



To'os ba Moris Di'ak
Farming for Prosperity

MONITORING & REVIEW GROUP

Inception Mission 26 – 30 September 2016

Final - 7 November 2016

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Table of Contents

Executive Summary.....	ii
Recommendations.....	iii
1. Introduction.....	1
2. Design alignment and adaptation	1
3. Stakeholder and Partner engagement	2
3.1. DFAT and Australian Programs	2
3.1.1. Market Development Facility	3
3.1.2. M&E House	4
3.2. Development Partner Collaboration	4
3.3. Government Collaboration	5
3.4. TOMAK Reference Group and Municipal Liaison Committees	5
4. Team	6
4.1. Communications	7
4.2. Monitoring of resources at the local level:.....	7
5. Gender and Inclusion	7
6. Administrative, Financial and Operational establishment	8
7. MRG and ongoing inputs	9
Annexes.....	A
Annex A: MRG Inception Mission Agenda	A
Annex B: Tasking Note	F
MRG Inception Mission in Timor-Leste - 26th to 30th September 2016.....	F

MRG Inception Mission Report

26th to 30th September 2016

Executive Summary

The MRG conducted its Inception Mission to Timor-Leste from the 26th to 30th September 2016, about four months after core staff from Adam Smith International (ASI) mobilised to Dili. This report summarises the outcomes of the mission, and provides suggestions to both TOMAK and DFAT.

MRG analysis of the TOMAK Inception Plan and discussions with staff indicate that the team have a solid understanding of the concepts and principles embedded in the TOMAK design. The thinking and integration of the economic and nutrition dimensions of TOMAK have quickly evolved and deepened. The Team is now developing its *Program Guiding Strategy* that integrates the outcomes of detailed value chain, nutrition and gender analysis.

A core function of the MRG mission was to assist the Team to clarify a few design alignment issues, including:

- **TOMAK's Watershed/Catchment Management Approach:** TOMAK's upfront analysis of the livelihood zones (including the resource base, agricultural capability, resilience and risks) will inform focused engagements with target households, around specific value chain or nutrition options, rather than for broad community-based resource planning
- **Municipal Alignment and the de-concentration agenda:** TOMAK will not be involved in developing new systems and processes to underpin the 'de-concentration' agenda. However, once these systems are in place, TOMAK will support decentralisation by working through them.
- **Balancing analysis and action during inception:** The MRG endorses the proposal in the Inception Plan that the distinction between initial analysis and subsequent delivery be blurred and foreshortened.
- **Market Systems Development Vs a Value Chain Approach:** The current value chain assessment is not aimed at picking the eventual 'winners', but at identifying a base for the commencement of TOMAK investments. TOMAK's *Program Guiding Strategy* needs to establish a strategic balance between investments in the value chain, and investments in cross cutting 'support' services

TOMAK's consultation and networking with DFAT and key stakeholders has been exemplary. In addition, TOMAK has sought to carefully align its activities with other programs, especially the Market Development Facility (MDF) and the M&E House. The collaboration between TOMAK and MDF is welcome, appreciated, and progressing as hoped. The only area of concern is the limited funding available within MDF to support joint activities – the importance of this will be clearer once the *Program Guiding Strategy* is finalised. TOMAK is also well engaged with the thinking and principles underpinning DFAT's upcoming M&E House. The MRG has discussed with TOMAK the need to develop a short M&E concept document that outlines the broad principles, links and models already envisioned as underpinning the Program's M&E. This would be a valuable resource that would allow discussions with the M&E House to 'hit the ground running'.

TOMAK's networking and engagement with other development partners has clearly been meaningful, creative, and at a realistic level. Relationships with Government at all levels are evolving – as usual, traction is largely dependent on the capability and vision of key individuals. At the national level, TOMAK has interacted well with the Ministry of Agriculture and Fisheries (MAF), the Instituto de Apoio ao Desenvolvimento Empresarial (IADE), and to a lesser extent, the Ministry of Health (MOH). DFAT and TOMAK will need to carefully manage the emerging relationship with MAF and MOH through: ongoing communication, early tangible activities, and - most importantly - engagement of both the Ministers of Agriculture and Health to endorse the TOMAK *Program Guiding Strategy*. TOMAK is now progressing the establishment of a TOMAK *Reference Group* (TRG) at the national level, and *Municipal Liaison Committees* (MLC) at the local level.

Appointment of the TOMAK team is ongoing, however detailed and constructive discussions occurred with all current members and emerging opportunities and constraints were creatively discussed. There remain, however, skills shortages in two areas, which need further attention:

- Communications – where the lack of a communications specialist will compromise the program, and
- Appropriate resourcing to service the needs of Viqueque.

DFAT and TOMAK will need to agree on a strategy to address these important gaps.

TOMAK has heavily resourced its program to ensure equitable and inclusive economic and nutritional outcomes for women, men, girls and boys. The Gender Specialist is currently supporting the value chain assessments to ensure effective gender integration. TOMAK will now develop a *Gender and Social Inclusion Strategy* (G&SIS) that outlines mechanisms to ensure that gender is appropriately incorporated into: its two objectives; all associated partnership activities; capacity development; and its *Social Behavioural Change Communication* (SBCC) strategy. Along with gender the G&SIS will need to balance TOMAK's response to an array of factors that drive the inclusiveness of its livelihood and nutritional outcomes, factors that include: age, culture/ethnicity, remoteness and disability. TOMAK can then consider how to best use its resources to improve inclusiveness from a broad perspective.

ASI and Mercy Corp are clearly proud to have been selected to implement TOMAK in Timor-Leste, with both acknowledging the Program as a milestone in their institutional development. The MRG reviewed the rollout of accommodation, administrative, financial, human resource and operational requirements - and is comfortable that ASI has thought through, and applied, industry standard practices.

DFAT, TOMAK and the MRG have agreed that the next in-country MRG mission should be scheduled for late March 2017, at which time DFAT plans to schedule the official 'launch' of the program. This timing should also enable the MRG to engage with TOMAK's Monitoring and Evaluation (M&E) Framework, which should be at, or approaching, finalisation.

DFAT will now schedule the engagement of two additional members of the MRG – one in the area of Market Systems Development, and the other in Nutrition Sensitive Agriculture.

