO (2018)

<sup>18</sup> Timor-Leste Agricultural Public Expenditure Review (2016)

<sup>19</sup> The World Bank (2016)

<sup>20</sup> 59% of the total land (869,000 ha) had forest cover in 2012 - FAO

<sup>21</sup> Revised National Forest Policy, Timor-Leste (2017) and MAF (2018)

<sup>22</sup> European Union-funded food security projects: Food Crisis: Timor-Leste Food Security Baseline Survey Report

<sup>23</sup> Global Food Hunger Index (2017)

<sup>24</sup> <http://www1.wfp.org/countries/timor-leste>



Increased **climatic variability** and unpredictability, particularly in relation to rainfall and extreme weather events, presents a significant risk to the lives and livelihoods of rural communities in Timor-Leste. People living in the remote interior of the country as well as in coastal areas are highly exposed. As a signatory to the UN Convention on Biological Diversity (2007), the UN Framework on Convention on Climate Change (UNFCCC 2007), and the Kyoto protocol to the UNFCCC (2009), the government of Timor-Leste is aspiring to fulfil its commitments to address the environmental challenges facing the country.

During the surge of the 2015/16 drought brought by the **El Niño phenomenon**, Timor-Leste faced a reduction in agricultural outputs, particularly in rice and maize, the country's main staple foods. 74 percent of total households have been impacted with 41 percent of total households experiencing food insecurity for at least three months<sup>25</sup>. Due to low livelihood diversification, drought-affected households adopt negative coping strategies such as limiting portion sizes, reducing the number of meals a day, utilization of food stocks necessary for the lean season, and selling of household assets.

**Ecosystems:** Timor-Leste is home to a host of globally significant ecosystems including tropical rainforests, mangroves, wetlands as well as rich marine ecosystems. Timor-Leste, as part of the Coral Triangle, offers the richest marine biodiversity on earth. The Coral Triangle holds some 76 percent of the world's coral species<sup>26</sup>. The country is well endowed with marine fisheries resources in its 200-nautical-mile exclusive fishing zone. However, only 5 percent of all households are engaged in fisheries and aquaculture (census 2015) and fish accounts for only one-third of animal-source protein intake in the Timorese diet.

<sup>25</sup> Ministry of Agriculture and Fisheries: Rapid Drought Assessment in March 2016

<sup>26</sup> [www.conservation.org/gef/](http://www.conservation.org/gef/)

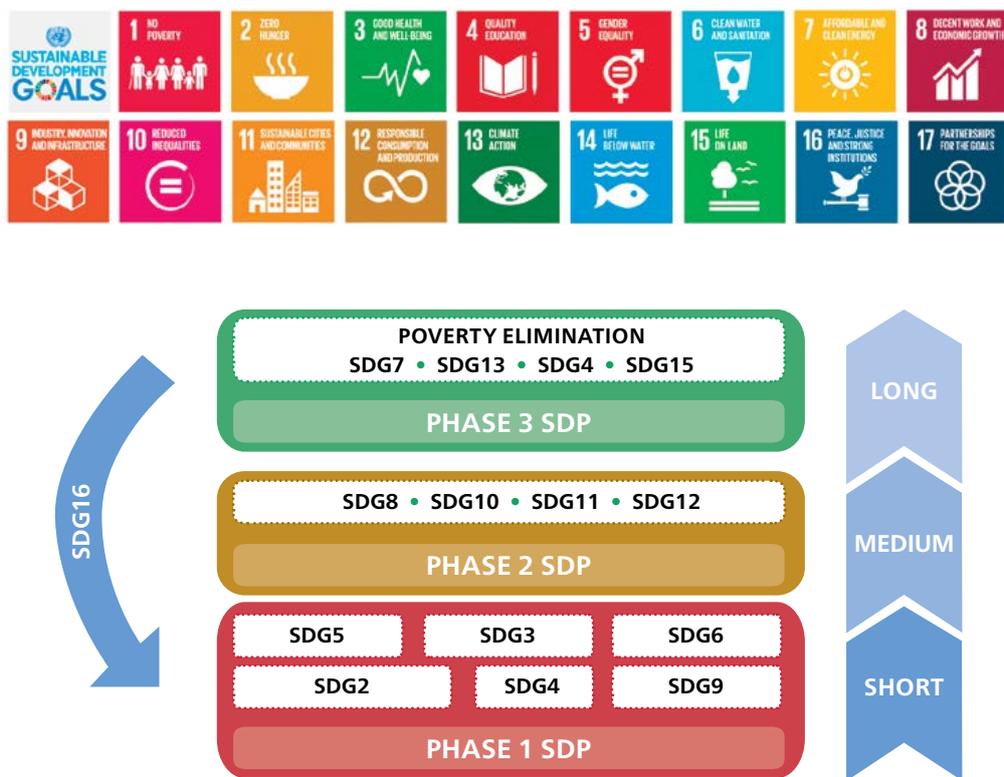
## 2.1 Agriculture-related policy framework

- 21 As one of the newest countries in the world, Timor-Leste is in the process of building a robust legal and regulatory framework to support and protect the country's needs and interests. Based on the principles stated in the Constitution released in July 2011, the Strategic Development Plan (SDP) (2011–2030) is the most comprehensive strategic policy framework that aims to transform Timor-Leste from a low-income into an upper-middle-income country by 2030. The SDP sets out priority programmes under each of its four pillars (i) Social Capital, (ii) Infrastructure Development, (iii) Economic Development and (iv) Institutional Frameworks, all of which mutually reinforce the collective vision of the plan.
- 22 Agriculture is broadly recognized as a key sector for economic growth due to its role in reducing poverty, promoting rural development, and assuring food security—both through food production and as a source of income for most rural households. The SDP prioritizes programmes that aim to achieve self-sufficiency in rice and grains by 2020 (and in all foods by 2030); to increase coffee, coconut, and other potential cash crops' production; and, to improve irrigation and fertilizer use. Nutrition is mainly mainstreamed under social capital, with a focus on capacity development of healthcare workers, improved mother and child nutrition care practices and community access to nutrition services. The SDP acknowledges that actions taken in the agriculture sector may have spill over effects in the nutrition arena. For example, it underlines the need to increase farm production diversity with nutritious and high-yield crops and livestock.
- 23 In 2013, the MAF translated SDP objectives into its Strategic Plan (2014–2020), with five strategic activities: (i) enhancing production and productivity, (ii) improving market access and value addition, (iii) creating an enabling environment, (iv) organizational strengthening, and (v) sustainable resource management—further elaborated in the Medium Term Operational Plan and Investment Plan (2014–2018). A total of 134 projects were identified for the five-year period, requiring USD 272 million to be implemented. Therefore, these documents have been the foundation for and have guided MAF's annual action plan and budgets in the last five years.
- 24 Ending hunger and malnutrition priorities were reinforced with the signing of the Comoro Declaration and the subsequent establishment of The National Council for Food and Nutrition Security and Sovereignty in Timor-Leste (KONSSANTIL), as well as with the launch Zero Hunger Challenge (2015–2025) and the formulation of a National Action Plan (PAN-HAM-TL). The plan is translated into five pillars, 13 outcomes, 47 outputs and 170 interventions that will require USD 1 762 million over a ten-year implementation period, overseen by KONSSANTIL.
- 25 The PAN-HAM-TL (2015–2025) provided a broader perspective on food and nutrition security and reaffirmed the right of all people to access good quality and nutritious food and that everyone should be free from hunger and malnutrition. PAN-HAM-TL delivered a useful framework for concerted, collective and coordinated action on nutrition across the key sectors of health, education, agriculture and social assistance. It defined an approach to improve nutrition through nutrition-specific, nutrition-sensitive, and enabling environment interventions. The plan has yet to be operationalized; there is neither a results framework nor an accountability mechanism.
- 26 The National Food Security and Nutrition Policy and the National Nutrition Strategy (2014–2019) strengthened government commitments to SDP and PAN-HAM-TL nutrition goals. These documents emphasize the need for a broader cross-sectoral collaboration among ministries<sup>27</sup> and the Office of the Prime-Minister in order to address the immediate, underlying and basic causes of malnutrition.

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<sup>27</sup> Ministry of Health, Ministry of Finance, Ministry of Public Works, Ministry Agriculture and Fisheries, Ministry of Social Solidarity, Ministry of State Administration, Ministry of Commerce Industry and Environment and Ministry of Education.

**Figure 1 • Sustainable Development Goals and alignment with the SDP phases**



Source: Ministry of Finance (June 2018).

- 27 Subsector policies and strategies—such as the Agricultural Policy, Agriculture and Fisheries Strategic Plan, Forestry Policy and Aquaculture Development Strategy—were also revised in alignment with the SDP, PAN-HAM-TL and MAF Strategic Plan. Overall, these documents highlight the need for shared responsibility of public, civil society, private and community stakeholders through participatory and multi-disciplinary integrated approaches. Gender issues have also been treated as a cross-cutting issue across all subsectors. The Agricultural Policy emphasizes a shift in the policy direction, to a sustainable and nutrition-sensitive food system approach, with a clear alignment to the Sustainable Development Goals (SDGs).
- 28 The Government of Timor-Leste adopted the SDGs two days before they were formally adopted by the United Nations at the General Assembly on 25 September 2015. In 2017, the Government developed a road map for the implementation of the 2030 Agenda and achievement of the SDGs<sup>28</sup> that sequences the priorities for different SDGs in three phases aligned with the SDP and culminates in the eradication of poverty by 2030.<sup>29</sup> The initial phase focuses on people-related SDGs, including SDG 2. In total Timor-Leste selected 19 SDG targets for priority actions<sup>30</sup>.
- 29 In 2016, the Government passed a decentralisation law (decree law no 3/2016) to strengthen governance at the municipal level. The law established principles and rules to enable municipal authorities to implement national programmes and deliver public services. Based on this law, the national government has delegated some competencies to the municipal level. As a result, MAF was one of the ministries most affected, with all the responsibilities pertaining to extension services, construction and management of small

<sup>28</sup> Global Conference on the 2030 Agenda: a Roadmap for the SDGs in Fragile and Conflict-affected States. 2017

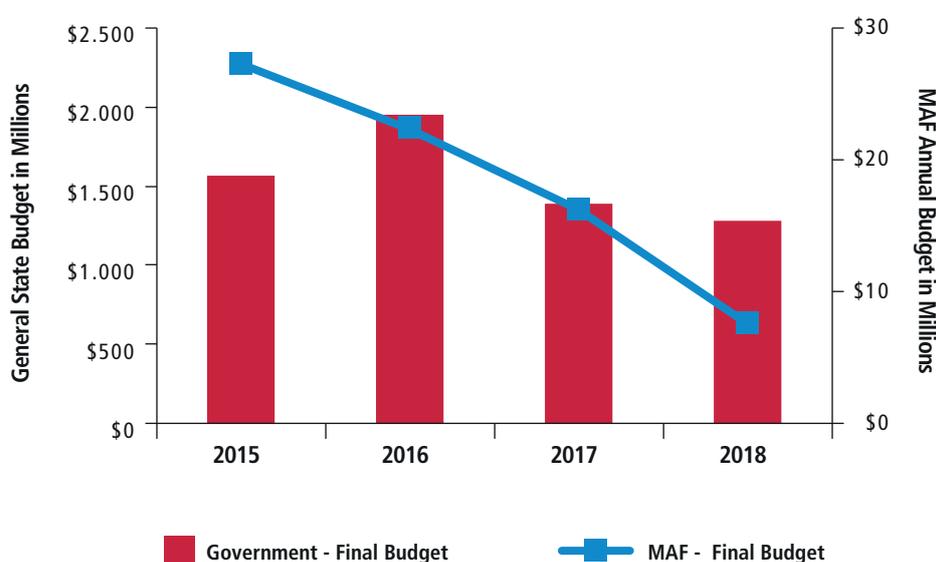
<sup>29</sup> Minister of State and Presidency of the Council of Ministers. 23 May 2017

<sup>30</sup> SDG targets (1.1.1, 2.1.2, 3.2.1, 4.5.1, 5.1.1, 6.1.1, 7.1.1, 8.b.1, 9.a.1, 10.1.1, 11.1.1, 12.7.1, 14.5.1, 15.a.1, 16.1.3, 16.3.2, 16.7.1 and 17.1.1)

scale infrastructure, community nurseries, traditional fishing, community aquaculture, community forestry, forest guards, farmers associations, mobilisation of agricultural inputs and data collection at municipal level now falling under the responsibility and authority of municipal administrations with no direct feedback to, or influence by, MAF.

- 30 Although successive governments have presented agriculture as an important pillar for Timor-Leste's economic development and the backbone of the rural economy, between 2015 and 2018, the annual national budget allocation to MAF has been less than 2 percent of the overall government budget (Figure 2). In addition, the MAF execution rate fluctuated in recent years, from 66 percent in 2015 to 90 percent in 2017.

**Figure 2 • Total Timor-Leste government budget vs. MAF budget, in USD millions (2015–2018)**



Source: Ministry of Agriculture and Fisheries (June 2018).

## 2.2 FAO's programme in Timor-Leste

- 31 FAO has been working in Timor-Leste since 1999, when it established an Emergency Coordination Unit. Until 2011, the focus of FAO's activities was mainly related to emergency relief and rehabilitation. In 2012, the government supported the establishment of a FAO representation office through the provision of office space on MAF premises, to increase focus on developmental activities that advance food security. The Assistant FAO Representative (AFAOR) for programmes is based in Timor-Leste while the FAOR resides in Indonesia (double accreditation representation).
- 32 The United Nations Country Team (UNCT), at the request of the government, formulated the first United Nations Development Assistance Framework (UNDAF 2015–2019)<sup>31</sup> for Timor-Leste, whereby, the UNCT operated without the presence of a United Nations peacekeeping or political mission. The UNDAF is structured along the four strategic development sectors defined in the Timor-Leste Strategic Development Plan (SDP 2011–2030). The UNDAF outlines seventeen sub-outcomes and FAO contributes to 10 out of the 17 sub-outcomes.

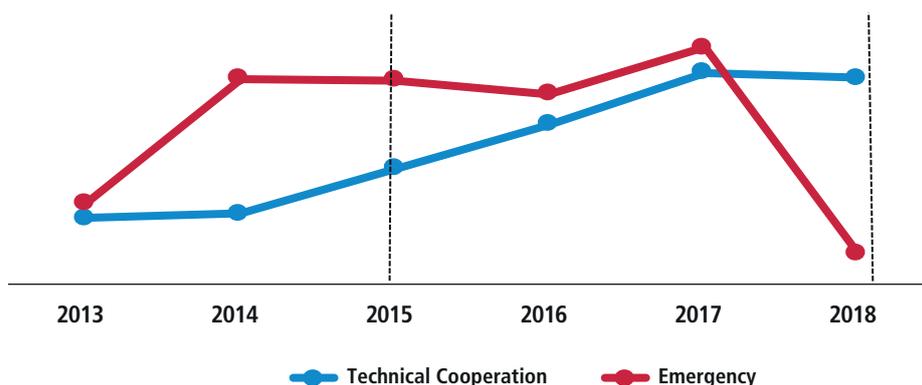
<sup>31</sup> [http://www.tl.undp.org/content/dam/timorleste/docs/UNDAF-Revised%2031Jul\\_signed.pdf](http://www.tl.undp.org/content/dam/timorleste/docs/UNDAF-Revised%2031Jul_signed.pdf)



- 33 The first FAO CPF for Timor-Leste was devised in 2012, and revised in 2014 to better address government needs. The focus of the 2015–2018 programme cycle was placed on five key areas: (i) Support to improve institutions and coordination mechanisms for policies, laws and regulations, and programmes and plans to ensure 100 percent equitable year-round access to adequate nutritious and affordable food for all; (ii) Support to first agriculture census and enhanced capacity for statistics, information and knowledge management systems for the agriculture sector and food and nutrition security; (iii) Support to improve farming livelihoods, food availability and diversity of household diets through increased productivity, production and consumption of under-utilized food crops; (iv) Support to smallholder fishing and aquaculture households to become more resilient in the face of climate change and to sustainably improve their livelihoods and free themselves from hunger and malnutrition and (v) Support to renewal, realignment and development of Timor-Leste’s cash crop economy, particularly the coconut and coffee industries.
- 34 A preliminary assessment of the portfolio showed that the actual work carried out by FAO in Timor-Leste from 2015 to 2018 does not fully fit the foreseen results as stated in the CPF. Therefore, in consultation with the country office, the evaluation team reviewed the main characteristics of the activities implemented in the country and identified three programme outcomes which are more coherent with FAO’s actual portfolio in the country (Table 1). This evaluation used these outcomes to assess FAO’s contributions.
- 35 As presented in Figure 3, the FAO field programme delivery in Timor-Leste increased continuously during the first 3 years of the CPF cycle (averaging approximately USD 2 million per year). The office personnel changed over the past years—from 24 in 2015 to 40 in 2018<sup>32</sup>, mainly due to an expansion in the number of national project managers and local consultants.

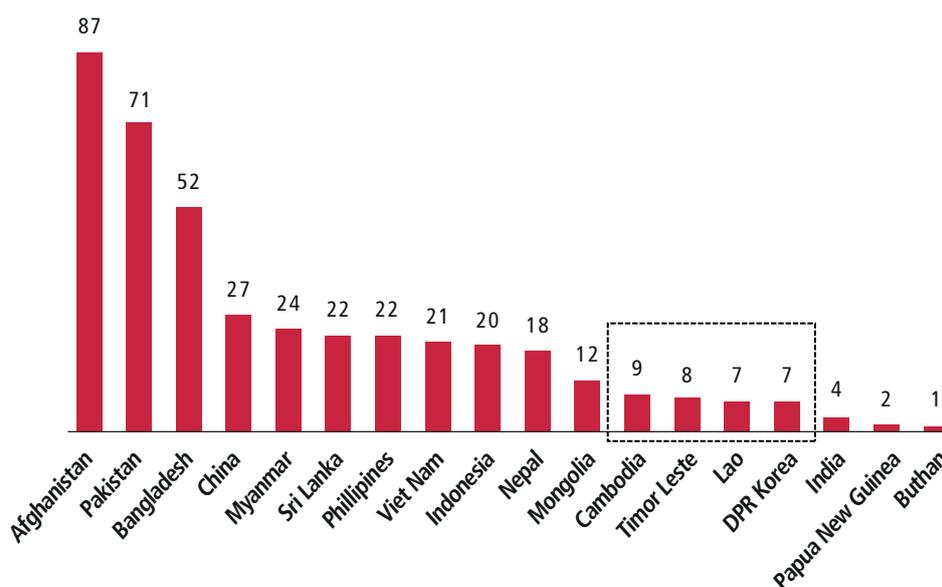
<sup>32</sup> Based on FAO Annual Reports.

**Figure 3 • FAO field delivery in Timor-Leste, in USD millions**



Source: Elaborated by the Evaluation Team with data from FPMIS (June 2018)

**Figure 4 • Total Field Programme Delivery in Selected Asian countries, in USD millions (2015–2018)**



Source: Elaborated by the Evaluation team with data from FPMIS (June 2018).  
 Note: Includes Technical Cooperation and Emergency

36 The accumulated delivery of FAO in Timor-Leste is approximately USD 8 million for 2015 to 2018, like FAO programmes in other Southeast Asian countries which have a full FAO Representation, such as Cambodia and Lao (Figure 4).

37 The Programme comprise 25 projects: 16 national, 8 regional/interregional and one global. Since the actual budget and delivery allocated for Timor-Leste is only available for national projects, the evaluation team presents budget and delivery estimates for regional/global projects based on information shared by the country office and from project documents (Table 2). For the period, the budget of national projects is USD 13.4 million. For regional, interregional and global projects the estimated budget allocated to Timor-Leste is USD 6.2 million (total budget USD 19.6 million).

## 2. Timor-Leste: a brief overview

- 38 Most FAO projects (16 out of 25) are Technical Cooperation Projects (TCP)—up to USD 500 000 each, with a maximum duration of 24 months. National TCP funded projects have covered the establishment of early warning information systems, capacity development for post-harvest losses, elaboration of feasibility studies (coconut and fisheries), revision and formulation of policies (agricultural, pesticides, mechanization), and forestry law, as well as emergency support for El Niño-affected households. Regional TCP projects have addressed capacity development in statistics (food and nutrition security information and SDGs monitoring) and support for policy dialogue under the CPLP. TCP projects account for 19 percent of the FAO total budget in Timor-Leste.
- 39 The European Union funded 28 percent of total budget with two projects related to strengthening resilience in vulnerable communities and food and nutrition security (FIRST programme). The United States of America contributed to 26 percent of the budget with a conservation agriculture project. These three national projects were responsible for 64 percent of the total budget for the period from 2015 to 2018. The India, Brazil and South Africa Facility for Poverty and Hunger Alleviation funded a conservation agriculture project, while the Government of Timor-Leste funded the development of a monitoring and evaluation system for MAF. Regional projects are funded by Global Environment Facility (support for transboundary cooperation for sustainable management of the Indonesian Seas) and one global project funded by Ireland (capacity development on solutions to reduce food losses and waste).

**Table 2 • Project distribution by geographical coverage**

Geographical Coverage	No. of Projects	Total Budget (USD)
<b>Country</b>		
TCP	11	2 210 302
European Union, Timor-Leste, United States of America, IBSA	5	11 043 030
<b>Regional<sup>33*</sup></b>		
TCP	3	66 000
GEF	2	4 150 000
<b>Interregional<sup>34*</sup></b>		
TCP	2	83 333
European Union	1	2 000 000
<b>Global<sup>35*</sup></b>		
Ireland	1	30 000
<b>Total</b>	<b>25</b>	<b>19 582 664</b>

Source: Elaborated by the Evaluation Team with data from DWH (June 2018), project documents and country office.  
Note: \* OED estimates.

<sup>33</sup> TCP/RAS/3605/C2 - TCPF: Advancing SDG2 Monitoring in Asia Pacific Region, TCP/RAS/3509 - Regional Initiative for Zero Hunger Challenge: Promoting an Integrated Home Garden and School Garden Approach for food and nutrition security in selected Southeast Asian Countries, TCP/RAS/3409 - Building statistical capacity for quality food security and nutrition information in support of better informed policies, GCP /RAS/289/GFF & GCP /RAS/292/GFF - Enabling transboundary cooperation for sustainable management of the Indonesian Seas, MTF/RAS/372/MUL - Global Strategy to Improve Agricultural and Rural Statistics/Asia (with no direct financial support).

<sup>34</sup> TCP/INT/3406 and TCP/INT/3601 - Supporting the implementation of the CPLP Regional Strategy for Food Security and Nutrition towards the establishment of a hunger free Community of Portuguese Language Countries (CPLP) – Phase I & II, GCP /INT/244/EC - Food and Nutrition security Impact, Resilience, Sustainability and Transformation (FIRST). The total budget of regional projects for Timor-Leste is an estimation.

<sup>35</sup> GCP/GLO/402/IRE - Food loss reduction through partnerships and evidence-based interventions.



## 3. Assessment of FAO's strategic positioning

### 3.1 FAO's strategic relevance

**Finding 1: During the period from 2015 to 2018, FAO's programme generally focused on responding to key national priorities and addressing challenges that were important to small-scale family farmers.**

- 40 FAO's work in Timor-Leste contained a balanced mix of policy advice, institutional development, and field-level interventions. Overall, the programme was centred around small-scale family farming due to its significance for the economic, social and environmental sustainability of rural areas. The FAO programme focused on a set of much needed policy formulations and revisions, agriculture data and information generation, climate-resilience farming, and ecosystem-based natural resource management (mainly forestry and marine services).
- 41 The FAO programme addressed most of the country's core issues and was consistent with the main national and sectoral medium and long-term plans. In particular, the programme was coherent with priority areas: 1 (Sustainable increase in production and productivity), 2 (Improving market access and value addition), and 4 (Organizational development and program) of the MAF Strategic Plan, and with the priorities established by the Food and Nutrition Security Policy (Outcomes 1.8, 2.2, 5.1, 7.5, 8.1, 8.3, 8.4) and the National Nutrition Strategy (3 and 5).
- 42 FAO has developed a strong and positive reputation in Timor-Leste, effectively building trust with its partners. FAO was able to sustain strategic interactions with MAF despite the changes in leadership (during the programme cycle, three different Ministers led MAF). The ministry appreciates the support on agriculture statistics and fact that all the requests on policy support were swiftly addressed and fully funded through FAO's core resources.
- 43 At the strategic level, FAO's programme helped reinforce Timor-Leste's regional and international commitments to improve food and nutrition security based on the Comoro Declaration, the Community of Portuguese Language Countries' (CPLP) Food Security and Nutrition Strategy, and the Zero Hunger Challenge goals. The FAO programme involved the strengthening of institutions and mechanisms for coordinating the implementation of a National Action Plan for a Hunger and Malnutrition Free Timor-Leste (PAN-HAM-TIL); and strengthening the liaison and coordination role of the government of Timor-Leste as the Chair of the CPLP Food and Nutrition Security Council between 2014 and 2016.