Recommendations

RECOMMENDATION	PAGE	RESPONSIBILITY	
		TOMAK Team	DFAT TIMOR-LESTE POST
Recommendation 1: TOMAK should, in the near future, develop a short M&E concept document that outlines the broad principles, links and models that could underpin the Program's M&E.	4	✓	
Recommendation 2: It is recommended that DFAT and TOMAK carefully manage the emerging relationship with MAF and MOH through: ongoing communication, early tangible activities, and - most importantly - engagement of both the Ministers of Agriculture and Health to endorse (although not necessarily approve) the TOMAK <i>Program Guiding Strategy</i> .	5	✓	✓
Recommendation 3: TOMAK should prepare for discussion and consideration with DFAT, the options, justification, timing and costings necessary to efficiently and effectively meet TOMAK's communication needs.	7	✓	✓
Recommendation 4: As soon as possible, TOMAK needs to prepare for consideration and discussion with the Post, the options, justification, timing and costings for the resourcing and appointment of two additional Investment/Intervention Managers (IM) to focus on TOMAK activities in Viqueque (including a sub-office or other facility).	7	✓	✓
Recommendation 5: It is suggested that TOMAK apply for one of the available 'disability' grants (\$25K) to engage a specialist who can better quantify the link between the nutrition burden and ongoing disability in its target communities.	8	✓	✓
Recommendation 6: DFAT should schedule the engagement of the two additional members of the MRG in a way that enables all three members to participate in the next mission in March 2017.	9		✓

MRG Inception Mission Report

26th to 30th September 2016

1. Introduction

The primary purpose of the TOMAK Monitoring and Review Group (MRG) is to assist with the program's continual improvement. As such, the MRG plays both a review and advisory role for the TOMAK team, the managing contractor (ASI - Adam Smith International), and DFAT in their management of the program.

The MRG conducted its Inception Mission to Timor-Leste from the 26th to 30th September 2016, about four months after core staff from ASI mobilised to Dili.

Over the five days of the mission the MRG:

- › Met with DFAT's Timor-Leste Counsellor (Rural Development), Second Secretary, and the TOMAK Program Manager, all of whom provided insights into the program's progress. Discussions focussed on:
 - TOMAK's establishment in Timor-Leste, particularly the effectiveness of its stakeholder engagement;
 - TOMAK's links with other DFAT programs, particularly MDF, the M&E House, Partnership for Human Development (PHD) and Roads for Development (R4D);
 - TOMAK's role in DFAT's Timor-Leste portfolio; and
 - Thoughts on how the program might evolve.
- › Held discussions with the TOMAK team in Dili and Maliana regarding program progress and plans, with a particular focus on emerging value chain opportunities and stakeholder engagement;
- › Met with a selection of TOMAK stakeholders and partners to discuss trends and emerging opportunities in Timor-Leste, as well as their progress and thoughts on working with TOMAK; and
- › Met with selected development partners who are implementing programs related to inclusive growth and private sector development (PSD) to discuss trends and emerging opportunities in private sector development, and collaboration with TOMAK.

This report summarises the outcomes of the mission, and provides suggestions to both TOMAK and DFAT. The report includes seven sections:

- › Section 1: this introduction;
- › Section 2: discusses TOMAK's alignment with the design, and areas of necessary change.
- › Section 3: summarizes TOMAK's current stakeholder engagement and governance;
- › Section 4: examines staff resourcing in TOMAK;
- › Section 5: looks at early approaches to gender and inclusion;
- › Section 6: briefly reviews administrative establishment; and
- › Section 7: proposes next steps for the MRG.

Annex A outlines the agenda for the mission, including the participants and meetings. Annex B presents the tasking note for the mission.

2. Design alignment and adaptation

Analysis of the TOMAK Inception Plan and discussions with staff indicate that the team have a solid understanding of the concepts and principles embedded in the TOMAK design. The thinking and integration of the economic and nutrition dimensions of TOMAK have been quickly evolving and deepening, especially as a result of the careful planning needed for the substantial program of survey, analysis and strategy development work currently being undertaken (between September and November). However, sufficient time will also need to be given to distilling the outcomes of the value chain, nutrition and gender strategies, in order that a coherent, integrated, yet pragmatic *Program Guiding Strategy* can be developed. The team is working hard and efficiently, and some flexibility in delivery time is essential to ensure the best final product, and its ongoing iterative refinement.

The Team also raised a few design alignment issues, which were discussed and resolved during the Inception Mission. These included the need for clarity on:

- **TOMAK's Watershed/Catchment Management Approach:** TOMAK does not have the resources nor the mandate to undertake a detailed participatory community-based catchment planning and management approach. While this approach was used and valued during Seeds of Life II support to the Raumoco watershed (Lautem), it was a very resource intensive process. It was therefore considered inappropriate for TOMAK to undertake engagement at such a level. However, the upcoming Sustainable Agriculture Productivity Improvement Project (SAPIP)¹ will further progress the approach, through its planned work in four significant watersheds² (one of which, the Loes Watershed - where SAPIP will cover six Sucos along the Nunura River - overlaps with TOMAK activity in Bobonaro). Nonetheless, TOMAK's upfront analysis of the livelihood zones is assessing the resource base, and thus its agricultural capability, its resilience and its risks - information that will be a valuable resource not just for TOMAK, but also for the Municipal Governments. TOMAK will, however, use this data to inform focused engagements with target households, around specific value chain or nutrition options, rather than for broad community-based resource planning.
- **Municipal Alignment and the de-concentration agenda:** The GoTL continues with its intent to see core service delivery responsibilities devolved to, integrated with, and resourced at the Municipal level. However, the experience in Timor-Leste (as in other countries) suggests that the realisation of this goal requires the accommodation of many divergent and competing interests. In such a varied and dynamic environment, TOMAK's engagement must be tailored to the local situation, while ensuring that it does not simply reinforce the status quo, but remains flexible, and thus can align with reforms once these are agreed. TOMAK will not be involved in developing new practices and processes to underpin the 'de-concentration' agenda. These will be the responsibility of the Ministry of State Administration, the Municipal Governments, and the line departments. However, once the new systems are in place, TOMAK will support decentralisation by working through them.
- **Balancing analysis and action during inception:** The TOMAK Inception Plan proposes that the current distinction between the "inception planning and analysis", and the subsequent delivery of activities, be blurred and foreshortened. The MRG agrees with this sentiment as it appreciates:

 - that planning, analysis and adaptive management must be embedded throughout the five + five years of the Program, and not just concentrated at start-up;
 - that early on-the-ground delivery provides the only way for communities, local businesses, NGOs and Government to really appreciate and understand TOMAK – the rhetoric of analysis and planning is no match for the evidence of action; and
 - that stakeholders, while patient, will publicly appreciate and respond if there are earlier than anticipated (but still appropriate) local activities.
- **Market Systems Development Vs a Value Chain Approach:** The design envisages that over the next five years, three to five value chains in each target Municipality will deliver improvements to the livelihoods of producers, entrepreneurs and workers. As such, the current value chain assessment is not aimed at picking the eventual 'winners', but at identifying a base for the commencement of TOMAK investments. TOMAK value chain partnerships with communities, individuals, the private sector and others will be constantly assessed and, where successful, further supported. Where unsuccessful, TOMAK will disengage in an appropriate manner, and consider alternative opportunities for further investments. New value chain opportunities will, therefore, be constantly emerging as time goes by. TOMAK's *Program Guiding Strategy* also needs to appreciate that these value chains sit within a broader market system, and that TOMAK (or MDF) needs to ensure a strategic balance between investments in the value chain, and investments in cross cutting 'support' services that improve market function in areas such as: logistics, finance, consolidation, inputs supply, business development services etc.

3. Stakeholder and Partner engagement

3.1. DFAT and Australian Programs

Under the guidance of the Team Leader, TOMAK's consultation and networking with key stakeholders has been exemplary. The team's engagement with DFAT has also been impressive at all levels – engagement

¹ A US\$21.0m direct support program to MAF funded by the Global Agriculture and Food Security Program (GAFSP) Trust Fund.

² SAPIP is funded under the Global Agriculture and Food Security Program (GAFSP - <http://www.gafspfund.org/>) and will be implemented in four watersheds in the municipalities of Lautem (Raumoco watershed), Ainaro/Covalima (Be Lulic watershed), Liquiça/Ermera/Bobonaro (Loes watershed), and Oecusse (Tono watershed). Australia is also a donor to GAFSP.

with the Rural Development team has been strong, positive, and mutually beneficial, while the broader engagement with DFAT has gone well beyond simple information exchange. Creative discussions, for example, have occurred on thematic issues such as nutrition, gender, disability, and M&E. In addition, TOMAK has sought to carefully align its activities with other programs, especially the Market Development Facility (MDF), and has contributed to the emergent thinking on programs such as the M&E House and the Partnership for Human Development. TOMAK has also been considering closer engagement with *Hamutuk*³, however, a current mismatch geographic alignment makes this difficult at this stage.

3.1.1. Market Development Facility

TOMAK has met with MDF on numerous occasions to discuss the roll-out of collaborative efforts under Component 1 across its three target Municipalities. Collaboration is currently focused on:

- › The need for TOMAK and MDF to align their approaches to Women's Economic Empowerment (WEE) and Monitoring and Results Management (MRM);
- › MDF's full participation in TOMAK's value chain assessments in each Municipality; and
- › DFAT confirmation that the Phase II design of MDF will include provision for up to three new MDF Intervention Coordinators in Timor-Leste – one to be co-located with the TOMAK Team in each Municipality (Bobonaro, Baucau and Viqueque). This will take effect once the MDF Phase II contract has been awarded (currently envisaged for April/May 2017). TOMAK therefore needs to make accommodation provisions in their office planning for these staff.

The collaboration between TOMAK and MDF is welcome, appreciated, and progressing as hoped. There remains, however, a single area of concern: MDF has only limited resources available to support private sector partnerships that directly integrate with TOMAK. The MDF Phase II design envisages about 35 partnerships over five years across the whole program. Assuming half of these will be focused on MDF's *Greenfield Strategy* (tourism and light manufacturing), then just 17 or 18 will be focussed on MDF's *Agribusiness, Processing and Rural Distribution Strategy*, only part of which can realistically be expected to **directly** focus on the TOMAK target communities (say six partnerships). Another suite of partnerships may be **tangentially** relevant. Yet some will have **no links** to TOMAK at all. This risk needs to be reassessed when MDF and TOMAK clarify their expected contributions to the *Program Guiding Strategy*. If the extent of MDF's resourcing limitations become a particular constraint, then options will need to be discussed with DFAT.

As a general principle, decision making on the MDF/TOMAK interaction should be based on the following matrix:

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

³ *Hamutuk* is an Australian-funded program whose goal is to reduce the prevalence of stunting in children under two years of age by 10% in target sites in Timor-Leste.

Hence, where market interventions require cross-cutting support services, or cross-regional or national investments, then MDF will generally take the lead. For example, MDF could partner with national microfinance providers to improve product delivery to target communities. Conversely, market interventions that require Municipal, community-based or enterprise investments, will largely be led by TOMAK (e.g. formation and support of community-based production and marketing groups).

3.1.2. M&E House

TOMAK is well engaged with the thinking and principles underpinning DFAT's upcoming M&E House. While TOMAK's M&E will need to be carefully designed to drive the necessary adaptive management, learning and outcomes, its M&E practices (particularly under the economic livelihoods objective) will also need to align with those of MDF. There is already quite a body of innovative thinking, ideas, models and expectations embedded in the TOMAK design, and the team's thinking. Hence TOMAK's M&E will not be best served by a 'greenfield' Framework. As such, the MRG has discussed with the TOMAK team the need to develop a short M&E concept document that outlines the broad principles, links and models already envisioned as underpinning the Program's M&E. This would be a valuable resource that would allow discussions with the M&E House to 'hit the ground running', yet with the concept still open to adaptation and enhancement in all key areas.

Recommendation 1. TOMAK should, in the near future, develop a short M&E concept document that outlines the broad principles, links and models that could underpin the Program's M&E.