**Finding 2: The programme considered the most significant local needs and responded with suitable community-based interventions for sustainable agriculture practices.**

- 44 Although limited in size, FAO's field activities were highly relevant to the needs of Timorese farmers and were critical in safeguarding their social and economic assets from climate change induced disasters. FAO built community capacity to cope with environmental constraints including land degradation and soil fertility, inadequate farm management and post-harvest practices, insufficient agricultural inputs, inefficient extension services, and increasing pressure on available agricultural land. The evaluation of the Conservation Agriculture project concluded that the field components have increased production, reduced labour, reduced input costs, maintained soil fertility with less shifting cultivation, reduced erosion, and increased resilience to drought.

- 45 Due to the limited capacities at sub-national level, the governance system in Timor-Leste is receptive to adopting community-based management<sup>36</sup> as a principle governance approach.
- 46 As early as 2008, FAO pioneered the revitalization of traditional village level behaviour regulations, which were then further adapted by various development partners. For instance, a new cultural norm known as *tara bandu*, aims to solve conflict (particularly between youth groups and farmers), to govern terrestrial resources (protection of forest resources, land use planning, ban land clearing by burning and control free grazing in farms), and to protect marine resources (coral, mangroves by banning bomb and poison fishing, and protecting turtles and their eggs).

### 3.2 Partnership and outreach

- 47 The range of development priorities in Timor-Leste is vast, stemming from the high dependency on agriculture, the vulnerability of its natural resources, and the high levels of malnutrition and food insecurity. Timor-Leste devised the Strategic Development Plan (2011–2030) to reflect on past challenges, opportunities for the future, and to draw a common strategic direction to guide the alignment between partners and the effectiveness of development programmes. Different ministries and departments hold periodic harmonization meetings in which all development partners, including FAO when relevant, present the progress on their activities and future plans. Though they are held in the capital with minimum participation from the municipalities, these meetings are still beneficial to all parties to maintain a good level of government partnership and ownership.
- 48 With its modest presence and volume of exertion in Timor-Leste, FAO didn't actively pursue several opportunities to identify areas for joint collaboration to build on complementarities, leverage financial means and political influence to deliver integrated response. In the last few years, a number of United Nations agencies and development partners opted to embark on joint programmes on themes related to nutrition, health, youth and climate change. From the government side, due to the limited numbers and capacity of its technical staff, joint collaborations are much more favourable to reduce competing requests and reduce transaction costs when planning and implementing projects with development partners.

#### 3.2.1 Partnerships with line ministries, institutions and municipal authorities

**Finding 3: FAO has been effective in supporting its key national partner- the Ministry of Agriculture and Fisheries (MAF). However, partnerships with line ministries and municipal authorities are still modest.**

- 49 FAO's apex partner in Timor-Leste is the MAF. FAO has a strong working relationship with all directorates in the Ministry, however, other key partnerships at national and municipal level tended to be weak and focus on consultative processes. These include the Ministry of Commerce, Industry and Environment--which is the coordinating authority for the Global Environment Facility (GEF) and the Green Climate Fund; the Ministry of Health--which is the technical reference on nutrition and CODEX; the Ministry of Finance; the Ministry of Social Solidarity--which is the coordinating authority for social assistance programmes and natural disaster response and management; as well as the Prime Minister's Office and parliamentarians. Each of these could add to FAO's influence in the country, offer new opportunities, platforms and avenues for technical assistance to achieve greater coherence and higher development outcomes across the agriculture sector.

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<sup>36</sup> Community-based management provides greater opportunity for a management arrangement that is adapted or built directly on existing local knowledge of resources and community needs, with authority and responsibility for creating and enforcing rules for assertion of land, coastal and marine rights, resource exploitation and management by the local community.

### 3. Assessment of FAO's strategic positioning

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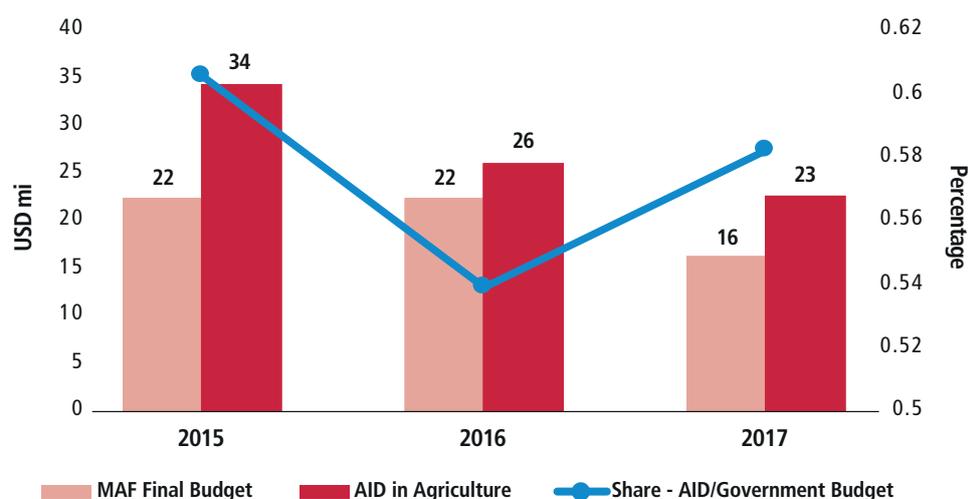
- 50 The responsibility for the governance of climate change, biodiversity and natural resource management is spread across three ministries: the Ministry of Economy and Development; the Ministry of Agriculture and Fisheries; and the Ministry of Commerce, Industry, and Environment, and their respective directorates. Specifically, the environment directorate, its location and structure changed multiple times (most recently from Ministry of Economy and Development to the Ministry of Commerce and Industry).
- 51 The National Council for Food and Nutrition Security and Sovereignty in Timor-Leste (KONSSANTIL) is the lead intergovernmental body that coordinates and consolidates roles and functions that are fragmented into different government agencies. FAO strategically placed the FIRST policy advisor in the office of the MAF, and has a direct access to the KONSSANTIL members, uniquely positioning FAO to have an impact on policy making, implementation and monitoring. KONSSANTIL by itself is an advocacy partnership platform whose aim is to promote collective actions to align policy decisions with implementation. Nevertheless, KONSSANTIL lacks a strategic communication function, technical and organizational capacity, and high-level leadership.
- 52 The enactment of the decentralisation law posed several challenges to the implementation of various agriculture programmes and policies, MAF was one of the most affected ministries. Before 2016, MAF used to prepare the annual action plans, budgets and implementation arrangements, while the municipal directorates were responsible only for implementing activities and reporting back to MAF. After 2016, the municipal authorities were mandated to plan and implement projects. Since there is no direct influence by MAF, the municipality can decide on implementing any project without consulting MAF's annual action plan, and moreover, the extension staff do not take directives from MAF.
- 53 Currently, due to communication barriers and ambiguity of the rules and responsibilities, MAF is trying to identify transition arrangements for planning and implementation by the municipalities. MAF is establishing regional directorates to facilitate and inform the municipal presidents about the activities of national government in each respective municipality. MAF hopes to create a functioning coordination system between national and municipal governments, but eventually, full power will be transferred to municipal level and the position of regional directors could be abolished.
- 54 Likewise, for FAO, the decentralisation law introduced additional challenges in implementing its field programme. FAO's project on developing a National Information and Early Warning System (NIEWS) was extremely dependent on frequent data collection at sub-national level (municipality, administrative posts and *sucos*). The data collection was typically undertaken by extension workers, however, under the new law, extension workers report solely to the municipal administration and they are under no obligation to collect or share data as per the needs of MAF. A second example was the Conservation Agriculture project, in which FAO introduced a new farming system. The project was well received by MAF and was integrated into the extension manual but MAF has no authority over what the extension workers deliver to the farmers.
- 55 Equally for development partners, the decentralisation law and the political impasse forced a number of development partners to use a more direct implementation approach to bypass the government system, through working directly with communities and farmers and contracting private extension workers and NGOs—they also signed MoUs directly with municipalities to facilitate the implementation of their projects. However, FAO rightly maintained a strong working relationship with MAF although the ministry is underfunded and has transferred some of its functions to municipalities. FAO successfully advocated to integrate the Ministry of State Administration as a key member of KONSSANTIL. Nevertheless, moving forward, FAO needs to expand its programmatic partnership with the municipalities and consider their needs and priorities.

### 3.2.2 Partnerships with development partners (including Civil Society and United Nations)

#### Finding 4: FAO established a modest network of partnerships with development partners, civil society and United Nations agencies, but, have the potential for substantive programming partnerships in the future.

- 56 Agriculture, education, health and infrastructure are among the priority sectors receiving development cooperation from international partners. Between 2015 and 2017, the agriculture sector (excluding nutrition) received more than USD 83 million (60 percent more than the total MAF budget). Figure 5 maps out the allocations.
- 57 FAO actively participated in: the 2016 El Niño rapid needs assessment; a partnership with Japan International Cooperation Agency (JICA) on incorporating Community-based Natural Resource Management (CBNRM) into forestry law and strategy; with USAID on the pesticide law (a pesticide law was launched based on a USAID assessment); and, with the Australian project TOMAK on CA. FAO partnered with WorldFish on implementing FAO's fishery related activities.
- 58 In Timor-Leste, the United Nations has a well-organized country team, and all the agencies are based in the United Nations compound in Dili, except for FAO. Among the United Nations agencies, there is a notable number of joint programmes and collaboration efforts<sup>37</sup>. FAO didn't engage in programmatic partnerships (joint programmes) during this programme cycle. At the field level, FAO coordinates with UNDP on disaster risk reduction (UNDP is supporting disaster risk management while FAO is supporting adaptive humanitarian response) in three *sucos*. In addition, UNFPA and UNWOMEN collaborate on the design and process of the first-ever agriculture census, led by FAO.
- 59 FAO's support to the Zero Hunger Challenge and KONSSANTIL provided a prominent platform for potential engagement and collaboration with the United Nations agencies and development partners working on nutrition-specific or nutrition-sensitive areas. The CPE, however, found that no tangible partnerships materialized around these issues. Nevertheless, in the last couple of years, partly due to the active role of the FIRST team, the CPE found high interest among United Nations agencies to collaborate with FAO.

**Figure 5 • MAF budget and aid provided to Agriculture (2015–2017)**



Source: Elaborated by the Evaluation team based on MAF data (as of June 2018)

<sup>37</sup> UNICEF, WHO and WFP on chronic maternal and child malnutrition. UNDP, UNFPA and UN Women on gender, disabilities and youth innovation.

### 3. Assessment of FAO's strategic positioning

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- 60 In 2018, the Ministry of Health, underwent its first-ever Joint External Evaluation<sup>38</sup> for the implementation of the International Health Regulations with WHO and FAO support. The Joint External Evaluation identified the most critical gaps within human and animal health systems to prioritize opportunities for enhanced preparedness and response. This evaluation provides the entry-point for FAO to further support One-Health principles, food safety and animal health in Timor-Leste.
- 61 Overall, Civil Society Organisations (CSOs) and community-based groups in Timor-Leste are visible and competent entities. With the active presence of development partners, local NGOs gained significant knowledge and experience. FAO partnered with a range of CSOs and community-based groups to implement some of the *suco*-level field components, such as RAEBIA on CA; PROSPEK, LUTA-BA-FUTURU and FRATERNA on livelihoods vulnerability assessments and Community Based Disaster Risk Management (CBDRM) planning; PERMATIL on piloting school gardens; and NATtrRRA-AN on permaculture technologies. The CPE team found that FAO contributed to the technical and functional capacities of its partners, much of them secured additional grants from different sources to scale up and out some of the activities undertaken with FAO.