3.1.3. Other Australian Programs

There are two other programs that TOMAK may have opportunity to work with over time; the new Partnership for Human Development (PHD) and the ongoing Roads for Development (R4D) Initiative. The TOMAK Team Leader has met frequently with DFAT staff and implementation team members for both these initiatives. He attended the inaugural PHD workshop and has discussed the initiative in detail with the DFAT Counsellor and new team. As the PHD contractor completes their inception activities over the next few months, TOMAK will make them aware of their emerging focus, and ensure that engagements are harmonised where necessary. The R4D program, in conjunction with the Ministry of Public Works, completed its Rural Roads Master Plan prior to TOMAK's inception. TOMAK has a copy of this Master Plan and appreciates that many of the roads identified sit within TOMAK's target Municipalities. Discussions between R4D and TOMAK appreciate the potential that rural road development has for enabling rural enterprises. TOMAK is keeping R4D and DFAT apprised of its analytical work. Meanwhile, R4D is continuing discussions with DFAT and the Ministry to clarify funding and timing of priority roads identified in the Master Plan. TOMAK is also aware that other groups (e.g. SEFOPE) have been involved in rehabilitation of rural roads and TOMAK is monitoring their plans for implementation in common Municipalities.

3.2. Development Partner Collaboration

TOMAK's networking and engagement with other development partners has clearly been meaningful, creative, and at a realistic level. Adam Smith International's (ASI's) consortium relationship with Mercy Corp is based on substantial and mutual professional respect, with Mercy Corp co-leading both the nutrition analysis, and the development of the associated strategy. TOMAK has also put significant effort into alleviating the concerns of other large INGOs (those not part of the tender consortium), explaining that TOMAK's approach is firmly focused on broad engagement that builds on, and does not duplicate, the long-term commitments, and geographic and thematic strengths of these other NGOs. For example, ongoing discussions with Catholic Relief Services (CRS) are moving towards a relationship that will complement CRS's long term development relationship with Baucau and Viqueque, while enhancing its capacity for economic and nutritional outcomes. Similarly, TOMAK is networking with a range of development partners to ensure that its inception analysis builds on the wealth of primary data already collected, by focusing on the gaps. Sharing of data is being respectfully negotiated, at the same time as TOMAK's survey tools and approaches are being shaped by its key stakeholders. For example, the input of multiple partners has been incorporated into the design of the gender and social inclusion survey.

TOMAK has also met regularly with other bilateral and multi-lateral donor programs, and especially with the USAID's US\$19.2m *AVANSA Agrikultura Project* program which overlaps geographically with TOMAK in Bobonaro. The current focus of AVANSA is on high value horticulture (vegetables and fruit) and spices. Careful ongoing monitoring of the synergies between the programs will be needed. To enhance collaboration,

TOMAK and AVANSA, along with their respective agency program managers, will have reciprocal participation rights in their respective Reference Groups.

3.3. Government Collaboration

Relationships with Government at all levels are evolving. At the national level, the Ministry of Agriculture and Fisheries (MAF), the Instituto de Apoio ao Desenvolvimento Empresarial (IADE), and to a lesser extent, the Ministry of Health (MOH) are well informed, and have an emerging appreciation of TOMAK's intent, and its alignment with their own priorities.

Nevertheless, the lack of a formal agreement between DFAT and MOH is particularly limiting for TOMAK's engagement with MOH⁴. While TOMAK team members have met with several relevant departments within the Ministry – the INS⁵, the Department of Health Promotion, and the Department of Nutrition - engagement has been constrained because of this lack of official signoff. As such, DFAT have now agreed a course of action with the Minister of Health to ensure that TOMAK's collaboration with MOH is formalised. DFAT is working with the MOH's Director of International Cooperation to progress:

- > An official letter of introduction to the Minister;
- > The offer of a presentation by TOMAK to the Minister and MOH Council of Directors; and
- > The formalisation of a technical agreement between TOMAK and MOH.

TOMAK's relationship with MAF, is progressing well although ongoing communication is needed to strengthen MAF's understanding of TOMAK across the whole Ministry, and differentiate it from Australia's previous support under the *Seeds of Life* Program. In the month following the MRG Mission TOMAK has had discussions with MAF to potentially support:

- > the development of their Livestock Policy Framework; and
- > an institutional assessment of MAF's agricultural extension services.

Both these initiatives have been well received and will benefit both MAF and TOMAK. Furthermore, the upcoming SAPIP program includes elements of institutional capacity building and support to MAF which should alleviate expectations that TOMAK could provide such services.

Recommendation 2. It is recommended that DFAT and TOMAK carefully manage the emerging relationship with MAF and MOH through: ongoing communication, early tangible activities, and - most importantly - engagement of both the Ministers of Agriculture and Health to endorse (although not necessarily approve) the *TOMAK Program Guiding Strategy*.

Once the two Ministers endorse the *Program Guiding Strategy*, a program of 'socialisation' engagements must follow. These engagements will inevitably be broad, but should commence with the National Council for Food Security, Sovereignty and Nutrition in Timor-Leste (KONSSANTIL).

The DFAT Counsellor for Human Development needs to be kept informed of high-level TOMAK discussions with MOH. The Human Development program has put considerable effort into establishing a relationship with the Minister, and the MOH more generally, and there may be opportunity to enhance high-level meetings by including broader discussions of Australia's bilateral program.

3.4. TOMAK Reference Group and Municipal Liaison Committees

The TOMAK design outlines two formal mechanisms for ongoing stakeholder engagement - a TOMAK Reference Group (TRG) at the national level, and a Municipal Liaison Committee (MLC) at the local level. Just prior to the MRG mission, the TOMAK Team Leader prepared and circulated a note suggesting how both groups might function, an assessment that the MRG concurs with. In summary:

TOMAK Reference Group: The TRG should meet six-monthly, and focus on linkages, leverage, coordination, consultation and information sharing between key national stakeholders. Membership should be

⁴ The Subsidiary Arrangement for TOMAK was signed only by Estanislau da Silva - Minister of State, Coordinator of Economic Affairs, and Minister of Agriculture and Fisheries.