#### 3.2.3 Communication and outreach

##### **Finding 5: FAO's communication and outreach efforts are not at the required level and need further strengthening.**

- 62 Strategic communication is a significant enabling factor in the agriculture sector, and key to the uptake of new technologies that improve livelihoods in Timor-Leste. Field visits and discussions with stakeholders demonstrate that many communities don't have access to relevant information and motivation to impact attitudes and behaviours concerning farming and nutrition practices. Behaviour change is key to influencing farming systems, households' towards better nutritional practices, and the utilisation of nutritious food. The CPE found, in contrast with other development partners, that FAO Timor-Leste has not had an evidence-based, results-oriented communication strategy to address resistant attitudes among some communities and ensure community participation. The country office website has been idle since 2014, and only a few online or printed publications, newsletters, or briefs were produced recently.
- 63 Currently, FAO is supporting a number of high-profile initiatives such as KONSSANTIL, the first agriculture census, the Integrated Phase Classification (IPC) analysis and the NIEWS. All of these initiatives are considered knowledge products that offer prime opportunities to raise public awareness, enable behaviour change and promote sound factual arguments for investment in agriculture. At the same time, all the FAO-supported policies require a feedback loop to communities to communicate the impacts that these policies could have on farmers' livelihoods.

#### 3.3 Support to rural women

##### **Finding 6: FAO efforts to mainstream women-related activities across projects were not supported by strategic approaches to adequately respond to women's needs and priorities at programme and policy level.**

- 64 In Timor-Leste, women hold 38 percent of seats in parliament (the highest in the Asia-Pacific region) but have less influence in local level governance, where only roughly 2 percent of Chef *sucos* are women. Due to deeply entrenched sociocultural dynamics, women in rural areas of Timor-Leste have limited opportunities for education, economic development, and political engagement, coupled with prevalent domestic violence and marital control.

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<sup>38</sup> The Joint External Evaluation is a voluntary, collaborative, multisectoral process to assess country capacities to prevent, detect and rapidly respond to public health risks whether occurring naturally or due to deliberate or accidental events.

- 65 Conversely, the CPE discussions and field visits demonstrated that Timorese rural women have some influence and hold some functions in small-scale family farming. They actively work in the fields in almost all aspects of crop production. Moreover, across the country, poultry and small ruminants (highly valued assets in poor households) are primarily managed by women. In addition to their traditional domestic tasks, women are also responsible for the post-harvest activities of drying, grain storage and food preparation. Women have greater control than men over cooking, food quality and childcare, therefore, improved household food and nutrition security can also be attributed to women's improved status and empowerment.
- 66 The gender assessment of the CA project found that women were primarily responsible for the removal of the kernels from the cob after harvest. Using the results of these assessments, the project purchased 3 000 maize shellers for each participating farmer, with the understanding that the purchase would directly benefit women. In addition, the project used female field agents as a way to promote female participation in FAO's Farmer Field Schools. In Letemumu, women were generally more involved in CA compared to other localities, in part, due to the ability of the female field agents to better facilitate women's participation, learning and empowerment.
- 67 The FAO programme in Timor-Leste lacked a gender-responsive strategy, and, as a result, the programme didn't have a visible gender-sensitive initiative. The CPE found that six out of 26 projects addressed gender equality only in some dimensions, whereas one project had women empowerment as its main focus. The lack of a gender specialist at the country office, as well as, the absence of trainings and cross-learning activities on gendered tasks in the cultivation process among FAO staff and implementing partners (NGOs and extensionists) led to an ineffective gender mainstreaming in FAO's programme.
- 68 The CPE team found, based on policy analysis and the corroboration from UN Women, much of the FAO-supported policies (mechanisation, pesticides and forestry) have an introverted integration of gender equality and women empowerment considerations. While the policies referred to gender-balanced representation and participation, women were not seen as beneficiaries of public policies. The policies in question did not entail concrete commitment or reflection on gender equity in natural resource management decision making nor in the distribution of benefits and responsibilities.
- 69 The compilation of sex-disaggregated data by the agricultural census was much appreciated by several stakeholders, since it is expected to expose the gender gaps and disparities in the agriculture sector across different municipalities (e.g. land and property ownership and access to productive assets). This data, if analysed, can also be used as baseline for key gender-related SDG targets and to support more in-depth differential assessments of men's and women's engagement in agriculture.
- 70 Before the next CPF formulation, the development of the Country Gender Assessment<sup>39</sup> is a window of opportunity to analyse and document changes in gender dynamics in the community that result as part of any agriculture or nutrition initiative, allowing FAO to better respond and target women's needs. It is worth mentioning that UN Women supported the integration of gender responsive budgeting in the Public Finance Management guidelines, as well as, conducted an analysis of barriers and irregularities that women farmers face. The analysis explored options to advance gender equality in agriculture and made it a cross-cutting objective of the Ministry's five-year Sustainable Agriculture Programme. Nevertheless, due to the change of government the recommendations were not taken up by the new administration.

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<sup>39</sup> In compliance with FAO's Policy on Gender Equality, the Country Gender Assessment is done by the country offices to analyse gender dimensions, existing inequalities and challenges in the agricultural and rural sectors, aiming at identifying areas where FAO could focus on to address gender issues, as well as informing other counterparts.

#### 3.4 FAO's comparative advantage

**Finding 7: While FAO in Timor-Leste is considered to be a relatively small player compared to development partners, its emphasis on food and nutrition security issues and its support to KONSSATIL give FAO a strategic comparative strength.**

71 While FAO deliberately maintained focus on food and nutrition security issues and the related governance framework (KONSSANTIL), the majority of development partners focused their interventions on linking farmers to commercial markets, developing their capacity to meet market demands in terms of quality, quantity and consistency of agricultural produce. The small population size, small farm size, limited purchasing power, and undeveloped marketing infrastructure also reduce the potential for marketing surplus production. The 2015 population census found that fewer than 3 percent of households focus mainly on sales of agricultural goods and only 2 percent of cropping households cultivated more than five hectares, suggesting that the commercial agriculture sector is extremely small. Moreover, the employment generation prospective in the agriculture sector is extremely low, with more than 96 percent of households having used their family members as part of their labour force (small-scale family farming).

**Finding 8: The past and current investments in agriculture commercialization made by the government and development partners have not been successful in generating broad economic benefits, particularly for the youth, and need to be evaluated and harmonized.**

72 Opportunities for smallholder intensification and commercialization do exist. Perhaps the greatest challenge facing the Timorese agriculture sector is ensuring that its products have a domestic as well as an external market. The market-oriented and value-chain initiatives led by the majority of development partners had mixed results and failed, overall, to sustain markets and economic benefits for small-scale farmers. The national programmes focusing on commercial farming have not succeeded in generating adequate employment to absorb the annual net increase to the labour force or reduce the proportion of the youth who are currently under-employed. The past and current investments on agriculture commercialization need to be evaluated and harmonized. FAO can leverage its comparative strength to consolidate the lessons learned from past market-oriented and value-chain initiatives, along with key stakeholders and partners, to identify what worked, how, and for whom.

73 The 2015 population census found that almost half of household heads engaged in agricultural activities were more than 50 years old, 70 percent were more than 40, and only 9 percent of farmers were under 30. Timor-Leste, with its rich natural endowments and youthful population, has the potential to engage in productive capacity development and entrepreneurship in the agro-industry sector.

74 FAO has a global and regional comparative strength in the promotion of youth entrepreneurship and rural employment. Policies that promote the engagement of youth in the agricultural sector will need to be developed and implemented to meet the future food requirements of the growing Timor-Leste population, as well as to reduce rural unemployment.

**Finding 9: FAO's normative products and services are relevant to Timor-Leste.**

75 FAO support on agriculture and food and nutrition security statistics is visible and appreciated by all stakeholders. Although, FAO in Timor-Leste is regarded as a competent technical advisor, FAO Timor-Leste did not fully utilize FAO's normative products and services, such as Climate Smart Agriculture (CSA), CODEX<sup>40</sup> and the VGGT<sup>41</sup>— all of which

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<sup>40</sup> The Codex Alimentarius, or "Food Code" is a collection of standards, guidelines and codes of practice adopted by the Codex Alimentarius Commission.

<sup>41</sup> The VGGT refers to the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security promote secure tenure rights and equitable access to land, fisheries and forests.

are relevant to Timor-Leste and could inform existing and future projects. Some of the conservation agriculture practices introduced by FAO fall under the larger umbrella of climate change adaptation within CSA, although they were not mentioned as such. Furthermore, CODEX codes and standards are pertinent to food safety and quality in Timor-Leste, and the VGGT is closely linked to FAO's work on fisheries, forestry and women's access to land.

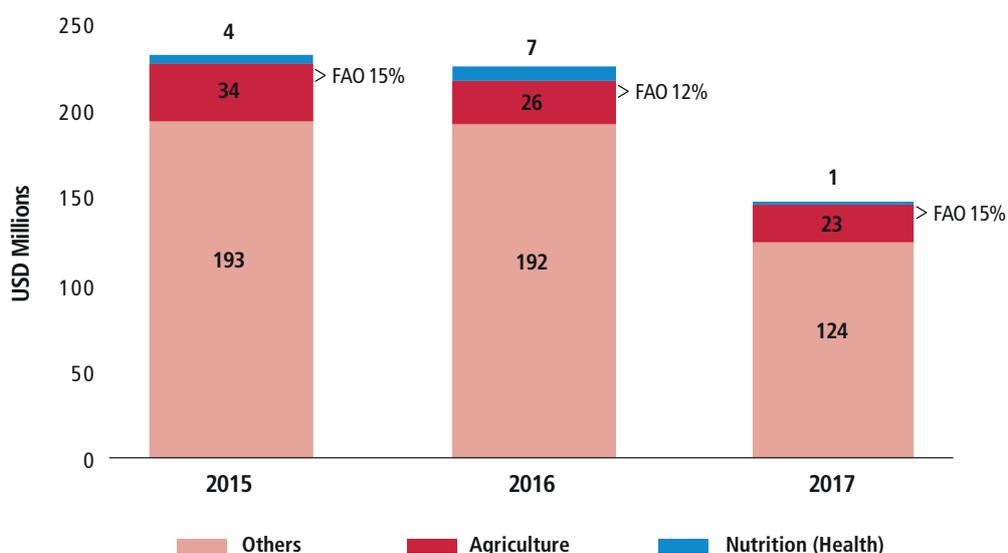
76 The type of support FAO provided in Timor-Leste in the period under review is reflected in the disbursement figures presented below (Figure 6). On average, FAO delivered approximately 14 percent (USD 3.9 million) of total aid to the agricultural sector. FAO's share is relatively small when compared to total assistance to agriculture. Despite this, FAO's support to policy dialogue was largely funded through its core resources. For this period, agriculture only accounted for approximately 14 percent of total aid allocated to Timor-Leste, while nutrition-specific interventions received only 2 percent of total official development assistance.

**Finding 10: FAO strategically utilised its core resources, however, its office's structure and capacity need to be reviewed.**

77 Regional back-stopping from the FAO Regional Office for Asia and the Pacific (RAP) was not readily available to respond actively to the opportunistic nature of resource and partnership mobilisation. There's an urgent need to further strengthen the office's leadership and programmatic capacity to match the demand on FAO from Timor-Leste. The majority of shortcomings in FAO performance, in terms of leveraging its comparative strength and partnership building, can be clearly attributed to the office's structure and capacity.

78 FAO's Timor-Leste staff are highly qualified, committed and professional. Some key functions, however, are missing or need further development, such as communication, gender, forestry, agricultural investment and fisheries. Currently, the Assistant FAOR is taking on both the representation and the head of programme functions. FAO's programme and contribution are significant enough to allocate sufficient human resources to better engage with the United Nations agencies, national line ministries, and municipal authorities.

**Figure 6 • Total aid disbursements to Timor-Leste and FAO's share in total aid provided to the agricultural sector (2015–2017)**



Source: Elaborated by the Evaluation team with data from Aid Transparency Portal (As of June 2018)  
 Note: Classification of the sectors based on the sub-pillars of TL Strategic Development Plan.

### 3. Assessment of FAO's strategic positioning

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- 79 The evaluation also noted that the office is facing some human resource management issues in terms of awarding stable contracts and attracting local talent. Few national staff have benefitted from career development or training opportunities. Currently the office employs around five international personnel who may organize periodic training sessions for national staff.



## 4. Assessment of FAO's contributions

### 4.1 FAO's contributions to Outcome 1

**Finding 11: FAO contributed greatly to restoring KONSSANTIL's stewardship role. KONSSANTIL's strength lies in its cross-sectoral participation, which provides the opportunity for high-level nutrition planning and coordination.**

- 80 This outcome area takes account of FAO's contribution to strengthening the coordination role for the National Council on Food Security, Sovereignty and Nutrition in Timor-Leste (KONSSANTIL), and supporting the development of policies and laws related to agriculture, food and nutrition security. Twenty percent of FAO's programme budget is allocated under this outcome. FAO's contribution under this outcome area also falls under the UNDAF outcome *1.3 Population of Timor-Leste, in particular most excluded, benefit from equal access to quality health and nutrition services and behaviour change promotion interventions*.
- 81 Despite significant progress being made to combat undernutrition, results from the Timor-Leste Food and Nutrition Survey indicate that undernutrition—particularly, stunting, underweight, anemia and other micronutrient deficiencies—in women and children is on the rise and continues to be a major development issue, across all municipalities, in both urban and rural areas. The Ministry of Health estimates that malnutrition leads to USD 41 million annually in lost economic activity. The challenge remains that the fundamental drivers of malnutrition are inherently complex and multifaceted. Efforts to tackle malnutrition cannot be managed by one sector alone and require multi-sectoral collaboration, coordination and accountability. As a response, the government established the National Council for Food Security, Sovereignty and Nutrition (KONSSANTIL).
- 82 From the outcome perspective, the National Nutrition Strategy (2014–2019), led by the Ministry of Health, had a health-based approach to reduce malnutrition and micronutrient deficiency among women and children, especially during pregnancy and early childhood. The National Food Security and Nutrition Policy (2015–2019), led by MAF, had both market-based and rights-based approaches to achieve food and nutrition security mainly by focusing on boosting agriculture production and market development. The CPE found a strong disconnect between agriculture and health policies, as well as coordination spaces, and even target populations. Health-focused nutrition policies tend to lack food security objectives, while most agriculture policies lack nutrition objectives.
- 83 Within the agriculture sector, there are some misconceptions about the differences between food security and food sovereignty. Food security is defined not only in terms of sufficiency (increased production), but specifically in terms of the availability and affordability of the food. The MAF's interventions are geared towards intensification of the cultivation and marketing of food crops, livestock and fishery production to address the supply side of food security.
- 84 With regard to MAF's intensification agenda, the CPE's detailed analysis indicates some inconsistencies between national policies and public investments. As an example, incentives for the development of private markets for agricultural inputs may be offset by the free distribution of fertilizers, seeds and machineries to farmers, and furthermore, be counterproductive to the promotion of no-tillage farming practices, organic farming and on-farm local seed production. In the rice sector, public investments in large irrigation projects have been undermined by the subsidies provided on imported rice, diminishing the market competitiveness of domestic rice in local markets.
- 85 For Timor-Leste, 2014 was a transformative year for ending hunger and malnutrition. Some key milestones were reached: (i) The revision of two key documents - the National Food Security and Nutrition Policy and the National Nutrition Strategy (2014–2019); (ii) Signing

on to the Global Zero Hunger Challenge; (iii) The development of the far-reaching cross-sectoral Zero Hunger Action Plan for a Hunger and Malnutrition Free Timor-Leste (PAN-HAM-TL 2015–2025); and (iv) Timor-Leste chaired the CPLP Council for Food Security and Nutrition.

- 86 While there was strong momentum within the government for coordinated action to improve nutrition and food security in 2014/2015, beyond the support provided to the formulation of PAN-HAM-TL, FAO fell short in scaling up and ramping up support to leverage national hype into actionable programmes. It was only in 2017 that Timor-Leste was selected to benefit from the EU-FAO flagship FIRST programme.
- 87 Between 2015 and 2017, due to changes at the political level, PAN-HAM-TL lost relevance, and with this, KONSSANTIL became less active. The FIRST programme initiation was faced by the 2017 political impasse, however, rather than being brought to a standstill the programme engaged in a comprehensive capacity development agenda to reach a common understanding of drivers and factors impacting food and nutrition security among all stakeholders, and to limit any sectoral bias.
- 88 The CPE found that the FAO-EU FIRST programme managed, in less than two years, to revamp KONSSANTIL's stewardship functions and regain an active role in mainstreaming actions to address food and nutrition security. KONSSANTIL itself had some deficiencies in terms of its governance structures. KONSSANTIL is dominated by MAF (MAF serves as the chair); doesn't have the legal basis (organic law) to command authority, financial allocation and executional power; has a weak secretariat that is providing limited administrative support; and lacks a strategic communication and outreach strategy. Although it was stipulated that civil society will be integrated in KONSSANTIL, they are only participating in the technical groups, and not in the assembly. Much work is still needed to improve integrated programmatic responses and to reposition KONSSANTIL to lead policy dialogue on what is required to address malnutrition in Timor-Leste.

### **Finding 12: Combating food insecurity and malnutrition at *suco* level is promising.**

- 89 In an attempt to ground the collaborative actions facilitated by KONSSANTIL closer to communities, a new progressive approach was taken by FAO; that is, the Zero Hunger Village. Three *sucos* were selected to pilot the priority actions to address the immediate and underlying causes of malnutrition, where all relevant ministries implement their activities in the target villages. It remains to be seen how this approach works out, nevertheless, the CPE found some promising progress given the localized approach of interventions. The *suco* approach was well received by the stakeholders and involved various stakeholders both at the national and subnational levels.

### **Finding 13: The link between agriculture (along with other nutrition-sensitive interventions) and nutrition needs to be further investigated.**

- 90 KONSSANTIL still lacks the strategic guidelines and instruments to measure, analyse and disseminate the impact of nutrition-sensitive interventions—including agriculture—on malnutrition. In 2018, the FIRST programme assessed the potential impact of CA on food security and nutrition outcomes. While the effects on food security appear to be positive, the impact of CA practices on diet quality and diversity among adopters seems to be marginal.
- 91 At government level and in public financial systems, nutrition is not a well-defined sub-sector. Both national interventions and projects implemented by the development partners that have a nutrition focus are scattered under the various sub-sectors (health, agriculture and education), therefore, it is challenging to map out the financial allocation and the geographic focus of all nutrition-sensitive interventions.

- 92 With the high rate of chronic malnutrition, stunting and under-nutrition in Timor-Leste, strengthening food control is fundamental in ensuring the safety of the food supply and compliance with food regulations by food producers, retailers and caterers. In the absence of food standards, national food control systems, and quarantine and laboratory services, the markets in Timor-Leste are filled with sub-standard food and food products. It has been reported that proliferation of expired food products in the local market is due to weak food import regulation and lack of consumer awareness. In 2018, Timor-Leste officially became the 188th Member of the Codex Alimentarius Commission. The major challenges are the development of an appropriate legal framework; setting national food standards; promoting multi-sectoral collaboration for food safety; and establishing laboratory and risk-based food inspection systems as a part of a national food control system.

**Finding 14: FAO supported the formulation of key policies and laws; the quality and the formulation process were highly regarded by stakeholders. Nevertheless, the majority are still at draft form pending legal review.**

- 93 FAO's support to the development of policies and laws related to agriculture falls under this outcome area. During the current programme, FAO supported the formulation of the forestry law and strategy, the pesticide law and the mechanization policy. All of these fill a gap in the enabling environment of the agriculture sector. The quality of the documents and the process was found to be of high value and appreciated by stakeholders. However, some of these policies and laws are pending the approval of the Council of Ministries as they require legal review and compatibility assessments. As a result, many strategic interventions proposed in the policies have not been implemented through the annual government plan and activities.

#### 4.2 FAO's contributions to Outcome 2

- 94 This outcome area considers FAO's contribution to supporting capacity development in agricultural and food security statistics (data collection, analysis and early warning systems) for evidence-based decision making. Ten percent of FAO's programme budget is allocated under this outcome. FAO's contribution under this outcome area also falls under the UNDAF outcome *4.4 Relevant state institutions have improved capacity to collect, analyse and use reliable and timely socio-demographic disaggregated data for evidence-based planning, budgeting, monitoring, reporting, and decision making targeting disadvantaged groups.*
- 95 The General Directorate of Statistics, under the Ministry of Finance, is the lead institution for periodic data collection, analysis and dissemination of key national sectors and socioeconomic indicators. However, the General Directorate of Statistics staff have limited technical knowledge in agriculture-related subsectors. Timor-Leste has other agricultural information needs, apart from the general data collected by national statistics. While MAF has the technical knowledge, it does not have dedicated statistical capacities and lacks the necessary instruments for measuring planting areas and production volumes of crops, nor for tracking the impacts of new technologies. The majority of agriculture data is collected by the extension workers, who lack access to data collection technologies and the means for a comprehensive coverage. As a result, extension workers depend on secondary data and observations and tend to overestimate the yields. As a result, MAF receives partial or contradictory data.

**Finding 15: FAO's methodological support on crop cutting estimation is useful and well-appreciated.**

- 96 FAO introduced crop cutting methodology to facilitate the estimation of yield, whereby, national food production is calculated by multiplying cultivated area and crop yield. The CPE found that the crop cutting methodology is extremely useful in providing much needed estimates for decision making, MAF has asked FAO to train more staff and expand the methodology to include rice and horticulture.

**Finding 16: FAO's technical support in preparation for the upcoming agriculture census is aligned with MAF priorities and needs.**

- 97 MAF, in partnership with the General Directorate of Statistics and the technical support of FAO, is launching its first agriculture census, which will provide high-resolution and fundamental data on the organisational structure of agricultural holdings, such as farm size, land use, and land tenure. In addition, the agricultural census will show the number of holdings with each crop, the distribution of crop area, and the average crop area planted—especially for minor crops, where statistics are often weak.
- 98 For Timor-Leste, a key added value of the census lies in the measurement of agricultural land. FAO established a partnership between China and Timor-Leste to pilot GIS technology and the use of drones. The information collected will provide the necessary metrics for the Directorate of Coffee and Industrial Crops to update the actual and potential production of several crops, and the Directorate of Veterinary Services for the purchase of vaccines. The pilot for the Agricultural Census was conducted in December 2018 and the full Census will be carried out in 2019 (just before the pilot for the 2020 population census).
- 99 Although the agriculture census has been planned for years, a lack of funding and institutional capacity has delayed the exercise. Prior to the development of the agricultural census, FAO supported the design of the agricultural module that was integrated in the 2015 National Population and Housing Census. The agricultural module consists of ten questions and is considered the current baseline for official information on the agriculture sector, as well as for national account purposes. For FAO, the agricultural module exercise provided several lessons learned that will prevent double-counting on the census (e.g. more precise identification of agricultural activities).
- 100 The agriculture census marks a milestone in Timor-Leste. In response, FAO should devise a comprehensive communication strategy and follow-up surveys, as well as assist on data processing, analysis and dissemination to a broad range of stakeholders. There are also opportunities to better engage with other United Nations agencies in terms of equipment-sharing and use of the Master Frame for the upcoming population census.

**4.2.1 Early warning systems and M&E support**

**Finding 17: both the Integrated Phase Classification (IPC) analysis and the National Information and Early Warning System (NIEWS) provided high resolution data on malnutrition and food insecurity hot-spots.**

- 101 FAO supported the first Integrated Phase Classification (IPC) analysis of chronic food insecurity in Timor-Leste to inform medium-term programming and policies to more effectively address chronic food insecurity such as school feeding, micronutrient support, livelihood diversification and social assistance programmes. The analysis is structured to indicate how severe the situation is; adjust to changes in the required response; set strategic response objectives for the exact area that is affected; identify the population that is chronically food insecure; and, examine the organisational structures to address long-term solutions for food and nutrition security. At the time of the evaluation, the IPC results had just been published and were positively received by all stakeholders.
- 102 Since 2012, FAO has supported the establishment of a National Information and Early Warning System (NIEWS) on food security managed by the National Directorate of Food Security in MAF to disseminate, in the form of quarterly food security bulletin, accurate data to stakeholders regarding trends and alerts on food security status at all levels. FAO has developed capacities to manage food security data collection, analysis and dissemination, and to coordinate stakeholders in the food security sector.
- 103 In 2014, the NIEWS information triggered the revision of the 2005 Food Security Policy and was used as a reference in prioritizing activities in the Zero Hunger PAN-HAM-TIL. In

## 4. Assessment of FAO's contributions

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2015, the information provided by the NIEWS Food Security Bulletin on the rate of rice imports influenced the KONSSANTIL Technical Working Group to improve rice import management, subsequently, the government issued a Decree Law in relation to the declaration of private rice importer monthly stocks as a requirement for the approval of a new permit to import rice.