⁵ Instituto Nacional de Saude de Timor Leste

restricted to about 15 members from organisations whose portfolios/responsibilities strongly link with TOMAK. Key members could include:

- › Relevant MAF and MOH Directors at the national level;
- › The head of KONSSANTIL's National Secretariat;
- › National Director from the Secretariat of State for the Support and Socio-Economic Promotion of Women;
- › The IADE National Director;
- › DFAT development staff and MRG members;
- › Representatives of key NGOs working directly with TOMAK (Mercy Corps, CRS, and possibly World Vision);
- › Key TOMAK staff;
- › Representatives of 'sister' projects e.g. MDF, PHD; and
- › Relevant Development Partners including USAID/AVANSA.

The first meeting should be scheduled after the *Program Guiding Strategy* has been completed and could coincide with the next MRG mission in late March 2017 (see Section 7). Engagement with national stakeholders beyond the core group should occur through ongoing networking, and through the Program's various communication tools (its website, newsletters, events and *ad hoc* engagements).

It is suggested that at this stage Municipal representation should not be included in the TRG, due to of the variability (and uncertainty of the de-concentration agenda) across the three Municipalities – in the current political environment, TOMAK would need to invite too many people, making the TRG too unwieldy. This will, however, need reassessing as the political situation evolves.

Municipal Liaison Committees: TOMAK's design envisaged that a MLC would be established (or aligned with existing mechanisms) in each Municipality. However, given that the decentralisation/ de-concentration agenda remains unclear, the envisaged leadership role of the Municipal Administrator has remained uncertain. Thus the MLC cannot function as planned into the foreseeable future. The need for close local coordination in each Municipality can, however, hopefully be achieved through existing cross-agency forums. A group could be established that preferably would meet quarterly to discuss plans, resourcing, activities, timeframes, and targeting, and serve as a forum at which local stakeholders can link, leverage, coordinate, consult, and share information. TOMAK will therefore need to adapt to, and sensitively align with, whatever mechanisms are currently in place. Where possible, membership should include:

- › The Municipal Administrator (chair);
- › The Municipal Director of Agriculture;
- › The Municipal Director of Health/Nutrition;
- › The Municipal Director of SEM;
- › The Municipal Director of IADE;
- › The head of KONSSANTIL's Municipal Secretariat;
- › Selected Administrative Post staff;
- › Key private sector partners working directly in the Municipality;
- › Key lead NGOs working directly in the Municipality;
- › The TOMAK Regional Manager;
- › Representatives of 'sister' projects working in the Municipality e.g. AVANSA.

TOMAK should schedule the formation of this group (or an initial presentation to an existing group) for after the *Program Guiding Strategy* is approved, possibly around March 2017.

4. Team

The MRG met with the team as a whole, as well as individually with each member of the core team (the Program Manager, Team Leader, Operations Manager, Value Chain Specialist, Nutrition Specialist and Gender Specialist). Detailed and constructive discussions occurred with all. The Team members are open to new ideas, and the discussions helped to clarify uncertainties in each case. Furthermore, emerging opportunities and constraints were creatively discussed. TOMAK is now in the final stages of appointing a National Nutrition Specialist and its Regional Managers, while the National Gender Specialist and Monitoring and Evaluation Manager are due to commence in early October.

There remain, however, skills shortages in two areas, which need further attention: communications, and staffing at the Municipal Offices.

4.1. Communications

It is very unfortunate that during contract negotiations the Communications Specialist position was cut from TOMAK's budget. The MRG finds this unacceptable in a program whose success is heavily dependent on:

- › the quality of the communications that are necessary to drive social behaviour change in TOMAK's target communities (in the areas of nutrition, gender, inclusion and economic livelihoods);
- › the development of effective messages, processes and communication strategies that inform, inspire and link the hundreds of stakeholder groups that will be engaged with, impacted by, or interested in the TOMAK program; and
- › the need for regular quality messages that drive public and government perceptions and appreciation of TOMAK's contribution to the development of Timor-Leste.

The MRG considers that the lack of a fulltime communications specialist will compromise the program, and that this must be addressed. It is appreciated that the removal of the Communications Specialist was necessitated by limited funds. However, there are other options available to contain the cost of providing some measure of Communications support, including some combination of the following:

- › ongoing international short-term specialist support;
- › fulltime national adviser support;
- › engagement of an Australian young professional or vocational volunteer;
- › ongoing engagement of one or more local contractors to undertake specific messaging support;
- › sharing the Communications role with other development initiatives – the obvious and best fit would be with the two ACIAR projects co-located at the TOMAK office, although sharing with other DFAT programs is also possible. It must, however, be kept in mind that the expected communications workload within TOMAK is considerable, and that under-resourcing needs to be avoided.

Recommendation 3. TOMAK should prepare for discussion and consideration with DFAT, the options, justification, timing and costings necessary to efficiently and effectively meet TOMAK's communication needs.

4.2. Monitoring of resources at the local level:

The MRG is concerned that the staff resources at the local level may need enhancing as the program progresses. Currently, three Intervention Managers (IMs) are identified under each Regional Manager (making six in total). As the *Program Guiding Strategy* is finalised, and the scope, scale and focus of partnerships become ever clearer, the roles and functions of these IMs - which are currently quite generic - will need to be clarified. Although the IMs will need to work as a team, some form of specialisation is likely to be needed.

More thought is also needed regarding the resourcing of support to Viqueque. The heart of TOMAK is to build local ownership and sustainability. Yet the current plan to service Viqueque from Baucau is an immediate challenge to this outcome - a shortfall that is accentuated by only three IMs proposed for the Baucau office, despite it servicing two Municipalities. Already the Municipal Administrator and line Directors in Viqueque have expressed a desire for TOMAK to have a permanent presence in the Municipality. Consideration therefore needs to be given to establishing some form of permanent IM presence in Viqueque. These staff (along with the proposed MDF Intervention Coordinator for Viqueque) should be based in a TOMAK sub-office (or other facility) in Viqueque, that can be managed by the Regional Manager based in Baucau.

Recommendation 4. As soon as possible, TOMAK needs to prepare for consideration and discussion with the Post, the options, justification, timing and costings for the resourcing and appointment of two additional Investment/Intervention Managers (IM) to focus on TOMAK activities in Viqueque (including a sub-office or other facility).

5. Gender and Inclusion

TOMAK has heavily resourced its program to ensure equitable and inclusive economic and nutritional outcomes for women, men, girls and boys. The Gender Specialist is currently supporting the value chain

assessments to ensure effective gender integration, before commencing a detailed *Gender and Social Inclusion Analysis* (G&SIA).

Gender approaches within TOMAK will need to carefully integrate Women's Economic Empowerment (WEE), Gender-based Violence (GBV), Gender Awareness (GA) and rights-based Gender Equality approaches within the two core components of the program. One innovative example already progressed, is the integration of sensitive approaches to determine the factors that drive stress and conflict in households, and can therefore contribute to GBV. TOMAK has a critical focus on two of the most important drivers of family stress and conflict – income and food. TOMAK's approach must do-no-harm, while helping households to manage stress and conflict by directly improving incomes and nutrition, and through the provision of life skills that indirectly target the same.

Once the G&SIA is finalised, TOMAK will use its results to develop a *Gender and Social Inclusion Strategy* (G&SIS) that outlines mechanisms to ensure that gender is appropriately incorporated into: its two objectives; all associated partnership activities; capacity development; and its *Social Behavioural Change Communication* (SBCC) strategy.

The Gender Specialist, whose full-time support to TOMAK is currently scheduled for three years, will be aided by a National Gender Adviser who commenced on the 3 October 2016, and who will increasingly take responsibility for managing TOMAK's gender activities in the longer-term.

Another area that needs ongoing thought is how TOMAK can more purposefully respond to the important issue of disability. This response will, however, be driven by resourcing priorities, as TOMAK must prioritise the whole range of factors that drive the inclusiveness of its livelihood and nutritional outcomes, factors that include: gender, age, culture/ethnicity, remoteness and disability. Thus gender is clearly central, while the other drivers will vary from household to household. As much as possible then, TOMAK's approach should focus on assessing the relative importance of all drivers, and then allocating its limited resources to those initiatives that will make the greatest difference.

The first step for TOMAK is to understand when and how disability is likely to be a driver of inclusiveness. The upcoming surveys that are to underpin TOMAK's *Gender and Social Inclusion Strategy*, include innovative questioning that aims to draw out an understanding of disability, while avoiding language that stigmatises, or constrains responses⁶. How TOMAK responds to this information will need to be carefully considered. Initially TOMAK will share and discuss the outcomes of TOMAK's G&SIS amongst DFAT, Government, service providers, and other stakeholders to improve awareness of issues related to inclusiveness. TOMAK can then consider how to best use its resources to improve inclusiveness from a broad perspective.

It is worth noting that TOMAK's focus on nutrition is already addressing a core element of disability prevention. While the prevention of disability is not the focus of DFAT's *Development for All Strategy*⁷, TOMAK's work on improving nutrition for children under five will, in the longer term, significantly reduce suboptimal physical and mental performance within its target populations. A deeper understanding of the links between undernutrition and physical and mental performance in Timor-Leste is definitely needed. In this regard, the Post has successfully accessed some limited funds to enable DFAT's programs to better understand and address the widespread occurrence of disability in Timor-Leste.

Recommendation 5. It is suggested that TOMAK apply for one of the available 'disability' grants (\$25K) to engage a specialist who can better quantify the link between the nutrition burden and ongoing disability in its target communities.

6. Administrative, Financial and Operational establishment

ASI and Mercy Corp are clearly proud to have been selected to implement TOMAK in Timor-Leste, with both acknowledging the Program as a milestone in their institutional development. For its part, ASI has put considerable resources into ensuring that the program is properly backstopped. The way in which the

⁶ The survey includes six questions recommended by the UN's Washington Group on Disability Statistics. The main aim of the WG is the promotion and coordination of international cooperation in the area of health statistics by focusing on disability measures suitable for censuses and national surveys.

⁷ DFAT (2015). *Development for All 2015-2020*

TOMAK Program Manager initially, and now TOMAK Operations and Finance Manager and TOMAK Program Manager, have been guiding the establishment of TOMAK, has been essential to a coherent and efficient rollout of accommodation, administrative, financial, human resource and operational requirements. The MRG reviewed each of these facets of the program, and is comfortable that ASI has thought through, and applied, industry standard practices.

A few minor suggestions were made while on mission, with the only area of lingering concern relating to the quality of the MAF offices. Current fire and evacuation facilities, as well as pedestrian access, are inadequate, and must therefore be an important focus for the upcoming review of workplace health and safety.

7. MRG and ongoing inputs

This inception mission was conducted by the MRG Director, David Swete Kelly, who discussed with DFAT and the TOMAK team the most beneficial composition of the overall MRG. The skills needed were outlined in the design, and developed in the recently approved terms of reference (TOR). It is proposed that the team include professionals with both specific skills, and a broader ability to engage across all components of the program. The priority skills include: agricultural production, food security, nutrition sensitive agriculture, market system development (MSD) and gender. It is recommended that the core MRG be kept to three people to enable balance, while at the same time ensuring manageability, consistency, continuity and efficiency. The proposed MRG includes:

- › David Swete Kelly (MRG Director): David is the part-time Rural Livelihoods Advisor with the DFAT Timor-Leste program. Under this role he led the design of TOMAK, but has also supported other key engagements in Timor-Leste (especially Seeds of Life).
- › Aly Miehlabradt: Aly is a renowned specialist in Market Systems Development, and the monitoring and results measurement processes for private sector engagement as proposed by the Donor Committee on Economic Development (DCED). She is also the director of the Independent Advisory Committee for DFAT's multi-country Market Development Facility (MDF), and has particularly supported the integration of Women's Economic Empowerment into MSD approaches. Aly's involvement will significantly strengthen TOMAK's economic livelihoods partnerships, and help to ensure that its M&E systems drive internal adaptive management, while also aligning with the outcome reporting of the M&E House.
- › A specialist in Nutrition Sensitive Agriculture: DFAT, TOMAK and the MRG Director will liaise to identify candidates skilled in Nutrition Sensitive Agriculture, a skill that is needed to complement the other two members of the MRG.

Recommendation 6. DFAT should schedule the engagement of the two additional members of the MRG in a way that enables all three members to participate in the next mission in March 2017.