- 104 Despite the several achievements of the NIEWS, changes in government created low demand for the NIEWS Food Security Bulletin and the production of the Bulletin was discontinued from 2016 to 2018. FAO captured the lessons learned from the first experience and reintegrated the production of the FAO-EU pro-resilience project and the first NIEWS Food Security Bulletin was issued in mid-2018 after a two-year interruption. Currently, FAO is focused on consolidating the system, simplifying the design, adding the Agriculture Stress Index, and making greater use of national data and systems. In this phase, FAO should focus on creating demand for the NIEWS Food Security Bulletin beyond MAF and ensuring a better feedback mechanism to the municipalities.

### **Finding 18: The development of the MAF M&E system is a strategic support by FAO to strengthen the organizational capacity of MAF.**

- 105 Linked to statistics support, data collection and analysis is the proposed support to establish a monitoring and evaluation (M&E) system for MAF. The M&E system is a component of the World Bank's Sustainable Agriculture Productivity Improvement Project which is funded by the Global Agriculture and Food Security Programme. FAO will initiate its support with a comprehensive capacity development and institutional needs assessment to identify the most suitable type of M&E system required by the MAF (taking into consideration its needs and its technical capacity to maintain and operate such a system). This project provides an excellent opportunity for FAO to be more engaged in the institutional arrangements of MAF.

### **4.3 FAO's contributions to Outcome 3**

- 106 This outcome area considers FAO's contribution to improved management of natural resources and ecosystem services including actions on climate change adaptation and mitigation to reduce climate vulnerability and reduce post-harvest losses. This mainly consists of emergency support for livelihood recovery and resilience building and support for sustainable management of the Indonesian Seas. Seventy percent of FAO's programme budget is allocated under this outcome. FAO's contribution under this outcome area also falls under the UNDAF outcomes *1.4 Population of Timor-Leste, particularly those living in rural areas vulnerable to disasters and impacts of climate change are more resilient and benefit from improved risk and sustainable environment management. And, 3.3 Rural resilience, livelihoods and food security improved through better production and postharvest management practices, better management of natural resources and ecosystems services including actions on climate change adaptation and mitigation.*
- 107 Timor-Leste is extremely vulnerable to the negative impacts of climate change. Timor-Leste has experienced significant destruction of natural capital and ecosystem services due to more extreme and frequent El Niño events, steep topography, deforestation, poor farming practices, wildfires and free grazing. The combination of environmental circumstances and limited economic resources, in addition to increasing pressure on available natural resources, continue to escalate Timor-Leste's vulnerability to climate change and natural disasters with a direct nexus on poverty and food security.

#### **4.3.1 Forestry**

**Finding 19: Timor-Leste's first National Forestry law and the revision of its forestry policy were achieved with FAO's support. Some issues still require more attention such as deforestation, the forest-food nexus, women's needs, and responsibility in forest management.**

- 108 The formulation and endorsement of the forestry law in Timor-Leste marks a key milestone in the regulatory framework of natural resource management. Before the law, Timor-Leste had two regulations issued during the United Nations Transitional Administration in East Timor (Regulation 2000/17 and Regulation 2000/19) implemented to fill the gap. However, it was difficult to implement and enforce these regulations due to the lack of directives, broad provisions, and lack of implementation mechanisms. The new forest law contains very comprehensive legal provisions that provide legal principles for management, protection, conservation, and sustainable utilisation of forestry resources and watershed management. When enforced, the law will help address forest deforestation problems and help transition towards sustainable forest management and utilisation. Nevertheless, this general forest law still requires many specific regulations and implementation mechanisms.
- 109 In 2017, in parallel with the forestry law and with the support of FAO, the 2007 National Forest Policy was reviewed over the course of six workshops with key stakeholders at the national and regional level. The review was necessary to update and incorporate new information on forest management. The forest policy recognised the importance of forests to the livelihoods of many rural communities in Timor-Leste in providing space for forage, firewood, and non-timber forest products such as rattan, bamboo, honey, and bush meats.
- 110 The new forest policy has a clear development direction with 62 simplified strategies under four categories of instruments, with 34 instruments. It proposed community participation in forest management to achieve a balance between the need for conservation and for meeting the livelihood needs of the forest users. However, the emphasis on the forest-food nexus was missing. In fact, the CPE team found only slight reference to the critical role that forests and agroforestry systems play in terms of food and nutrition security and food production. In addition, the policy did not focus enough attention on women's needs and responsibilities in forest management and utilisation.
- 111 It is prime time for programmatic support from FAO and other development partners on forest sustainable use and agroforestry systems. Japan International Cooperation Agency (JICA) is actively supporting community-based natural resource management and planning, including forest and land use. The CPE team observed that agroforestry is promoted by a number of development partners to either in order for the agroforestry system to increase employment and income in rural areas through the production of wood and non-wood products, or otherwise for long term protection of environmental services and terrestrial biodiversity objectives. So far, none of the initiatives are utilizing Timor-Leste's agroforestry system to improve food and nutrition security.

#### 4.3.2 Resilience building of rural communities

##### **Finding 20: The conservation agriculture technologies were widely practiced by farmers and offer a significant potential for upland farming.**

- 112 Climate change is one of the key challenges threatening livelihood stability. Projected changes in rainfall and temperature offer risks as well as opportunities for diversifying livelihoods into more resilient systems. FAO's field-based programme has exclusively focused on resilience building of rural communities to reduce climate vulnerability and reduce post-harvest losses, as well as to introduce improved farming practices. The conservation agriculture (CA) project, which accounts for 30 percent of the total FAO programme budget in Timor-Leste, was implemented in 70 *sucos* in seven municipalities, and has reached more than 6 000 farmers.
- 113 A recent evaluation of the CA project found that CA technologies vary significantly between the agroecological zones. CA has benefits for climate change adaptation and disaster risk reduction, and cases of increased production, soil moisture conservation during drought, reduction in soil erosion, increased soil fertility, reduction in labour

and reduction of input costs were observed and documented. Evidence gathered from farmers showed that CA technology has the potential to address food insecurity and malnutrition, low productivity and climate resilience in Timor-Leste.

- 114 It was evident that applying CA technologies would facilitate cultivation on upland/sloping areas, which represent a large share of underutilised agriculture land, resulting in expanding cropping area, and subsequently contributing to improved food availability. The agroecological features that were found to deliver high value added from CA are: sloping, low fertility and shallow soils (especially where CA can reduce the need for shifting cultivation) and where there is limited use of or access to agriculture machines/equipment. CA in Timor-Leste has been adopted and is well-tested. The CPE found many cases of CA mainstreaming within the activities of development partners.

**Finding 21: Disaster risk management is a new concept to MAF and FAO's support to Community based Disaster Risk Management is still in its early stages.**

- 115 The EU-funded Pro-Resilience project has three components: to undertake the IPC Chronic assessment, to continue and expand the CA technologies, and, through the component on Community based Disaster Risk Management (CBDRM) to assist 21 high-risk and drought-prone rural communities prepare and adopt CBDRM plans that prioritize appropriate climate smart agriculture technologies/practices (including disaster-proof post-harvest infrastructure and community-based water resources management) that communities can adopt to reduce disaster risk and improve community resilience. The process entailed community capacity development; Hazard Livelihood Vulnerability Assessments; and CBDRM participatory planning in target communities. FAO partnered with three local NGOs to facilitate the CBDRM process at community level. The process was ongoing at the time of the CPE.
- 116 Efforts were focused on agriculture specific modules to add to the existing training packages by the National Disaster Management Directorate, focusing on agricultural aspects in disaster risk management (DRM) and support for the MAF to become an active partner of the overall DRM system in Timor-Leste. The CPE found that DRM is a new concept to MAF and given the high dependence of rural communities on agriculture, FAO is in a key position to promote the institutionalization of the agriculture-based DRM tools and processes, as well as to support the sector's contribution to national DRM policies and programmes before the end of the project.
- 117 High levels of post-harvest losses (over 35 percent - according to FAO's assessment) are a major bottleneck in the fruit and vegetable value chains. These losses are due to poor harvesting practices, temperature abuse, careless and excessive handling, poor bulk packing and packaging, poor transportation practices, the multi-layering of supply chains, and poor logistics. These losses negatively impact food availability and food security.
- 118 FAO has tried to address this challenge within a range of activities, however, overall FAO's support came with mixed results. FAO launched a country-wide awareness campaign—Save Food Campaign—which attracted a range of stakeholders by making an explicit link between post-harvest losses and wasting food. In addition, FAO piloted the use of souvenir food packages to a group of tomato farmers. The CPE found that the targeted group managed to reduce post-harvest losses by half, and after the pilot they adopted the use of souvenir food packages. The less positive results came from the procurement of an advanced rice harvester: although it minimised losses and has the capability to harvest two hectares per day (manually it takes three to four days), it was a challenge to operate and maintain by farmers. In addition it consumes about 160 litres of fuel for two hectares making its use financially unfeasible. Similarly, FAO distributed a large number of metal grain storage silos. The CPE found that the majority of farmers used them as water tanks.

#### 4.3.3 Fishery and marine ecosystem services

- 119 Timor-Leste makes relatively scarce use of its living marine resources. The potential for the fisheries subsector is substantial. Timor-Leste has the potential to produce large quantities of fish but the subsector remains under-developed. Specialising as a fisher is rare and is considered a part-time activity, with most households engaging in a number of livelihood activities. Fishing is less subject to shocks than other agricultural and natural-resource based livelihoods, and can be practiced year-round.

**Finding 22: FAO's support to fishery through the Regional Fisheries Livelihoods Programme (RFLP 2009–2013) was instrumental in strengthening the fishery related capacities and data as well as introducing community-based fishery management plans in Timor-Leste.**

- 120 FAO's support to fishery initiated the Regional Fisheries Livelihoods Programme (RFLP 2009–2013). The project assessment found that the fisheries and aquaculture sectors are currently falling well short of their potential to contribute in a substantive way to improving livelihoods and food security. The RFLP supported the process of fishing vessel registration, registering some 3 700 vessels. The CPE found that the registration process introduced by FAO is still used by the fishery department to date. RFLP trained and supported a handful of MAF field staff to collect fisheries landing statistics in a small number of sites over about a year, and launched a simple, web-based system of data entry and database system called Peskador. Nevertheless, the web-based system depended on GPS data for a third party, with which the contract expired after the project, thus, the data was never analysed and the collection of data ceased as soon as the project ended. A component of the RFLP was piloting systems for community-based coastal resource management, the first of its kind in Timor-Leste. The CPE found that many of the coastal communities still use this approach in governing fishery practices.

**Finding 23: FAO did not have a fishery project in the current programme cycle. Two GEF fishery projects will start next year, however, some of the designed activities are backdated (implemented by other development partners).**

- 121 As a follow up to the RFLP, FAO formulated two GEF projects in 2014/2015 but faced with delays, it took until early 2018 for the project Enabling transboundary cooperation for sustainable management of Indonesia Seas Large Marine Ecosystem to begin. The second project; IkanAdapt: Strengthening the adaptive capacity and resilience of fisheries and aquaculture dependent livelihoods in Timor-Leste was expected to be approved by the end of 2018. The two projects' planned activities have the potential to advance climate change adaptation of fisheries and aquaculture stakeholders (IkanAdapt) and develop a sustainable programme for cooperation on anthropogenic and climatic threats to fisheries and the broader marine ecosystem of the Indonesia Sea. Nevertheless, the CPE found that, while the two projects awaited approval, many of the pilot activities highlighted in the project had already been implemented by development partners (mainly WorldFish). As a result, the CPE recommends a review and update of the activities to match the current status and gaps in the fishery subsector.

#### 4.3.4 Mitigating climate change by increasing agriculture potential

**Finding 24: A large area of potential agricultural land is underutilized (mainly uplands and forests) compounding food insecurity.**

- 122 Farming communities of Timor-Leste are highly exposed to numerous hazards induced by bimodal rainfall pattern and extreme weather events—including floods and droughts. The country's complex topography, mostly steep terrain, causes significant soil erosion, increased incidence of landslides and flash flooding, all of which result in increased risk of failure of cropping efforts and contribute to low yields and overall food insecurity.

#### 4. Assessment of FAO's contributions

- 123 The soil of Timor-Leste is derived from limestone and marine clay which are low in fertility and fragile. The steep slopes tend to be covered only by thin soils which have low organic matter and water holding capacity. This leaves much of the upland/slope land in Timor-Leste susceptible to erosion and not suitable for sustainable cultivation.
- 124 Timor-Leste will need to pursue vigorous action to enable farming of food crops by expanding the agricultural land. Arable land, includes irrigated and rainfed cropland, managed pastures, orchards, vineyards, and plantations, and represents only 30 percent of the total land leaving large areas untapped that can boost agriculture production and address the supply side of food security. Most of the untapped lands are in mountainous areas or on slopes or covered by forests or abandoned land as a result of shifting cultivation. The CPE found, based on farmers experiences, that traditional agriculture practices and the law of soil fertility limit the feasibility of agriculture in these areas.
- 125 The CPE analysed the available data from MAF and found on average more than 75 percent of land that can be planted is untapped varies quantitatively and qualitatively over time according to management conditions and uses. (Table 3).
- 126 Drawing on experiences working on CA and on a wider examination of opportunities, there is a need to enhance the sustainability of upland management. FAO promoted different applications of CA in the upland/sloping areas such as terracing and planting holes. The CA technologies delivered evident results by enabling increased yields with no need to shift on a regular basis. CA and agroforestry technologies can allow for the utilisation of such areas.

**Table 3 • Analysis of untapped farming land in each municipality; the average for 2015–2017**

Municipality	Rice			Maize		
	Planted Area (ha)	Potential Area (ha)	Untapped farming land (%)	Planted Area (ha)	Potential Area (ha)	Untapped farming land (%)
Aileu	334	776	57%	1 593	13 000	88%
Ainaro	369	6 076	94%	717	9 000	92%
Baucau	4 825	14 423	67%	7 299	16 000	54%
Bobonaro	1 838	7 662	76%	2 814	25 477	89%
Covalima	965	5 615	83%	6 235	56 113	89%
Dili	11	150	93%	1 466	3 200	54%
Ermera	666	2 419	72%	1 992	6 126	67%
Lautem	600	3 864	84%	4 230	20 000	79%
Liquisa	214	1 866	89%	1 663	5 000	67%
Manatuto	1 139	12 731	91%	1 074	19 896	95%
Manufahi	296	9 942	97%	1 157	10 000	88%
Viqueque	2 432	9 793	75%	1 306	12 500	90%
<b>Total</b>	<b>13 690</b>	<b>75 317</b>	<b>82%</b>	<b>32 544</b>	<b>196 312</b>	<b>83%</b>

Source: Elaborated by the Evaluation team with data from MAF (As of June 2018)



Workshop  
Growth Agroforestry  
Incentives  
Examples & Opportunities in Thailand  
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FAO/Omar Awabdeh

## 5. Conclusions and recommendations

### 5.1 Conclusions

**Conclusion 1.** FAO's significant attention to food and nutrition security governance is key to its strategic positioning in Timor-Leste, where the majority of agricultural activities are concentrated in small-scale family farming.

**Conclusion 2.** FAO's programme was not able to sufficiently integrate FAO's normative and technical support to address fundamental issues such as economic viability of the agriculture sector, rural youth unemployment, and climate change adaptation packages.

127 On the whole, the programme was centred around small-scale family farming given its significance for the economic, social and environmental sustainability of rural areas. FAO's work in Timor-Leste encompassed a balanced mix of policy, institution, and field level interventions. The FAO programme focused on a set of much needed policy formulations and revisions, agriculture data and information generation, climate-resilience farming and ecosystem-based natural resource management (mainly forestry and marine services).

128 The FAO programme addressed most of the country core issues and was consistent with the main national and sectoral medium and long-term plans. In particular, the programme was coherent with priority areas 1 (Sustainable increase in production and productivity), 2 (Improving market access and value addition), and 4 (Organizational development and Program) of the MAF Strategic Plan, as well as with the priorities established by the Food and Nutrition Security Policy (Outcomes 1.8, 2.2, 5.1, 7.5, 8.1, 8.3, 8.4) and the National Nutrition Strategy (3 and 5).

**Conclusion 3.** FAO has been an active, yet modest, participant and contributor in several areas. Although FAO has developed a number of strong project-level partnerships, its overall level of partnerships with line ministries, municipal authorities and the United Nations agencies was weak. In addition, communication and outreach were not sufficient.

129 Currently, FAO is supporting a number of high-profile initiatives such as KONSSANTIL, the first agriculture census, the Integrated Phase Classification (IPC) analysis and the NIEWS. All of which are considered knowledge products that offer prime opportunities to raise public awareness, enable behaviour change and promote sound factual arguments for investment in agriculture and the rural sector. At the same time, all the FAO-supported policies require a feedback loop to communities in order to communicate the impacts that these policies could have on farmers' livelihood.

**Conclusion 4.** FAO programme design was gender neutral. The design did not address the role, needs, priorities and constraints of women in agriculture and in food and nutrition security.

130 Timorese rural women have some influence and hold some functions in small-scale family farming. They actively work in the fields in almost all aspects of crop production. Moreover, across the country, poultry and small ruminants (highly valued asset of poor households) are primarily managed by women. In addition,, women, over and above their traditional domestic tasks, are responsible for the post-harvest activities (drying, grain storage and food preparation). Women have greater control than men over cooking, food quality and childcare, therefore, the improvement of household food and nutrition security can be attributed to women's status and empowerment.

131 FAO mainstreamed women-related activities across projects, but did not benefit from a holistic gender-responsive strategy or assessment, in fact, the programme lacked a visible gender-sensitive initiative.

**Conclusion 5.** KONSSANTIL is evolving to be the palpable governance framework for food and nutrition security, however, much work is needed to reform KONSSANTIL and reposition key policies. KONSSANTIL still lacks the strategic guidelines and instruments to measure, analyse and disseminate the impact of agricultural interventions (and in general all the nutrition-sensitive interventions) on malnutrition.

132 KONSSANTIL, with the support of FAO, regained an active role in mainstreaming actions to address food and nutrition security. KONSSANTIL itself had some deficiencies in terms of its governance structures. KONSSANTIL does not have the legal basis (organic law) to command authority, financial allocation, nor executional power. KONSSANTIL still lacks the strategic guidelines and instruments to measure, analyse and disseminate the impact of nutrition-sensitive interventions, including agricultural, on malnutrition and does not have a strategic communication and outreach strategy.

**Conclusion 6.** FAO's support in data collection and analysis is highly relevant, as agriculture and food security statistics are still in their infancy stage. The demand is high for inclusive data sets and analysis to support decision making, monitoring and accountability.

133 The agriculture census, which may be postponed to 2021 due to limited resources and the timing of the 2020 population census, marks a milestone in Timor-Leste. FAO is in a prime position to continue to support the development of MAF's statistical analysis capacity and devise a comprehensive communication strategy and follow-up surveys, as well as to assist on data processing, analysis and dissemination to a broad range of stakeholders. The CPE found that the crop cutting methodology is extremely useful in providing much needed estimates for decision making.

**Conclusion 7.** The precursor of vulnerability in agriculture sector is the inability to mainstream adaptive agriculture practices and to sustainably use natural resources.

134 The initial benefits offered to communities through application of CA approaches need to be extended. Similarly, significant potential offered by untapped agricultural land needs to be fully analysed and considered in future programmes. Arable land represents only 30 percent of the total land, leaving large areas untapped that can boost agriculture production and address the supply side of food security. Drawing on the experiences of working on CA and a wider examination of opportunities, there emerges a need to enhance the sustainability of upland management. FAO promoted different applications of CA in the upland/sloping areas such as terracing and planting holes. The CA technologies delivered clear results by enabling increased yields with no need to shift on a regular basis. CA and agroforestry technologies can allow for the utilisation of such areas.

## 5.2 Recommendations

### Recommendation 1: To FAO

FAO should explore options for establishing broader range of effective partnerships and delivery mechanisms to position its programme in line with priorities of municipal authorities and line ministries, as well as strengthening collaboration with the United Nations agencies.

135 Suggested actions:

- Establish a mechanism to engage with municipal authorities through quarterly briefing meetings in targeted municipalities;
- Explore the possibility with line ministries (such as Health, Education, Administration, Environment, Social Solidarity and Finance) to reinforce food and nutrition security goals in their respective programmes and policies;
- Initiate a working group with the United Nations agencies to design possible joint programmes (for example, food safety and One Health with WHO, natural resource management, youth and disaster risk management with UNDP, social protection and school feeding with WFP and UNICEF);

### **Recommendation 2:** To FAO

In the next programme cycle, FAO should include a rural economic focus to explore equitable opportunities for engaging rural youth in agriculture and in the general economics of agriculture in Timor-Leste.

### **Recommendation 3:** To FAO and KONSSANTIL

KONSSANTIL has yet to establish its ability to facilitate and govern a food and nutrition security agenda in Timor-Leste. FAO should focus on the organisational structure and capacity of KONSSANTIL.

136 Suggested actions:

- Establish a framework to measure impacts of nutrition-sensitive interventions on nutrition outcomes to be used by ministries for national programmes and by development partners;
- Review the structure of KONSSANTIL and the different working groups to include proposals for a more active role of civil society, parliament and the private sector;
- Develop a strategic and realistic framework (short- and long-term results) based on the PAN-HAM-TL, along with monitoring and accountability mechanisms;
- Establish a coordination mechanism at municipal level;
- Develop strategic communication instruments to raise public awareness, communicate the results, and mobilise partnerships;
- FAO could provide legal expertise to facilitate the process of approval of the organic law of KONSSANTIL, as well as the legal clearance of pending policies and strategies.

### **Recommendation 4:** To FAO

In order to advance the scope and use of agriculture and food security statistics, FAO could devise a communication strategy to further disseminate and analyse the findings of the agriculture census, IPC and the NIEWS bulletins to universities, municipalities and development partners. Through the M&E project, FAO should take this opportunity to support MAF's institutional structure (roles and responsibilities, reporting lines and staffing).

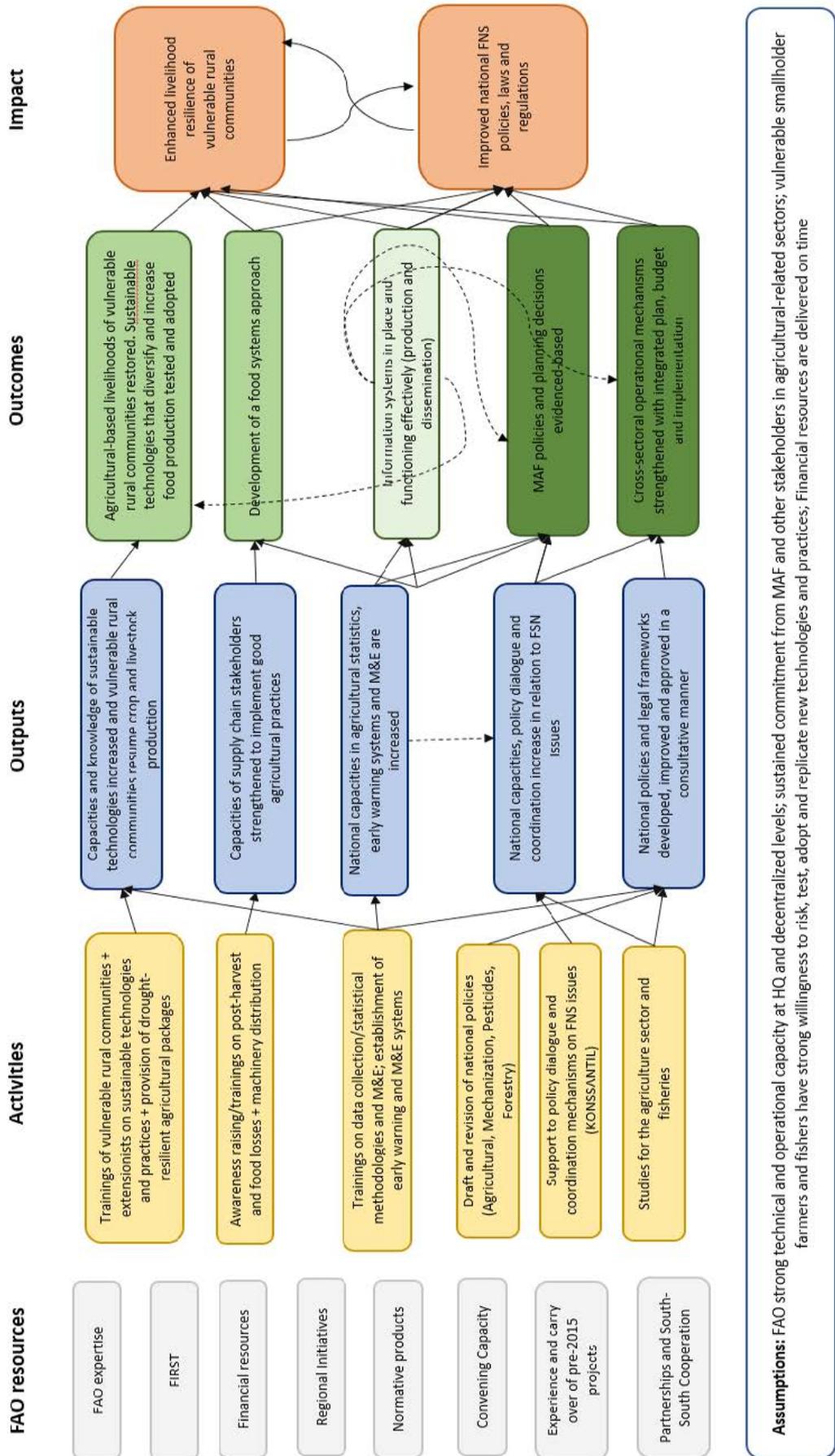
### **Recommendation 5:** To FAO

In the next CPF, FAO could consider developing a dedicated programme area on CA, Agroforestry, and land degradation to unlock the agricultural potential of uplands, coastal areas and forests, while keeping the focus on food and nutrition security.

### **Recommendation 6:** To FAO and RAP

The FAO office capacity and structure should be reviewed to match the programme strategy. The CPE suggests the possibility of hiring of a Deputy FAOR, together with the development of a comprehensive training and learning schedule for national staff.

## Appendix 1. Theory of Change



## Appendix 2. People interviewed

Name	Position	Institution
Acacio Guterres	Director-General for Fishery	MAF
Adalfredo do Rosario Ferreira	National Director of Forestry & Watershed Conservation	MAF
Adão Barbosa	UNF CCC National Focal Point	MCIE
Agostinho Cosme Belo	National Director of Disaster Risk Management	MSS
Aileu	Farmer groups/implementing partner in Tulataqueu village Farmer groups/implementing partner in Faturasa village Farmer groups/implementing partner in Fadabloclo village	
Allison Moore	Operational Support – Timor-Leste	FAO
Amanda Andonovski	Second Secretary (Rural Development)	Australia
Amaro Ximenes	National Director of Agriculture and Horticulture	MAF
America M. Fernandes	National Director for Environment (DNCPIP)	MCIE
Americo M. Pinto	National Director Plant Protection	MAF
Anatuto	Director and teachers of MAF's Agriculture Technical School Laclubar administrative post Farmers groups/implementing partner in Batara village Farmers groups/implementing partner in Orlalan village MAF's Municipal Director	
Angelo Ximenes	Director of Planning and Operation	AIFAESA
Anthony Burgard	Statistical Capacity Development and Programme Coordinator	FAO
Augusto M. Pinto	National Director for Climate Change	MCIE
Augusto M. Pinto	National Focal Point of Nagoyo Protocol	MSS
Baucau	MAF's Municipal Technical staff Baguia administrative post Farmers groups/implementing partner in Fatulia village Farmers groups/implementing partner in Uma Ana Iku and Uma Ana Ulu village Quilicai administrative post Farmers groups/implementing partner in Lakoliu village	
Belchior Guerra	National Director of Social Action	MoE

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Name	Position	Institution
Bin Liu	Nutrition And Food Systems Officer	FAO
Carlito de Jesus	Dean of Agriculture Faculty	UNTL
Cesar Jose da Cruz	Secretary General	MAF
Chiaki Shiga	Project Coordinator - CBNRM	JICA
Claudino Ninas Nabais	National Directorate of Agriculture Research, Statistics and Geographical Information	MAF
Claudio Providas	Country Director	UNDP
Dageng Liu	Representative	WFP
David de Deus	National Director of Youth	SEJD
Deolinda dos Reis Albino	Head of Nutrition Department	MoH
Domingos Gusmao	Director General of Livestock and Veterinary	MAF
Duaa Sayed	IPC Regional Trainer and Assistant Coordinator for Asia	FAO
Elias Ferreira	Director General of Statistics	MoF
Eric Vitale	Programme Coordinator	World Bank
Ermera	MAF's Municipal Director	
	Farmers groups/implementing partner in Baboeleten village	
	Farmers groups/implementing partner in Lemialeten village	
	Farmers groups/implementing partner in Haupu village	
	Farmers groups/implementing partner in Lemian sorin balun village	
	Farmers groups/implementing partner in Gulolo village	
Eugenio Soares	General Director	MSS
Faustinho Tubercio da Silva	National Director of Policy and Planning	MAF
Flavia Araujo da Silva	Project Management Specialist	USAID
Francisco da Silva	Head of Revisao Despesas Department	MoF
Gill Guterres	Director	HASSATIL
Gill Rangel	Food Security focal point of CPLP	CPLP
HangThiThanh Pham	Senior Resilience Officer	FAO
Higino da Costa	Director	ASELDA company
His Excellency Mr. Joaquim José Gusmão dos Reis Martins	Minister of Agriculture and Fisheries	MAF
Ipolito da Costa	National Director of Agricultural Training	MAF

Name	Position	Institution
Jenny Ikelberg	Value Chain Specialist - TOMAK	Australia
Jessica Fanzo	Senior Nutrition And Food Systems Officer	FAO
Joao Antalmo Ferreira	National Director for Nature Conservation	MAF
João Boavida	Director	CEPAD
Joao Carlos Soares	Director-General for Environment and GEF Technical Focal Point	MCIE
Jose Quintão	Department of Agricultural Land Use Geographic Information Systems (ALGIS) and Agro-meteorology	MAF
Jose Quintão	Department of Statistics (MAF)	MAF
Justino da Silva	National Director for Food Security and Cooperation	MAF
Kristopher (Toby) Rowell	Agriculture Officer	USAID
Manuel Mendes	Director General of Forestry	MAF
Manufahi	MAF's Municipal Director	
	MAF's staff in Betano research station	
	Farmer groups/implementing partner in Daisua village	
	Alas administrative post	
	Farmer groups/implementing partner in Mahakidan village	
	Farmer groups/implementing partner in Umaberloic village	
	Farmer groups/implementing partner in Abat Oan village	
Marçal Gusmão	UN CCC researcher	MCIE
Maria Odete do Ceo Guttes	Director General for Agriculture	MAF
Martinho L. Ximenes	National Director of Irrigation	MAF
Mateus da Silva	National Director of Social Assistance	MSS
Mirko Gamez Arias	Programme Coordinator	GIZ
Mukesh Srivastava	Senior Statistician	FAO
Nizia Lopes da Cruz	Implementation Support Consultant	World Bank
Nomindelger Bayasgalanbat	Nutrition Officer	FAO
Panpilad Saikaew	Food Safety Project Coordinator	FAO
Paolo Spantigati	Country Director	Asia Development Bank
Paolo Toselli	Programme Coordinator	EU
Paula Lopes da Cruz	Assistant FAO Representative (Programme)	FAO
Rajesh Pandav	Representative	WHO

<b>Name</b>	<b>Position</b>	<b>Institution</b>
Richard Holloway	Team Leader - TOMAK	Australia
Rofino S. Gusmão	NDFSC - chief of Sections for NIEWS	MAF
Ronny Lindstrom	Representative	UNFPA
Rosa Rolle	Senior Enterprise Development Officer	FAO
Roy Trivedy	United Nation Resident Coordinator	UNRC
Rui Dos Reis Pires	National Director for Biological Diversity Conservation	MCIE
Samson Fare	Technical Specialist Small Island Developing States (SIDS)	FAO
Sangita Dubey	Senior Statistician	FAO
Scott Whoolery	Deputy Representative	UNICEF
Simon Funge-Smith	Senior Fishery Resources Officer	FAO
Stephen Rudgard	FAO Representative Indonesia and Timor-Leste	FAO
Sumiter Broca	Senior Policy Officer	FAO
Sunita Caminha	Head of Office	UNWOMEN
Susana Siar	Fishery And Aquaculture Officer	FAO
Suzana Vila Nova	Chief of Department of Post-harvest	MAF
Suzuki Toshiasu	Representative	JICA
Valente Quintão	National Directorate of Quarantine and Biosecurity	MAF
Xuan Li	Senior Policy Officer	FAO
Yoshiko Ishihara	Investment Support Officer	FAO
Yurdi Yasmi	Forestry Officer	FAO

## Appendix 3. Mapping of FAO results against national priorities

Priority area	Relevance to PAN-HAM-TIL	Relevance to national nutrition strategy (2014–2019)	Relevance to national food and nutrition security policy	Relevance to strategic plan for MAF (2014–2020)
<b>Priority Area 1</b> Strengthened policy, legislation, coordination and planning for achievement of PAN-HAM-TIL goals	Outcome 3.3 – Cross-sectoral policy coherence (encompassing, among other things, food security, industry, trade policy, tourism, energy, land use, water and climate change) pursued	Improved food security at household, community, and national levels  Improved policies and capacity for multi-sectoral nutrition action	Strategy 5.1: Strengthen capacity to map communities that are vulnerable to food and nutrition insecurity for effective targeted intervention.  Strategy 8.4: Establish a sentinel surveillance system to monitor food and nutrition services, behaviour, practices and outcomes.  Outcome 7: Improved education, awareness and advocacy on food and nutrition security	Objective 3.1: To establish functional, clear and accountable policy and legislative frameworks and the capacity for policy analysis and implementation  Objective 3.2: To ensure coordination responsibilities are undertaken in a coherent manner enabling improved implementation & management of sector policies & programs
<b>Priority Area 2</b> Increased quantity and quality of data, statistics and information, including early warning systems	Reliability of agricultural and rural statistics strengthened	Improved availability and timeliness of nutrition data to inform policies and programmes	Outcome 8:  Strategy 8.1: Allocate adequate resources to effectively collect, integrate, analyse and report quality food and nutrition statistics  Strategy 8.3: Strengthen the National Information and Early Warning System (NIEWS) on food and nutrition security and link with the Global Information and Early Warning System (GIEWS).	Objective 3.3: To establish and maintain a functional agricultural statistics system providing timely and appropriate information to sector stakeholders and assisting the planning and management of MAF  Objective 3.5: Develop the necessary early warning system and weather monitoring to help mitigate the impact of and adapt to climate variability on the agricultural sector
<b>Priority Area 3</b> Increased resilience of farming systems through improved natural resource management, climate-smart agriculture and effective response to emerging threats	Small-scale farmers, including pastoralists and fisherfolk, adopt tested and proven sustainable and climate resilient farming and fishing practices.  Policies and incentive programmes developed and enforced on food losses and food waste reduction.	Reduced vulnerability to disasters and Improved emergency Preparedness and response  Improved food production, storage and use at household level	Outcome 1 and 2  Strategy 1.8: Better management of natural resources and ecosystems services including actions on climate change adaptation and mitigation  Strategy 2.2: Reorient the focus of the national policy from 'crisis management or response' to 'risk reduction and resilience building'.	Objective 1.3: To reduce losses through improved control of weeds, pests, vectors and disease  Objectives 5.1: Sustainable natural resources management and utilization  Objectives 7.2: Sustainable use and management of land, water, forest, marine resource and bio-diversity





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