DFAT, TOMAK and the MRG have agreed that the next in-country mission should be scheduled for late March 2017, at which time DFAT plans to schedule the official 'launch' of the program. This timing should also enable the MRG to engage with TOMAK's M&E Framework, which should be at, or approaching, finalisation.

Prior to the next mission, the members of the MRG are expecting to undertake desk-based engagements with DFAT and the TOMAK team during the finalisation of:

- › the upcoming component strategies;
- › the *Program Guiding Strategy*;
- › the M&E Concept document; and
- › the M&E Framework.

Annexes

Annex A: MRG Inception Mission Agenda

Day	Time & Location	Agenda	Venue/Attendance
Monday 26th September, 2016	6:35am	David Swete Kelly arrives Air North (QF307) Presidente Nicolau Lobato Intl Airport, Dili Timor-Leste.	
	7:00am	Pick up by TOMAK and transport to Palm Beach Hotel	
	7:30am	Check-in Palm Beach Hotel (nights of 26, 27, 29 & 30 September)	
	8:00-10:00am	Breakfast with TOMAK Managers	Venue: Palm Beach Hotel Attendance: David Swete Kelly, TOMAK managers.
	10:00-10:30	Meeting with DFAT regarding agenda.	Venue: Australian Embassy Program Office meeting room Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	10.30-12:00am	Meeting with DFAT Rural Development Team <ul style="list-style-type: none"> • Itinerary and planning • Update on the broader development context, DFAT initiatives and risks • Perceptions on TOMAK progress, opportunities and concerns • Harmonisation with other initiatives • MRG TORs and composition • Governance committees and mechanisms 	Venue: Australian Embassy Program Office meeting room Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	12:00-1:00pm	Lunch	
	1:00-5:00pm	Meeting with TOMAK Team <ul style="list-style-type: none"> • Review of design intentions and 'drift' • Communications and engagement with DFAT, GoTL, 	Venue: TOMAK office Attendance: David Swete Kelly, DFAT staff and TOMAK staff.

Day	Time & Location	Agenda	Venue/Attendance
		Districts & other stakeholders <ul style="list-style-type: none"> • Inception planning and processes • Mobilisation, staffing and accommodation • Links with MDF 	
	Overnight	Palm Beach Hotel	CONFIRMED
Tuesday 27th September 2016	8:30-9:30am	Second Secretary – Aid Management re M&E House and integration <ul style="list-style-type: none"> • Timelines for mobilisation • Interim planning and preparation 	Venue: Australian Embassy Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	9:30-10:30am	Presentation: Monash University - Measuring Under-Nutrition in Timor-Leste - Analysis of the TLFNS 2013	Venue: Sparrow Force House Attendance: David Swete Kelly, DFAT staff and TOMAK Program Manager.
	11:00am–12:00 noon	Meeting with DFAT first Secretary Gender & Disability <ul style="list-style-type: none"> • Gender integration for WEE and nutrition • Gender planning and integration 	Venue: Australian Embassy Program Office Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	12:00 – 1:00pm	LUNCH	
	1:00pm-2:30pm	Meeting with MDF re links: <ul style="list-style-type: none"> • Joint analysis • Planning of integration • Resources, budgets and co-location 	Venue: MDF office Attendance: David Swete Kelly, DFAT staff, TOMAK managers and MDF staff.
	3:00-4:00pm	Meeting with Mercy Corp re partnerships with TOMAK <ul style="list-style-type: none"> • Current activities • Aspirations • Issues and concerns 	Venue: Mercy Corp office Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	4.30-5.30pm	Meeting with Australia Timor-Leste Partnership for Human Development <ul style="list-style-type: none"> • PHD thinking and progress; 	Venue: Australian Embassy Program Office meeting room Attendance: David Swete Kelly, DFAT staff and TOMAK

Day	Time & Location	Agenda	Venue/Attendance
		<ul style="list-style-type: none"> • Nutrition activities • TOMAK and nutrition 	managers.
	Overnight	Palm Beach Hotel	CONFIRMED
Wednesday 28th September 2016	9:00-10:00am	Meeting with CRS <ul style="list-style-type: none"> • Current activities • Aspirations • Issues and concerns 	Venue: CRS office Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	11:00-12:00noon	Meeting with TOMAK Operations Team	Venue: TOMAK Office Attendance: David Swete Kelly and TOMAK managers.
	12:00noon-1:00pm	Lunch Meeting with MAF Dir of Livestock (Antonino) <ul style="list-style-type: none"> • Current activities • Aspirations • Issues and concerns 	Venue: TOMAK Office Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	1:00-5:00pm	Travel to Maliana	Attendance: David Swete Kelly, DFAT Counsellor (Rural Development) and TOMAK Team Leader 1 DFAT vehicle, 1 TOMAK vehicle
	5:00-6:00pm	Attendance at Value Chain/Gender team daily wrap-up meeting	IADE Office Attendance: David Swete Kelly, DFAT Counsellor (Rural Development), and TOMAK staff.
	7:00-9:00pm	Dinner discussion with TOMAK team	Venue: Hotel Ramos Cora Resort Attendance: David Swete Kelly, DFAT Counsellor (Rural Development) and TOMAK staff.
	Overnight	Maliana	Venue: Hotel Ramos Cora Resort

Day	Time & Location	Agenda	Venue/Attendance
Thursday 29th September	7:00-8:00am	Breakfast with TOMAK team	Venue: Hotel Ramos Cora Resort
	8:30am-12:00 noon	<ul style="list-style-type: none"> Discussion with TOMAK Value Chain Specialist re value chain assessment in Maliana. Observe interaction of Gender and Value Chain Teams 	Venue: Hotel Ramos Cora Resort Attendance: David Swete Kelly, Counsellor (Rural Development) and TOMAK staff.
	12:00 noon	Quick lunch and return to Dili	Mailana
	Afternoon	Prepare Overview of Findings	David Swete Kelly
	Overnight	Palm Beach Hotel	
Friday 30th September 2016	9:00–11:00am	Meeting with Team to discuss outcomes of discussions, initial findings and responses	Venue: TOMAK office Attendance: David Swete Kelly, DFAT staff and TOMAK staff.
	12:00-1:00pm	Meeting with MAF Research Director (Claudino)	Venue: TOMAK office Attendance: David Swete Kelly, DFAT staff and TOMAK managers.
	1:00-2:30pm	Debrief with Rural Development Team to present initial findings and discuss responses	Venue: Australian Embassy Program Office Meeting Room Attendance: DFAT staff, David Swete Kelly and TOMAK managers.
	3:00-4:00pm	USAID AVANSA	AVANSA Office Attendance: David Swete Kelly and TOMAK managers
	4:30-5:30	IFC re support to MACAE	Attendance: David Swete Kelly and TOMAK managers
	6:30-9:30pm	Dinner	Diza Restaurant Attendance: David Swete Kelly, TOMAK managers and MDF

Day	Time & Location	Agenda	Venue/Attendance
			representative.
	Overnight	Palm Beach Hotel	
Saturday 1st October 2016	6:00am	Drop off from Palm Beach Hotel to Airport	TOMAK to arrange
	8:05am	David Swete Kelly departs Air North (QF374) for Darwin	

Annex B: Tasking Note

MRG Inception Mission in Timor-Leste - 26th to 30th September 2016

Introduction:

This tasking note outlines services to be provided by the Monitoring and Review Group (MRG) for the Department of Foreign Affairs and Trade (DFAT) To'os Ba Moris Di'ak (TOMAK) program in Timor-Leste.

The primary purpose of the TOMAK MRG is to ensure program improvements by providing advice and technical support to DFAT and the TOMAK team. The MRG will periodically review the program, making recommendations to ensure TOMAK is best placed to meet its objectives and the objectives of the Australian aid program in Timor-Leste.

Services will be provided during a mission to Timor-Leste from 26th to 30th September 2016 along with preparation, travel and subsequent analysis and reporting.

Background

TOMAK mobilisation commenced in Timor-Leste in June 2016. TOMAK forms part of the 'improving livelihoods' program of the Australian Government and contributes to Australia's priorities under the Aid Investment Plan Timor-Leste (2015-16 to 2018-19).

Since July 2016, the TOMAK contractor, Adam Smith International (ASI) has established an office in Dili, recruited some national staff, and progressed its inception activities in Maliana, Baucau and Viqueque in accordance with the TOMAK investment design document.

The timing of the inception mission aligns with the MRG's TOR, and is scheduled at the end of the first quarter following program mobilisation.

Activities

The assignment will include 14 days of inputs from the MRG Director, payable upon submission of the final report to the Department of Foreign Affairs and Trade- Australian Aid Program (DFAT-AAP).

Final issues for the MRG Director to address while on mission will be agreed upon by DFAT and the MRG Director but may include the following:

- Is the TOMAK team sufficiently aware of the design intentions as outlined in the design document and the Request for Tender (RFT), in particular the equal weighting given to nutrition and market-based outcomes?
- Given the changing nature of the Timorese development context, changing stakeholder roles and progress made on the Government of Timor-Leste (GoTL) decentralisation agenda, assist the team to adapt and evolve the design thinking to match the reality on-the-ground. Particular issues include: (i) catchment-based planning; (ii) phasing; and (iii) delivery mechanisms at the community level;
- Assess the team plans and progress related to inception activities and, in collaboration with the team, advise on areas of concern, risk or innovation;
- How well has TOMAK communicated its role and function to key stakeholders including the Australian Embassy in Dili, GoTL at all levels in relevant sectors and the private sector? How well has DFAT communicated its role and expectations to TOMAK? Are improvements needed?
- What level and type of engagement with GoTL is appropriate for TOMAK at this stage of implementation and over the next year?
- Is the country team mobilisation on track and is the team composition appropriate, given the scope and cross sectoral focus, as well as political economy challenges and expectations of DFAT?
- Discuss plans and progress made on developing an M&E system that will meet the program's operational needs and be appropriate for integration with the needs of the M&E House and DFAT;
- Has ASI established appropriate office, administration, financial, operational and human resource systems appropriate for a program of this type in Timor-Leste? Are improvements needed?

- Discuss with DFAT and the TOMAK team the appropriate composition of the MRG and the proposed sequence of visits. Make recommendations on the complementary skills required for the second MRG member yet to be appointed.
- How well aligned are component 1 and 2 during the inception phase of TOMAK?

Inputs

The mission will be conducted by David Swete Kelly, the MRG Director

Dates	Activities	Location	Maximum number of days
			MRG Director (David Swete Kelly)
1 – 23 September 2016	Review literature and prepare mission plan	Home	1 day
24-25 September 2016	Travel to Timor-Leste	Travel	1.5
26 – 30 September 2016	Mission and present Aide Memoire	Dili, Timor-Leste	5 days
1-2 October 2016	Travel to home base	Home	1.5 days
7 October 2016	Develop and submit draft mission report	Home	4 days
Within a week of receiving DFAT-comments on the draft report	Submit Final report	Home	1 day
		Total	14 days

Reporting

The MRG will prepare the following reports:

- A Initial Mission Findings Overview by Friday 30 September 2016.
- A draft mission report by Friday 7 October 2016.
- A final mission report within one week of receiving DFAT comments on the draft.

Key informants

The MRG Director will require access to the following Australian Embassy and TOMAK staff during the mission:

- Australian Embassy: Counsellor - Rural Development, Second Secretary – Rural Development, Senior Coordinator – Rural Development and Senior Nutrition Specialist
- TOMAK: Team Leader; ASI Contractor Representative; core TOMAK Staff
- Other: Other agencies/donors with an interest in private sector development and nutrition sensitive agriculture
- Existing or potential TOMAK partners and key informants in the private sector and nutrition and within GoTL
- Mercy Corps

Draft schedule:

Day	Meetings
Monday	<ul style="list-style-type: none"> • Meetings with TOMAK to review mobilisation, initial strategy, early interventions and operational issues
Tuesday	<ul style="list-style-type: none"> • Consultations with relevant Australian Embassy team members

Wednesday and Thursday	<ul style="list-style-type: none"> • Meetings with key TOMAK staff; Supplemental meetings as required (including with MDF, the Australian Embassy Aid Management Officer and other development partners etc.)
Friday	<ul style="list-style-type: none"> • Meeting with TOMAK Team • Debrief with DFAT on Initial Mission Findings

Signed by:

Counsellor – Rural Development, Timor-Leste

Date:

