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New Zealand Ministry of Foreign Affairs and
Trade | Manatū Aorere

Evaluation of New Zealand's Country Programme in Timor-Leste

Evaluation Compendium - Part Four:
Detailed Assessments of Development
Activities

FINAL

Evaluation Compendium

The Timor-Leste Country Programme Evaluation was commissioned by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) to strategically assess New Zealand's bilateral engagement with Timor-Leste. This evaluation covers recent activities, particularly those under the Timor-Leste *Strategic Framework for Development 2012-2015* (MFAT, 2012), and includes their implications for current and future activities under the *Joint Commitment for Development 2016-2020* (MFAT, 2016b) and beyond. This is one of several strategic evaluations that are currently being undertaken to examine the results and impacts of New Zealand's country partnerships.

The evaluation commenced in April 2017 and has involved a range of detailed assessments that if combined would make for a long and complex report. The findings have therefore been made more accessible by presenting the evaluation as a compendium of five products crafted to meet the needs of different stakeholders.

These products are:

- 1. Part One: The Summary Findings** which includes two subsections:
 - › The Key Points: a double page infographic outlining the evaluation's main findings and key lessons.
 - › The Executive Summary: a five-page summary of the main findings.
- 2. Part Two: Country engagement and strategic outcomes.** This is a thirty-page discussion of the relevance of New Zealand's bilateral engagement with Timor-Leste, including the development context, how the programme is evolving, and the strategic implications for MFAT's future development assistance. This higher-level assessment focuses on the needs of MFAT's development managers and other state actors engaged in Timor-Leste.
- 3. Part Three: The Timor-Leste Context.** This is a compilation of four papers that assess the current development environment and socioeconomic status of Timor-Leste. These papers provide a resource for MFAT staff, and a contextual basis for the upcoming strategic planning processes:
 - › Paper 1: Economic and Social Development.
 - › Paper 2: Public sector issues in Timor-Leste.
 - › Paper 3: Private Sector Development.
 - › Paper 4: International Integration.
- 4. Part Four: The Detailed Assessments of Development Activities.** This is a compilation of eleven papers that assess the current New Zealand development activities against the OECD DAC criteria. These papers provide a resource for those MFAT programme managers, implementation teams, and development partners who are interested in particular activities. They also frame important issues that may warrant further investigation as part of the dedicated review processes planned for each activity.
 - › Paper 1: Scholarships, Short-term, and English Language Training Opportunities.
 - › Paper 2: Alternative Pre-school Education.
 - › Paper 3: The HANDS programme (*Halimar, Aprende, no Deskobre; Susesu*).
 - › Paper 4: Lafaek Education Media.
 - › Paper 5: Coffee.
 - › Paper 6: Aquaculture.
 - › Paper 7: Tourism.
 - › Paper 8: Community Policing.
 - › Paper 9: Human Rights.

- › Paper 10: Partnerships.
 - › Paper 11: Volunteers.
5. **Part Five: The Evaluation Process** outlines the evaluation plan, the evaluation team, the people consulted, and the findings from both the scoping mission and the main mission.

Part Four: Detailed Assessments of Development Activities

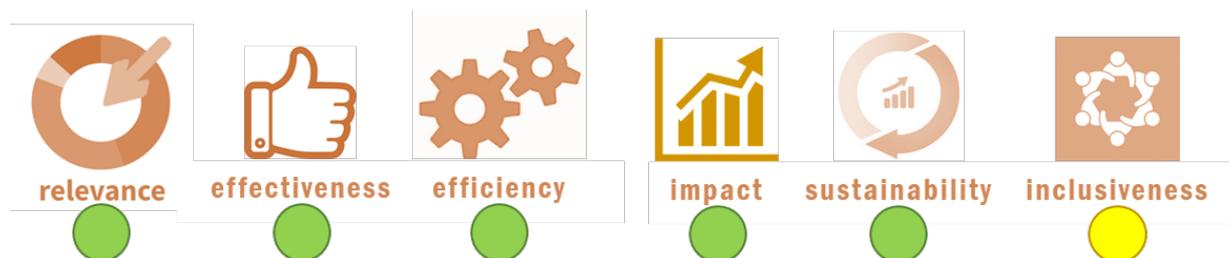
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Paper 1: Scholarships, short-term, and English Language Training Opportunities

By Dr Paul Crawford¹ and David Swete Kelly²



The relevance of investing in short-term training and scholarships for adults, centres on broad agreement that capacity is a critical constraint on the nation's development, given the need in a newly established, small, and largely agrarian country to access new and essential skills and systems. New Zealand's Head of Mission³ stressed that poor capacity (people, skills, motivation, systems, resources) is the key constraint on most Government institutions, the private sector and professions (health, education, science and technology). Hence, access to targeted skills development, both short and long-term, is essential for the nation's development.



1. Tertiary scholarships (<15/year)
2. Short Term Training Awards (~20/year)
3. English Language Training (~10 – 12/year)



Ongoing



2012/15 triennium: NZ\$7.87
2016/18 triennium: NZ\$8.75

2020



Timorese from the public and private sector gain new skills and experience from training and scholarships provided by New Zealand.

New Zealand's education sector is well placed to support MFAT's development agenda through its provision of world-class academic qualifications, and English language and tailored vocational courses. The benefits, however, are not just one-sided – New Zealand has much to gain through cultural exchange and close working ties.

It is widely recognised and appreciated in Timor-Leste that graduates returning from New Zealand have received a quality education, and that New Zealand significantly increased the number of its offered scholarships and short-term trainings in response to a request from the then Minister of Planning and Strategic Investment (Xanana Gusmão) in 2011.

Training awards (scholarships and short-term training) now comprise 18 per cent of New Zealand's ODA to Timor-Leste, or around \$3.0 million per annum. New Zealand currently offers up to 35 scholarships for applicants from Timor-Leste, including:

¹ Evaluation Specialist

² Evaluation Team Leader

³ Interview with Vicky Poole on 12 June 2017.

1. Fifteen New Zealand-based tertiary study positions⁴; and
2. Twenty Short Term Training Awards (STTA) (in 2017) for in-service candidates to undertake short-term vocational/ skills courses or work placements.

The NZ Country Programme also offers English Language Training for Officials (ELTO) from ASEAN - New Zealand hosts three intakes of between 32 and 64 mid-level professionals per year from seven eligible countries. This includes 12 places available annually for Timorese candidates. The themes of both the STTA and ELTO programmes closely align with New Zealand's global reach investment priorities.

The short-term training⁵ and English language training⁶ activities both address the pervasive professional capacity constraints within the Timorese public service in the short-term. Academic scholarships also seek to address the human capital constraints the country is facing, although with a much longer return-on-investment horizon. The Government of Timor-Leste stressed the value of both short and long-term trainings that have exposed key Timorese actors to New Zealand and Pacific approaches to development. These exchanges have not only offered the opportunity to build skills and capacity, but have exposed these actors to new perspectives that have broadened their vision of what is possible. Demand is ongoing, and the recent Minister of Foreign Affairs and Cooperation⁷ highlighted opportunities where he felt New Zealand was uniquely positioned to help Timor-Leste, including:

- › 'fit for purpose' public financial management;
- › sustainable tourism;
- › more responsible use of marine fishery resources;
- › improved integration of state and customary justice mechanisms;
- › improved air connectivity between small islands; and
- › experience of fully operative civil defence and policing systems.

In addition, as Timor-Leste moves towards ASEAN accession, New Zealand (along with its ASEAN partners) will need to carefully plan the associated significant English language and short-term training needs.

The effectiveness and efficiency of training and scholarships programmes in general have, however, been criticised for their limited reach, and because of the risks associated with investing substantial resources in just a few individuals⁸ - a debate as unresolvable in Timor-Leste as it is elsewhere. Nevertheless, in the case of the New Zealand programme, a growing and influential alumni (including the ex-Prime Minister, the ex-Minister for State Administration, the present Health and Foreign Affairs Ministers, several past members of the National Parliament, and many senior officials) would appear to justify the programme⁹. There are approximately 65 Alumni listed in Timor-Leste, and those interviewed during the evaluation mission universally expressed a deep appreciation for, and strong connection with, New Zealand, affording New Zealand a unique access to, and influence in Timor-Leste, across multiple sectors and organisations. There is also evidence to suggest that at least some alumni seek to maintain academic, business, and personal connections with New Zealanders.

Mature systems and policies are in place to manage costs and maximise the value of the investment, including candidate selection processes, pastoral care, and repatriation support. Generally, the high

⁴ In 2010 MFAT agreed to increase the number of scholarships from 5 to 15, at the same time as DFAT increased Australian scholarships from 10 to 35. In 2012, however, the number of Australian scholarships was back at 10 per year, as part of wider cuts in DFAT's aid programme.

⁵ Commenced in 2015 at the request of Xanana Gusmão, who was Minister of Planning and Strategic Investment at that time.

⁶ Two intakes per year; around six people per intake; comprising a seven-week home-stay component, followed by a 13-week study component at Victoria University.

⁷ Interview with the Hernâni Coelho on 27 April 2017 who was Minister of Foreign Affairs and Cooperation at that time.

⁸ During this evaluation, current and former scholars and trainees urged New Zealand to expand the programme to give more Timorese access to the opportunities they had been afforded. They acknowledged that New Zealand's resources were finite, and that as such, an expansion of scholarship and short-term training programmes delivered in New Zealand would mean that less resources were available to spend directly in Timor-Leste. Yet while they conceded that investing in local training/education institutions would be of immediate benefit to more people, they felt that the quality of New Zealand training and education would have greater long-term benefits, and thus justified a trade-off.

⁹ While seven high profile Timorese are noted to have completed part of their studies in New Zealand, all these studied during the Indonesian times and were strategically placed to take of major roles in Timor's fledgling bureaucracy after independence.

number of undergraduate scholarships awarded in Timor-Leste makes the programme comparatively more expensive than the programmes of other countries. In the past failure rates have also been high, but now seem better managed through tougher selection, the provision of English-language training, and the option for some students to undertake an academic bridging course prior to commencing their formal degree. Nevertheless, filling scholarship positions in Timor-Leste remains challenging, as finding a sufficiently large cohort of students with sufficiently competent English language skills is difficult at best. As such, intakes sometimes fall below target. The Short-Term Training Awards, for instance, has integrated previously disparate mechanisms into a coherent scheme of quality short-term training placements that had its first intake in 2015/16. It nevertheless found it very difficult to both identify candidates (especially those with sufficient English language skills), and link those candidates with relevant courses and work placements in New Zealand - in 2015/16 only half of the planned 20 STTA places were filled. The response has been to both widen STTA's net in Timor-Leste, and to raise awareness within New Zealand – with some success. A further challenge for the short-term training has been the very low number of women applicants (20% in 2015/16), for which more rigorous targeted promotion is being tested.

The sustainability and impact of short-term training and scholarships is challenging to capture, but is considered largely acceptable in the case of New Zealand alumni, insofar as a fair proportion of scholars/trainees have returned to their country, and are now gainfully employed. During this evaluation, the team met with several current and recent scholars, and noted their strong attachment to their country, and their clear motivation to use their personal opportunity to contribute its national development. This could easily be dismissed as anecdotal, and yet it accords with a strong and well-documented 'nation building' ethic in the country, especially amongst educated Timorese. While the causal linkages between scholarships/training and development impact are long, in a small low-capacity nation such as Timor-Leste, the potential to achieve significant and lasting change is unusually high. This is evidenced, as noted above, by New Zealand alumni holding prominent national positions.

Paper 2: Alternative Pre-school Education

By David Swete Kelly and Dr Paul Crawford



New Zealand commenced working with UNICEF in 2014 to pilot 123 community-run pre-schools in Viqueque and Ermera, 58 of which were centre-based, and 65 home-based. Individual family-based pre-schooling was also trialled - this, however, proved too expensive. The project trained 227 volunteers to be pre-school facilitators¹⁰ (rather than as qualified teachers) and, in the absence of any Government funding, has circumvented major costs by eliciting strong local support and resourcing. These efficiencies included the provision of the community buildings/ homes, and the participation of parents in maintenance schedules, equipment provision, and classroom support for the children.

In both models, UNICEF has been working with local NGO partners to 'monitor' the services delivered—essentially providing the same service as inspectors do in public pre-schools (if without the technology and management support)¹¹. The aim of these NGOs is to continue working with the communities into the future to maintain their participation and collaboration. In its first full year of operation (2016), enrolment in both pilots reached 4,093 children, and 1,225 five-year-old children graduated to Grade 1 (UNICEF, 2017).

The project's more ambitious, longer-term vision is to explore the potential for more affordable, community-operated pre-school models in Timor-Leste, particularly in rural and remote areas that are currently outside the reach of its public centres. As a result, two fully tested and costed models (centre-based and home-based) are available that show promise in meeting government standards (including alignment with the new curriculum), both models having considered the need to be appropriately registered and accredited. When the pilot started there was an aspiration that the Ministry would be able to integrate this model of pre-schooling and absorb alternative pre-schools into the public system. However, budget and operational realities mean perspectives have changed, and the current aspiration is to further refine an alternative pre-school model that can be legitimised by the



Ministry of Education
UNICEF
Alola Foundation
Mary McKillop



June 2014 to Dec 2016
2 years + 6month extension



NZ\$ 2,342,591



2020
Pre-schools are adequately resourced to deliver improved learning and teaching to more children.

¹⁰ N. B. We were advised that there are issues with the labour laws not currently accommodating 'volunteer teachers'. A possible solution may be to create a category of employee called 'teacher's assistant'. Nevertheless, as it currently stands, there appears to be no legal status to support the labour model central to the 'alternative preschools'.

¹¹ The NGOs heavily involved in alternative pre-school models include: Child Fund, Plan, World Vision, Ba Futuru, the Alola Foundation, and Comunidade Edmund Rice.

Ministry of Education and receive some level of Ministry endorsement and support in line with the 2030 goals of the *National Education Strategic Plan*.

The sustainability of the project will be predicated on both UNICEF's links with its NGO partners, and the willingness of the Government to approve the alternative models as part of its menu of early childhood education options. This approval rests largely on the replicability of the models, an important element of which is the costing of each model. As it stands, UNICEF is continuing to advocate for the alternative pre-school models with the Ministry of Education at both the national and the municipality levels. It is also working closely with the HANDS project team to ensure the 'alignment' of the alternative pre-school systems with the public system.

Given that the absolute numbers of pre-school aged children are projected to increase in the short term, while at the same time the national budget is projected to decrease (UNICEF, 2017) there is a growing need for a more strategic/ formal alignment of both the public and the alternative pre-school systems so that the Government and its development partners have a feasible and affordable strategy to meet early childhood education needs. As such, New Zealand will need to ensure that the Ministry of Education continues to engage with, and progress a vision of how alternative pre-schools need to be structured¹², supported, and aligned with the public pre-schools and with primary schools. Without a clear vision and mandate, alternative pre-schools will struggle to build the confidence and support necessary for them to be accepted as a legitimate system by the communities they serve. With this in mind, MFAT has recently approved further funding under its *Partnerships for International Development Fund* to continue the work on the alternative models (UNICEF, 2017).



**Ministry of Education
UNICEF**



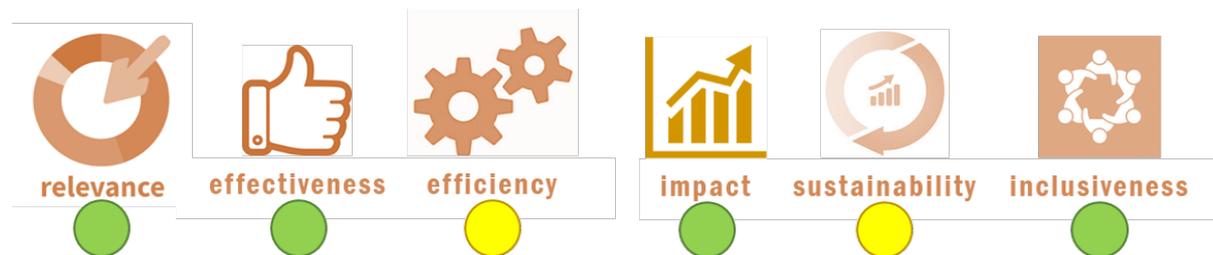
**January 2018 to Dec 2021
4 years**



**NZ\$ 2,605,120 (incl
\$1,953,840 from MFAT)**

¹² Including guidelines as to: a curriculum, the quality of teaching, the need for registration, the age groups targeted, and the geographic focus.

Paper 3: HANDS programme: Halimar, Aprende, no Deskobre; Susesu



The HANDS programme, a \$NZ13.7m¹³ MFAT initiative to support early childhood education in Timor-Leste, incorporates several strands that were designed to be managed coherently but as a result of procurement decisions were delivered by different partners - including Grow HR International (GHRI). Both time and necessity have since seen management reintegrated into a broad service agreement with GHRI to oversee the whole of the programme. The programme targets include:

- > **Community-supported pre-school playgrounds:** Playground design has been a collaboration between Waikato University and Timor-Leste's PNDS¹⁴ designers. It is anticipated that up to 150 playgrounds could be built if communities were to prioritise their PNDS funding for this purpose;
- > **Improved learning equipment and resources:** CARE International Timor-Leste procured and distributed pre-school classroom equipment to all 307 pre-schools existing at that time¹⁵;
- > **Pre-service teacher training:** A formal pre-school bachelor's degree qualification (KAPPE¹⁶) has been established at the *National University of Timor-Leste*¹⁷ through a partnership between the World Bank¹⁸ and Charles Darwin University (in Australia);
- > **In-service teacher training:** The in-service professional development training of teachers has largely focused on understanding the requirements of the Ministry of Education's new curriculum, and is supported by the University of Waikato and Charles Darwin University;



**Ministry of Education
Grow HR International
World Bank
Care International**



**July 2013 to May 2020
8 years**



**NZ\$ 12,052,405 (bilateral)
NZ\$ 1,610,000 (Multi-donor
Trust Fund)**

2020



**Increased number of
qualified professional pre-
school teachers.
Improved education
leadership, coordination
and resourcing in relation
to pre-schools.**

¹³ Including NZ\$12.0m bilateral funding and NZ\$1.61m (US\$1.2) through the World Bank Multi-Donor Trust Fund.

¹⁴ The *Programa Nasional Dezenvolvimentu Suku* (PNDS, or, *National Programme for Village Development*) is an initiative of the Government of Timor-Leste that enables communities to choose, design and build small scale infrastructure projects in their village.

¹⁵ New public pre-schools emerge continually as NGOs develop them, then hand them over to government. As of 2017 there are 338 public pre-schools.

¹⁶ Academic Qualifications for Pre-school Teachers Programme.

¹⁷ *Universidade Nacional Timor Lorosa'e* (UNTL).

¹⁸ Through use of US\$1.2m from the Multi-Donor Trust Fund.

- **Pre-school Guidance Inspectors:**
Classroom monitoring and mentoring is being provided for both the teachers and Coordinators at every pre-school; and
- **Stronger sector leadership, management and coordination:** The Pre-School Directorate (DNEPE) is being supported to improve its national and municipal services.

A significant amount of thought and effort has gone into ensuring that HANDS is seen as a Ministry programme, and that GHRI management is in the form of technical advice, not control. The HANDS programme is now widely embedded within the *Ministry of Education* - specifically within the Pre-school Directorate, as well as the *National Institute for the Training of Teachers and Education Professionals* (INFORDEPE) and the *Office of the Inspector General of Education* (IGED) – which enables the HANDS team to meet Ministry needs flexibly and responsively, while at the same time keeping the activities within the scope of the programme’s design. This approach is reaping significant rewards in terms of Ministry trust, engagement and buy in, and thus should ultimately help to ensure the sustainability of the programme’s outcomes.

Figure 1: Preschool playground equipment design using locally available materials.



Nevertheless, HANDS faces many challenges, including but not limited to:

- The Ministry of Education’s budget contraction and uncertainty;
- inadequate/insufficient infrastructure;
- complications with the registration and accreditation of the non-public pre-school centres;
- the affordability of pre-schooling by poorer households;
- weak teacher qualification; and
- weak quality of teaching.

Most significantly, there remains policy ambiguity about the most appropriate model/s for early childhood education in the country.

The multifaceted nature of the HANDS engagement is appropriate given the evolving issues within the early childhood education sub-sector in Timor-Leste. It is an especially useful approach in assisting the Ministry of Education to explore and clarify the most appropriate model/s for delivering pre-school education in the future. Furthermore, if the sector is to formalise and ensure that all the children of Timor-Leste receive a quality pre-school education, then one of its primary necessities is to ensure the quality of the teaching received. Thus the work led by the World Bank to establish a bachelor’s degree in early childhood education at UNTL is fundamental.

The Evaluation Team saw evidence of good programme practice and innovation—notably the prioritisation of children’s play, and the development of an affordable and stimulating playground design that utilises locally available materials¹⁹. It also seemed evident to the Team that there is an

¹⁹ The playground design has been adopted by the Ministry of Education and will be rolled out to 150 pre-schools under the auspices of the HANDS Programme, provided that the communities prioritise their PNDS funding to assist in the purpose. If this is successful, then the intention is roll out the playgrounds more broadly across the country as resources become available. An important innovation has been the Memorandum of Understanding developed between the Ministry of Education and the Ministry of State Administration for the *Programa Nasional Dezenvolvimentu Suku* (PNDS) that supports the construction of playgrounds. This MOU will pave the way for

active and motivated IGED cadre of public pre-school inspectors and superintendents who are being supported with three integrated tablet-based applications²⁰ for recording and tracking teaching quality, and for mentoring teachers. This technical solution has won an award for innovation.

The true impact and sustainability of New Zealand's work in early childhood education will, however, not be manifest for another generation. Yet if participation levels in pre-school increase in Timor-Leste, there will certainly be some flow-on effect to primary education, and thus to improvements in the literacy and numeracy outcomes of primary-aged children and beyond.

Despite its evident successes, inefficiencies have arisen within the HANDS programme due to the 'fragmented' management arrangements that were incorporated into the initial procurement processes - fragmentation is probably better explained as a function of chronology/history, than as a result of weak planning or management. Under the original design, GHRI was engaged to deliver substantive elements of the programme, such as teacher in-service training; CARE to procure and distribute classroom equipment; and another contractor to design appropriate playground equipment. While this could have worked, the Evaluation Team was briefed on three areas that necessitated significant remediation and careful management:

- › The design of inferior quality play equipment by the Australian-based playground equipment contractor resulted in the need to terminate their agreement and completely redesign the playgrounds with inputs from GHRI, Waikato University and PNDS;
- › the procurement of inferior quality classroom equipment by CARE was eventually resolved, but required GHRI to carefully negotiate with CARE on ways in which it could meet its obligations; and
- › the significant programme underfunding from what seems to have been errors in calculating and/or updating design budgets. Once mobilised, GRHI provided a revised budget that identified across-the-board shortages. MFAT then re-scheduled the budget by mobilising leftover funds from an earlier contribution to a World Bank Multi-Donor Trust Fund. These funds were targeted to a specific component where the Bank could add value i.e pre-school teacher pre-service qualifications.

All in all, it is now widely agreed that the original model of splitting a multi-faceted engagement into separate agreements introduced risks, and was a source of inefficiency, ineffectiveness and reduced sustainability. Consequences include: delays, additional expense, and considerable management drain. Arguably, these issues could have been avoided if all the components of the programme had been accountable under a single management authority. GHRI generously dedicated the time needed to help MFAT resolve the issues within HANDS. As mentioned, GHRI has now been given an increased mandate to manage the whole of HANDS. Moreover, MFAT now recommends that such fragmentation be avoided in future designs (MFAT, 2016b).

HANDS is also dealing with risks related to the GoTL's willingness or otherwise to prioritise early childhood education services in the face of its fiscal challenges. The Ministry of Education's budget has gradually declined over the last four years (including by 17 per cent in 2017). Basic education is compulsory. Pre-schools are not. Therefore, pre-schools are less of a priority for Government than primary schools are. Government officials confirmed that fiscal constraints are limiting the extent to which early childhood services can be rolled out and supported nation-wide. The recent pre-school *Five-Year Costed Action Plan* recognised that the *National Education Strategic Plan 2011-2030* (MoE, 2011) targets for pre-schools²¹ were unachievable, and proposed more modest targets. Even so, the Ministry was unable to build *any* new public pre-schools in either 2016 or 2017. Furthermore, the Government's fiscal constraints flow through to the maintenance of current facilities, the provision of

a similar partnership with the Timorese National Police for the building of police housing under the Community Policing Support Programme. This is a major development success.

²⁰ These include: Electronic School Inspection Forms (including real-time monitoring and consolidation); Google Drive (for e-documents); and WhatsApp (for communication and media).

²¹ i.e. 50% access for 3-5-year-old children by 2015, and 100 per cent access by 2030.

materials, staffing, and the funding of pre-service²² and in-service training. Thus, there is a significant cloud hanging over the future of early childhood education in Timor-Leste and an urgent need for policy clarity if New Zealand's investment is not to risk being compromised, or at the very least, diluted.

Moving forward, the Evaluation Team considers that:

1. The HANDS Mid-term Review planned for early 2018, should carefully consider how well the alternative models are filling the gaps in the formal system, how to remove the constraints on the alternative models, and how to create a clearer, smoother transition from the alternative into the formal system. There appear to be two options:
2. Once Government funding is clarified, New Zealand's early childhood education initiatives (HANDS and the UNICEF alternative pre-schools programme) could continue to work together with the Ministry of Education to maximise its vision within the constraints it is facing, possibly through an increased focus on the alternative pre-school models, at the same time as it consolidates the foundation for the formal system. HANDS has already determined some of the key policy options that might enable better pre-school access (Hellyer, 2017) including:
 - › Focus the formal pre-school system only on 5-year-olds;
 - › Embed the formal pre-schools within the current primary school facilities;
 - › Establish a certification process for alternative pre-schools for 3 to 5-year-olds, especially in rural and remote areas; and
 - › Aim to improve the efficiency and access of students to the current pre-schools by ensuring that teachers deliver the required number of classes per day - many pre-schools are only delivering one lesson per teacher per day, with the teachers often leaving by mid-morning²³.
3. Alternatively, New Zealand's efforts could focus from the outset on the establishment of an alternative pre-school system that is subject to market mechanisms, outside of direct Government control. In this case, the GoTL would be assisted to focus on curriculum requirements, the qualification requirements of facilitators/teachers, centre registration and accreditation, and monitoring/inspection. This more liberalised approach would have less of an impact on budgets, and would oversee a process of pre-school centres evolving to meet community demand.

²² The sustainability of pre-service training is, however, a complex area that involves the university sector, as well as wider issues of supply and demand in the labour market.

²³ This will require a review of existing policies, including those related to Public Sector Management Law, Teacher Discipline, Decentralisation, and Staff Establishment (Quadro Pessoal).

Paper 4: Lafaek Education Media



New Zealand has supported CARE'S flagship *Lafaek*²⁴ initiative for many years. Between 2001 (when *Lafaek* commenced) and 2010, New Zealand was just one of many donors (Vanwell, 2010)²⁵. However, between 2010 and 2013, New Zealand directly supported the pilot of CARE's new *Lafaek* community magazine *Lafaek ba Komunidade*, which in 2013 was reaching 22,000 households in four Municipalities²⁶ (Ninnes, 2013) (MFAT, 2014a). Since 2014, New Zealand has been the lead donor to *Lafaek*, supporting CARE to produce three different *Lafaek* magazines approximately three times per year. Between June 2014 and June 2017 seven editions of each magazine were produced (i.e. almost 1.5 million copies). For each edition:

- *Lafaek Ki'ik* reached all public pre-school and Grades 1 and 2 students (115,000 students);
- *Lafaek ba Manorin* reached all teachers from pre-school to Grade 6 (approximately 10,800 teachers); and
- *Lafaek ba Komunidade* (the community magazine) reached up to 44% of the country (85-90,000 households)²⁷ (CARE International, 2016) (Raynes, 2017).

Both *Lafaek Ki'ik* – which is reinforcing the literacy and numeracy aims of HANDS - and *Lafaek ba Manorin* aim to address the dearth of Tetum teaching and learning resources²⁸ in an education system that is multi-lingual, and that many children find unusually complex, given that only Tetum and Portuguese are promoted in schools, and yet Tetum is the mother tongue of only about thirty percent of the population, while Portuguese is rarely spoken even in urban areas, let alone outlying villages. Furthermore, more costly textbooks are typically held under lock-and-key in schools, and are frequently only provided in Portuguese, an official language that is not only rarely spoken by children, but that "almost all of the teachers here have a problem with... [but then] Portuguese is what's mandated."²⁹



Care International



1. 2001-2010
2. 2010-2013
3. 2014-2019



1. unknown
2. NZ\$1,551,054
3. NZ\$ 2,993,183

²⁴ *Lafaek* means crocodile in Tetum.

²⁵ The European Union, Australian, US and the Irish aid programmes.

²⁶ Liquica, Bobonaro, Ermera and Covalima.

²⁷ From 2016 a fourth magazine *Lafaek Prima*, has been produced and distributed to 80,000 Grades 3 and 4 students through support from Australia.

²⁸ (Vanwell, 2010) (Ninnes, 2013).

²⁹ As reported by the principal of Colegio San Miguel, a primary school in Dili, in East *Timor: A Former Colony Mulls the Politics of Teaching Portuguese*, a Time magazine article, Jan. 04, 2012.

Lafaek ba Komunidade, with its broader readership, is evidently the only mechanism that reaches a sizable proportion of households in the country with content in Tetum that is development-related and tailored for low-literacy readers (CARE International, 2016) (Ninnes, 2013).

Lafaek is grounded in the rationale that children need to be enticed into an appreciation of reading, and recognises that few Timorese households have reading materials in any language, official or otherwise, let alone child-friendly reading materials. It is little wonder that the Ministry of Education has, since 2004, strongly supported *Lafaek*, and actively participated in an editorial panel with CARE (Vanwell, 2010). Many of the strengths of the initiative stem from this joint editing that produces a professional ‘glossy’ magazine with aesthetic appeal, yet with content that is firmly aligned with the Ministry’s curriculum.

The Evaluation Team considers that the efficiency of *Lafaek* is good - the three magazines combined reach about 60% of the total population (Raynes, 2017) through what appears to be an efficient distribution and support system. CARE currently manages and monitors all distribution, with thirteen dedicated full-time *Lafaek* staff (one in each Municipality) who transport³⁰, distribute the magazines directly to students and teachers³¹, and also conduct feedback sessions with communities (Raynes, 2017). Editorial and production costs are managed directly by CARE, and are competitive. The efficiency of the whole initiative is further enhanced by co-funding arrangements with other donors—currently with Australia’s DFAT³². If budget pressure was brought to bear, MFAT could consider enhancing its donor partnerships.

Interviews conducted during the evaluation corroborate the monitoring data collected by CARE, including a 2010 evaluation of the school-focused media (Vanwell, 2010), and a 2013 evaluation of the *Lafaek ba Komunidade* pilot (Ninnes, 2013), both of which showed that improved reading materials are having a significant impact, and confirm that the magazines have both been received, and are highly regarded by students, teachers and the community. Furthermore, the Early Grade Reading Assessment (EGRA) conducted in 2011 (World Bank, 2013) - and repeated as part of the *Lafaek* Baseline Study - conclusively showed that having reading materials available at home is highly positively correlated with fluency and comprehension. The Evaluation Team was also given anecdotal evidence that the magazines are stimulating greater interest in reading than has typically been witnessed with more formal resources—particularly with the Portuguese textbooks³³. Both past evaluations and M&E data also strongly indicate that *Lafaek ba Manorin* helps teachers to improve their lessons, and with classroom management. In addition, inexperienced teachers report that it is a key source of ideas and on-the-job training (Raynes, 2017). Earlier in 2017, CARE published a high-quality assessment of the current project’s baseline information which, along with a 2015 Gender and Power assessment also published by CARE, lays a solid foundation for impact assessment (CARE International, 2016).

Any initiative that promotes improved literacy and numeracy outcomes among school children is in itself worthwhile. In which case it is only a bonus that the *Lafaek ba Komunidade* magazines have complemented other sectors of New Zealand’s interest - by promoting messages on Community Policing, domestic enterprise, domestic violence, and children’s and women’s rights.

³⁰ Distribution is accurately geo-referenced and tracked through a GPS enabled tablet application.

³¹ Previous efforts to depend on Government distribution channels have failed. Similarly, reliance on School Principals to hand out the magazines in a timely fashion has at times also failed.

³² However, Australian funding focuses on another *Lafaek* magazine for children in grade 3 to 6.

³³ Children interviewed indicated they has greatest challenge with the Portuguese articles in *Lafaek* and that very few of their parents spoke Portuguese at all.

Nevertheless, despite its current successes, the sustainability of *Lafaek* has to be questioned, given that it is a donor-dependent, NGO-driven initiative. While the magazines are well regarded by the Ministry of Education, experience has shown that the Ministry lacks the technical, management, distribution, editorial and financial resources necessary to manage the operation by itself - in 2010, the Ministry attempted to assume responsibility for the production and distribution of the school-based *Lafaek* products. Yet the initiative floundered – it failed to produce any editions of the student magazines between 2011 and 2013, and while it did produce a magazine aimed at administrators and teachers, this had limited circulation, and only two editions per year (Raynes, 2017). In 2014, following a request from the Ministry to restart the magazines, the current programme was re-shouldered by CARE, with New Zealand backing. This experience shows that a very valuable suite of development tools can be very easily erased if the greatest care is not given as to its sustainability mechanisms. There is a very defensible argument that pursuing sustainability for its own sake in such a situation may be unwise, if the result compromises editorial quality and the efficiency of the distribution system, and therefore impact. As noted above, the strength of *Lafaek* is the reach and impact it has been having on children’s reading—which, if maintained, will almost certainly contribute to a higher capacity, and a more socially and economically engaged community in the future. In other words, it may be defensible to support an ‘unsustainable’ initiative in the short-term, to foster a generation of readers in the long-term who have a wider understanding of the world, and a better understanding of how society can be changed for the better.

Figure 2: Pupils at Manuleu Basic School with Lafaek magazines brought from home.



CARE has been encouraged in the past to explore the potential to subsidise the cost of production and distribution of *Lafaek* through private sponsorship or advertising revenue. This has been most relevant for *Lafaek ba Komunitade*—the community/parents’ magazine—which is aimed at adults, has a wider reader base, and covers a broader range of topics than the more child-focussed magazines. Evidence has been promising, with ten sponsors for articles in *Lafaek ba Komunitade* generating \$US267,419 in total across the seven editions³⁴.

Moving forward, the Evaluation Team considers that:

1. There is strong merit in New Zealand continuing support to the *Lafaek* Learning Media. It is unlikely that *Lafaek Ki’ik* and *Lafaek ba Manorin* can be sustained by the Ministry of Education in the short to medium term, or that they can be supported through self-funding, given that routine sponsorship for magazines in the early childhood demographic is unlikely.
2. *Lafaek ba Manorin* should also be maintained as a tool that brings the new curriculum to teachers with limited skills, in an easily digestible and reliable manner. In the longer term, it is conceivable that *Lafaek ba Manorin* could be integrated with, and even owned by the Ministry of Education, however it would probably be necessary to retain the current distribution mechanisms to ensure their ongoing cost efficiency and effective coverage.
3. Significant potential exists to expand *Lafaek Ki’ik* to include children attending alternative pre-schools.
4. There also seems significant scope to enhance the use of *Lafaek Ki’ik* and *Lafaek ba Manorin*, as messaging tools for the HANDS initiative.
5. *Lafaek ba Komunitade* has a proven track record for getting key messages into communities. This magazine targets a different demographic than the two school-focused magazines, and thus is a

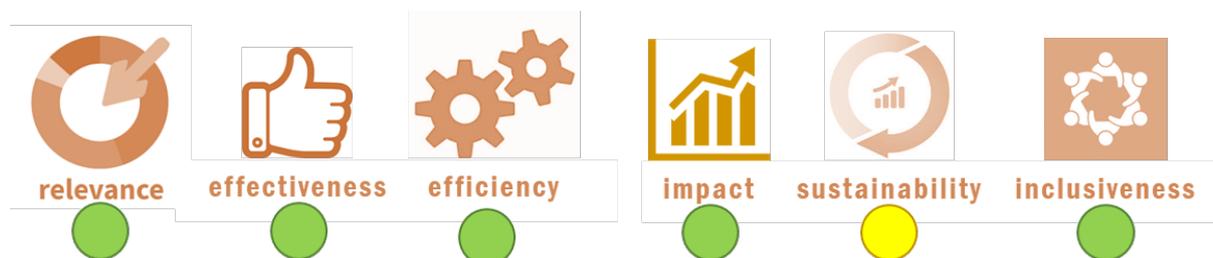
³⁴ CARE estimates that each edition of *Lafaek ba Komunitade* costs about \$US250,000 to produce.

more 'marketable' product with a broader readership, that is more open to sponsorship. Yet the three magazines have the same distribution system – thus there seems little reason that *Lafaek ba Komunidade* sponsorship could not be tailored to subsidise the total distribution costs of the three magazines.

6. There is significant scope for MFAT to make better use of *Lafaek ba Komunidade* to promote messages from the *Coffee and Cocoa Agribusiness Opportunities* (CACAO), Community Police, and Aquaculture programmes – this is an easy opportunity to reach beneficiaries that is being lost. MFAT should consider providing a small pool of additional funds to *Lafaek* so that their communications team can work with other New Zealand projects to develop *Lafaek* stories.
7. There is also greater scope with *Lafaek ba Komunidade* than with the student-focused media to consider digital options. CARE has, in fact, been considering such options, and it now seems clear that phone-based apps, and social media links, will improve both the coverage and timeliness of messaging.

Paper 5: Coffee

By David Swete Kelly and Dr Paul Crawford



Timor-Leste is recognised as a prime growing location for high quality arabica coffee. Of Timor-Leste’s 150,000 rural households, about half (77,000 or 51.2 per cent³⁵) apparently grow some coffee³⁶, making it the country’s number one cash crop (MoF, 2016). Nevertheless, farm productivity, cherry quality, and hence returns have typically been low. The reasons for this have been understood for some time: *“Many complex cultural and social, as well as economic, factors affect coffee cultivation in East Timor. Very little work is invested into the husbandry of coffee. Bushes are not pruned or mulched, replanting hardly takes place, fertiliser and pesticides are not used to enhance yields, and families are said to harvest coffee only for present cash needs rather than profit maximisation”* (Piedade, 2003).



Cooperativa Café Timor (CCT)
National Cooperative Business Association (NCBA)



1. April 2012 - 2015
2. July 2015 – June 2020
8 years



1. NZ\$ 4,825,000
2. NZ\$ 14,365,270

2020



Rehabilitation and improved productivity of coffee and cocoa plantations leading to increased employment and incomes.

Given that Timor-Leste’s rural poverty rate in 2014 was 51.5% (GoTL, 2015), and that about half of rural households already grow some coffee, improving the productivity of coffee makes sense, as it will have an immediate impact on the cash income of many rural households, and thus on the wellbeing of many of the most vulnerable families. Detailed studies by Monash University and others show that in the short to medium term, improving coffee productivity will deliver a much more effective, timely and broad-based return, than trying to create new economic opportunities from scratch (Inder, Lloyd, Cornwell, & Tilman, 2013).

Based on this logic, it is understandable why in April 2012 New Zealand provided supplementary funding to the *Consolidating Cooperative Agribusiness Recovery (COCAR)* Project, which at that time was part of USAID’s support to the *Cooperativa Café Timor (CCT)*. After the COCAR project’s completion, New Zealand continued to independently support the sector, through a newly designed five-year (2015 – 2020) *Coffee and Cocoa: Agribusiness Opportunities (CACAO)* project, which is being implemented by the US-based *National Cooperative Business Association (NCBA)* in partnership with the CCT.

³⁵ 77,000 households represent 37.6 per cent of the total households in Timor-Leste (rural plus urban).

³⁶ The industry however considers that there are probably only 30,000 households who are their major consistent suppliers.

The focus of both projects has been on two key issues:

- **Improving coffee productivity by rehabilitating old plantings:** As of June 2017, 5,257 households (or about one third of the project target of 15,000 households³⁷) had commenced rehabilitation. Rehabilitation involves tree pruning, mulching and other simple tree husbandry practices, as well as the planting/restoration of leguminous and other shade trees (mainly *Leucaena* sp. or *Casuarina* sp.). Many of the coffee trees are old, tall, and have never been pruned. This results in low yields, bearing that is strongly biennial, and significant increases in the time required for harvesting (due to excessive tree height, low berry density and longer flowering times). Aggressive 'stump pruning'³⁸ has been found to double or even triple cherry yield within two years. It concurrently reduces the size of the tree, and increases berry density, and thus harvesting efficiency. Figure 3 depicts the effects of pruning, with the four-metre tall tree on the left having never been pruned, and only producing a few cherries high in the canopy; while the two-metre tall tree on the right has been stump-pruned within the past two years. There is a need to stump-prune each individual coffee tree every decade or so. Hence, ideally, farmers should prune 10 to 20 per cent of their trees every 1 to 2 years.

Figure 3: The effect of stump pruning on coffee size, structure and yield (left unpruned; right pruned)



- **Diversifying the economic options available to rural households** by introducing alternative perennial crops to farmers at lower altitudes, especially cocoa and 'robusta' coffee. Other crops are also being considered, including: vanilla, black pepper, and cloves. These, however, are still in the developmental stages. The aim is to help mitigate the start-up risk faced by subsistence families living at lower altitudes (and who cannot grow arabica coffee³⁹) who wish to start a new economic enterprise, but who lack the cash to do so. The project aims to make 770,000 cocoa plants and over one million robusta plants available to farmers on 4000 farms, along with other necessary inputs, and extension advice.

³⁷ From an efficiency standpoint, the programme is at this point slightly behind schedule in terms of the planned number of farmers reached. However, the team was confident that the variation was within manageable limits.

³⁸ CCT uses a modified Beaumont-Fukunaga Vertical Pruning System, a system that is particularly easy to manage. The trees are cut off very short (about 20-30 cm) and the young branches that emerge are pruned and managed to keep the tree at about 1.8 meters tall. Pruning is expected to more than double the yields of individual trees, particularly by breaking the alternate year cycle (Fritsch, Jarvis, Brown, & Amaral, 2013)

³⁹ Arabica coffee is shade grown in the cooler mountains above 1,000 meters and up to 2,500 meters, while robusta is typically cultivated at lower altitudes in warmer climates. Robusta is also more disease and pest-resistant than arabica.

The CCT was formed with help from the NCBA following Timor-Leste's independence referendum in 2000, with the aim of servicing small-scale coffee farmers, and pursuing international marketing⁴⁰ - a relationship that the NCBA has maintained ever since⁴¹. The CCT is currently Timor-Leste's leading private-sector employer, largest coffee exporter, and generator of about half of its coffee production. Furthermore, with 25,496 members spread across five municipalities, the cooperative represents about a third of the country's coffee households. The CCT has obtained Fair Trade and organic certification, resulting in strong global demand⁴²—predominantly from Starbucks in the United States.

Given the growing global demand for organic and Fair Trade coffee, New Zealand's investment should, in the coming years, generate significant social and economic impacts at the household level, as the yields of both rehabilitated and new coffee plantings increase. Through the project's two key initiatives, the investment is likely to provide a modest, yet for vulnerable households, critical cash injection, that will directly stimulate national, pro-poor economic growth, and allow families to consider more and better options when it comes to their future economic diversification.

As of June 2017, 5,027 households had commenced rehabilitation of their coffee trees, and 11.6 per cent of trees had already been stump-pruned. The target of 6,000 households by the end of year 2 is thus expected to be achieved or even exceeded. This represents a significant increase in the rate of rehabilitation over the previous COCAR project, which failed to achieve its targets. The reasons for CACAO's success are not entirely clear, but could relate to something of a paradigm shift in people's thinking, and thus to an increasing momentum of change amongst farmers. It also seems to correlate with the significant upscaling of women's involvement in the CACAO project.

In its first year, CACAO commissioned a Gender and Social Inclusion study for CCT, which led to the development and approval of a CCT *Gender and Social Inclusion Policy* (CCT, 2016). This policy requires:

- › gender mainstreaming across all CCT policy and programmes;
- › sets a firm target for equal women's representation by 2020 in what is currently an all-male Board; and
- › also sets firm targets for female representation in Management (40 per cent), and general staffing (35 per cent).

These gender outcomes have been included in the revised RMT (MFAT, 2016a).

The Gender and Inclusion Policy, which is the first such policy for CCT, and which would appear to have been readily embraced by management and staff, has significantly changed the profile of the cooperative's membership. From 2000 until 2015, CCT membership was focused on the 'head of the household', with the result that the membership ratio was 7:93 female:male, despite there being on average 3.47 adults in every household who actively share the various coffee-farming roles, roughly equal numbers of whom are men and women (CACAO Project, 2017). The Gender and Inclusion Policy now mandates that all 'farmers' within a household are CCT members. Hence as of March 2016, 47 per cent of CCT members are now female. This exciting change – in what is, furthermore, Timor-Leste's leading private-sector employer - has had many immediate impacts. The CCT focus on training its registered members, means that women now have much greater access to training – hence the speculation that the recent rapid progress being made in farm rehabilitation and uptake, is directly related to CCT's move towards gender inclusion.

Yet despite the apparent relevance and effectiveness of New Zealand's investment in CACAO, the efficiency and sustainability of the project is not beyond question. For instance, it seemed to the Evaluation Team that it might be possible to consider more efficient and timely mechanisms to roll out the tree husbandry campaign. If Timor-Leste's coffee farmers adopted best/better practice sooner, the

⁴⁰ The CCT was formed in 2000 out of the pre-independence Indonesian network of village cooperatives called Puskud (*Pusat Koperasi Unit Desa*).

⁴¹ Between 1994 and 1999, the NCBA supported the Puskud (in what would become Timor-Leste) through USAID's *Indonesian Enterprise and Trade Development Project* (IETDP). Between 2000 and 2010, the NCBA supported the CCT (which it helped form) under the *East Timor Economic Rehabilitation and Development Projects* (TERADP) I and II. Since 2010, it has been supporting the CCT through the COCAR and CACAO projects.

⁴² The CCT is one of the largest single-source suppliers of certified organic Arabica coffee in the world.

whole operation would be that much more affordable. The CACAO Baseline and ongoing survey work confirms a solid level of farmer commitment to continue the staged rehabilitation of their farms, and influence their neighbours through farmer-to-farmer extension. It therefore seems that spontaneous adoption is occurring, but that it is not being well documented – this needs to be better understood, carefully supported by other behaviour change initiatives, and factored into a more efficient rollout. By doing so, the timeframe for realising impact could be reduced, and with it the cost to New Zealand. One simple synergy could entail the use of *Lafaek ba Komunidade* to showcase successful farmers⁴³, thereby prompting a ‘diffusion of innovation’.

Questions have also been raised about why New Zealand is working with just one coffee actor, rather than with Government, or with the industry more broadly. The defence, which is sound, emphasises that New Zealand’s mutually beneficial partnership with CCT capitalises on the significant scale, resources and extension capability of CCT, especially when compared with the main alternative mechanism for reaching farmers—the Ministry of Agriculture and Fisheries’ (MAF) extension service, which is enduring the same belt-tightening budgets that the rest of Government is currently enduring. CCT employs up to 2,500 staff, operates a world-class processing plant, and provides a farm-gate ‘weigh and pay’ service involving up to 250 trucks per day. New Zealand is not enhancing CCT per se, but rather its capacity to reach and influence farmers to rehabilitate and diversify their farms – thus the primary benefit is to the farmer, not to CCT. New Zealand does not support CCT’s core coffee business, and thus is not introducing any major direct market distortion⁴⁴. In addition, the benefits flow to the whole of the coffee industry - CCT members are free to market their crop to any processor, and in fact almost two thirds of households sell half or more of their crop through other channels (CACAO Project, 2017). Thus the simple arithmetic is: New Zealand funding allows CCT to employ 52 additional extension workers who provide training, tools, planting materials, and supervision to farmers who are free to market their crop wherever they want.

All the same, it is vital that from New Zealand’s standpoint, this programme is seen as a temporary investment (i.e a ‘shot in the arm’) rather than as the sort of open-ended sponsorship that might be provided to a community organisation. CCT, and the industry more broadly, will need to demonstrate that they are willing and able to continue the farmer training and extension support beyond donor support. Furthermore, if the tree husbandry techniques being introduced to farmers are as efficacious as they are expected to be, then the whole of Timor-Leste’s coffee industry should soon be on a more profitable and sustainable footing, after which ongoing rehabilitation support can be absorbed by the communities, processors and Government, and donor support can move on to other priorities.

Moving forward, the Evaluation Team considers that:

- 1) The CACAO investment is justified until at least 2020 (i.e until the end of the current five-year phase), given that both coffee rehabilitation and diversified cropping are evidencing significant adoption and uptake. Over the next two to five years, families should start to generate higher coffee yields and better cash returns. Furthermore, robusta coffee and cocoa production should soon be starting to offer farmers both more diversified cash returns, and returns that are staged throughout the year. Not only the CCT, but other coffee processors, should continue to see ongoing and gradual annual increases in production, quality, product diversity, employment opportunities, and exports (with due regard for seasonal vagaries).
- 2) Post 2020, any further New Zealand funding to the ongoing rollout of coffee tree rehabilitation should be predicated on there being an industry-wide, multi-stakeholder, and feasible approach agreed upon that will achieve timely and comprehensive rehabilitation.
- 3) To achieve this, over the next three years, New Zealand should consider supplementing the current investment in the following ways:
 - a) New Zealand should support the CCT to clearly define:

⁴³ For example, the visual format of *Lafaek* would be perfect to depict what stump pruning and mulching of coffee involves. This could be accompanied by testimonials about the dramatic increases in yield/income that can follow.

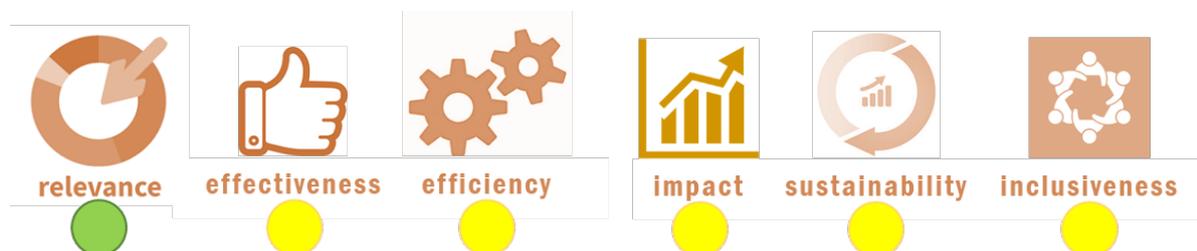
⁴⁴ Because money is fungible, we can’t be sure that this isn’t helping CCT at the expense of other organisations, and it is clearly giving preferential support to the cooperative members. Importantly, CCT stated that they provide extension support to any farmer...and further, growers are free to sell coffee to any buyer...so perhaps this further limits the risk.

- i) The expected scope, scale, timeframe and costs necessary for full coffee industry rehabilitation. Modelling uptake (and its associated resource implications) must be carried out, if coffee growers, industry, Government and donors are to approach the issue concertedly, and in a comprehensive, timely, efficient and sustainable manner.
 - ii) This review of coffee industry rehabilitation should also consider the impact that alternative avenues to rehabilitation and/or spontaneous adoption might be having on efficiency, and whether or not these could reduce timeframes and resource requirements;
- b) New Zealand should also consider ways in which it can build off its experience with CCT to advocate and influence the policy and industry-wide implications of both diversification and rehabilitation – a dialogue in which CCT is just one player, and not a neutral one. New Zealand should, perhaps, consider balancing its current support through CCT, with future support to the newly formed *Assosiasaun Café Timor-Leste* (ACTL)⁴⁵ as the ones to lobby and champion this role. MFAT could consider using New Zealand’s recognised expertise in developing innovative and competitive export markets (e.g. with kiwifruit, wine, stone fruit) to support ACTL in this process. This would enhance the work considerably, and strengthen the role of New Zealand specialists and industry.
- c) One hiccup in this nicely equitable scenario, however, is that the CCT is the only large processor (and at the same time, the largest processor) who has chosen *not* to join ACTL – the reasons for this are unclear, and yet the decision will clearly compromise the voice of ACTL. New Zealand should use its leverage with CCT to encourage it and ACTL to address this situation, and resolve any concerns. In this way ACTL would clearly be seen as the voice of the industry and benefit from the profile this would bring.
- d) The Mid-term Review of the CACAO project planned for the first half of 2018 should be tasked to consider these issues, and make recommendations.

⁴⁵ ACTL is “the unified voice representing Timor-Leste’s coffee trade domestically and when promoting the Timor-Leste coffee origin brand overseas”, its primary mission being the “revitalization of the country’s coffee agriculture sector” (ACTL spokesperson, Evangelino Monteiro Soares). ACTL is supported by the Asian Development Bank (ADB), the United Nations Development Programme (UNDP), and Australia’s Market Development Facility (MDF).

Paper 6: Aquaculture

By David Swete Kelly and Dr Paul Crawford



MAF's National Directorate of Fisheries and Aquaculture (NDFA) formally launched its *Aquaculture Development Strategy (ADS)* in 2012 (GoTL, 2012). The strategy proposes that by 2020 inland aquaculture will have developed as a viable economic subsector, producing over 9,000T of fish annually (GoTL, 2012). Aquaculture is, however, a fledgling industry in which there are many uncertainties, and given progress to date, it will certainly take longer than the strategy anticipated before such a level of production is achieved.

In 2012, New Zealand's lead agency for aquaculture R&D, NIWA⁴⁶, undertook a rapid assessment of opportunities that might contribute to NDFA's strategy (NIWA, 2012). In mid-2014, a partnership between NIWA, World Fish⁴⁷ and Tisbe Ltd⁴⁸, gained MFAT support for a NZ\$5.1m, five-year program: the *Partnership for Aquaculture Development in Timor-Leste (PADTL)*.

PADTL's aims are:

1. to significantly improve Tilapia and Milkfish value chains (especially quality fingerlings and feed formulation);
2. to strengthen MAF/NDFA capacity;
3. to facilitate a common vision and a network to implement the ADS; and
4. to support the piloting of small-scale fish farm enterprises.

By assisting semi-subsistence farmers in Timor-Leste to introduce fish into their production systems, PADTL's two-pronged rationale is to deliver:

1. **Improved nutrition:** introducing dietary protein into what are typically poor-quality rural diets; and
2. **Economic opportunity:** diversifying agricultural enterprises in largely subsistence farming systems.



NIWA
World Fish
Tisbe



May 2012 to May 2019
Seven years



NZ\$ 4,696,636

2020



Increased productivity of the aquaculture sector leading to improved nutrition, increased employment and incomes.

⁴⁶ National Institute of Water and Atmospheric Research.

⁴⁷ World Fish is an international research centre affiliated with the CGIAR global research partnership.

⁴⁸ Tisbe Ltd is an independent consultancy service, based in New Zealand.

The relevance of the nutrition argument is clear, given the well-documented poor child and maternal nutrition metrics across the country (WFP, 2017). That said, subsistence farmers have little ‘head room’ to experiment or innovate in the sort of ways that aquaculture demands—especially given the resource and labour⁴⁹ intensiveness of setting aside land and water, and constructing fish ponds. Also, fishponds inevitably need to be sited in areas with sufficient year-round water, which usually means that they complement rice production systems. Rice growing is, however, limited in Timor-Leste, and thus many farmers (particularly poorer farmers who, generally-speaking, have less access to water than do wealthier farmers) cannot participate. A simple typology of sucos (Table 1) shows that many areas – particularly the poorer upland and rain-fed areas – receive insufficient water to allow for permanent rice (and therefore aquaculture) systems (DFAT, 2015). It thus seems probable that less than one in five households nationally will have scope for aquaculture. The integration of fish into subsistence systems, and the associated nutrition benefits, will therefore be of more restricted value than that provided by other forms of protein (eggs/poultry, pigs etc). Hence, for most people, the main way they will be able to access the nutrition value of fish, will be through an increase in the availability and affordability of fish in their local markets.

Table 1. A typology of rural Sucos in Timor-Leste (Data based on 2011 HIES⁵⁰ for each Suco).

Livelihood Zone Name	Distinctive characteristic		No of Sucos	Population	Population (%)	Scope for Aqaculture
North coastal lowlands	>35% HH grow rice	North	17	50,654	6.3	Good if water permanent
Inland irrigable watersheds	>35% HH grow rice	Mid	82	146,063	18.0	Good if water permanent
South coastal lowlands	>35% HH grow rice	South	17	42,182	5.2	Good if water permanent
Upland low altitude	>50% HH grow coffee	Below 900m	60	99,315	12.3	Site specific
Upland high altitude	>50% HH grow coffee	Above 900 m	86	166,389	20.6	Site specific
Northern rain fed	<35% grow rice <50% grow coffee	North	61	130,901	16.2	Site specific
Southern rain fed	<35% grow rice <50% grow coffee	South (bimodal rainfall ⁵¹)	91	173,720	21.4	Site specific
Total			414	809,224	100	

The relevance of the economic argument seems sound. Value-chain assessments by programmes such as DFAT’s TOMAK⁵², show that aquaculture can be viable, given the strong domestic demand, and its capacity for import replacement (TOMAK, 2017). Certainly, the farmer beneficiaries working with the PADTL project confirm that their livelihoods have improved following investing in tilapia farming. In determining the case in any given situation, however, adaptability, risk, and the pragmatics of market forces will all need to be taken into consideration.

That said, however, a review and assessment of the design, project documents, and MFAT’s ongoing monitoring indicate that the project is both high risk and unusually ambitious given:

- > its broad scope;
- > the embryonic start-up status of the industry;
- > the remote (New Zealand-based) management oversight; and

⁴⁹ One fish pond reportedly took six men around one week to construct by hand with technical support provided by World Fish.

⁵⁰ Household Income and Expenditure Survey (National Statistics Directorate, 2012)

⁵¹ Rainfall along the south coast is bimodal, that is, there are two rainy seasons.

⁵² Australia’s TOMAK - To’os Ba Moris Diak / Farming for Prosperity Program.

- the significant need to operationalise new infrastructure, technologies and skills before the sector can function sustainably (MFAT, 2017c) (MFAT, 2014b) (NIWA, 2017).

New Zealand's work in aquaculture should therefore be seen as the initial, but necessary, investment in a new and emerging value-chain.

A core focus of PADTL has been on the supply of quality fingerlings through the upgrading of what had been dysfunctional MAF facilities. It was clear to the Evaluation Team that the Gleno Hatchery in Ermera is increasingly professionally run, and that the staff working for MAF in the hatchery, and for World Fish in farmer extension and support services, are well-qualified and highly motivated. MAF's hatchery staff have a strong engagement with, and sense of ownership of their work. Overall, the tilapia work – the hatchery upgrading; the skills of management; the supply of fingerlings; and the formulation of feed - is moving ahead adequately. Having close on-the-ground support from World Fish has helped the hatchery team to address any issues that have arisen in a responsive and timely manner.

Many aspects of PADTL have, however, been less successful, bringing the sustainability of the subsector into question. Such aspects include:

MAF's fluctuating level of operational ownership. Changes in Government in 2015 resulted in a lessening of MAF's confidence in, and its sense of ownership of the project. One example is that the *Aquaculture Strategy Implementation Plan*, developed with PADTL support during its Inception Phase, has never been approved for implementation. Furthermore, MAF's focus is now on demonstrating quick impacts by providing all inputs necessary to develop one-hectare tilapia ponds in each municipality. While this aligns with PADTL's promotion of tilapia farming, it is decidedly at odds with the 'household' model of ownership, and raises significant concerns regarding benefit capture, dependency and sustainability.

The NIWA team's availability to responsively address challenges as they emerge. The project's current fly in/fly out (FIFO) arrangements have led to delays in decision-making and spending approvals, and has limited the mentoring needed to establish trusting relationships. MAF have indicated they are unhappy with the FIFO approach⁵³, and would prefer to see much stronger local management capacity.

The long-term feasibility of fish-farming, beyond donor support, remains open to question. Interviews with those farmers who have already engaged with aquaculture revealed notable energy and optimism. Recent harvests had been locally sold to households and restaurants, demand has evidently outstripped supply, and the prices for the fresh fish have been relatively high. Thus for these pioneer farmers, higher levels of income have been generated than was previously the case when they were using their land for rice production alone. It was, however, unclear how dependent these farmers are on the ongoing technical support provided by the project. Furthermore, while it was encouraging to learn that local demand has been strong, the threshold demand - the point at which local supply will exceed local demand - is an unknown. Yet once this point is exceeded it will be necessary for the farmers to sell their fish outside the immediate local markets, which will introduce value chain challenges such as: refrigeration, transport, marketing, financial transfers etc. These are all matters that are known to be complex in Timor-Leste, but that are fundamental to determining enterprise sustainability.

Figure 4: Fish farmer (centre) in Ermera beside a pond established with the support of project.



⁵³ Interview with Acacio Guterres Director General of NDFA on 25 April

A probable need for the commercialisation of Hatchery production: Fundamental to fish farming is the need to reliably and affordably source fingerlings. MAF has therefore been supported with the rehabilitation of two hatcheries – one in Gleno for fresh water GIFT⁵⁴ tilapia, and one in Vemasse for brackish water milkfish. The Gleno Hatchery produced 850,000 Sex Reversed Tilapia (SRT) fingerlings in its first year for free distribution to farmers. The Vemasse Hatchery has been delayed due to establishment and management problems, and is not yet operational. Even so, the key issue facing both hatcheries is their financial viability beyond donor support. So far, MAF has contributed staff and some operational funds, and project support has covered the capital investment, and the significant costs of repairs and maintenance. For the hatcheries to be made sustainable, however, they will need to recover their costs by selling fingerlings. Yet it has become evident during discussions between NIWA, MFAT and MAF that there are current impediments to MAF generating and retaining revenue within a business unit, and that other models may need to be explored, such as public-private partnerships. In any case, an ongoing, affordable, and maintainable source of fingerlings is fundamental to determining the overall sustainability of the emerging aquaculture subsector.

Figure 5: MAF fish hatchery, Gleno, Ermera



Moving forward, the Evaluation Team considers that:

- 1) Aquaculture offers some Timorese families/ businesses an opportunity to diversify their economic options, and to increase their economic returns, and as such warrants development. Its potential impact on nutrition is less clear, and will depend on the supply and affordability of the fish in local markets, as most subsistence farmers will not themselves be able to engage in fish-farming.
- 2) For PADTL's outcomes to be achieved, a longer timeframe and greater resource commitments are needed. This is inevitable given:
 - a) The country's limited experience of either inland or commercial aquaculture; and
 - b) The need to bed down the infrastructure, logistics, skills and inputs (provision of feed and fingerlings) necessary for the value chain to sustainably function.
- 3) The current project needs to revisit the outcomes achievable in the next two years. Given the budget, management and technical resources available, more focused and modest outcomes are entirely reasonable. To do this the project should:
 - a) Revise the impact pathway/results chain and critically consider the timeframes, resources and partnerships needed to deliver this.
 - b) Refocus the project on those early parts of the results chain (and associated outcomes) that can logically be achieved over the next two years. This could include:

⁵⁴ Genetically Improved Farmed Tilapia (GIFT).

- i) Delivery of solid operational hatcheries in Gleno and Vemasse for tilapia and milkfish respectively, including appropriate capacity (skills, systems and resources) and infrastructure needs.
 - ii) Development and delivery of a sustainability strategy for the hatcheries that ensures their independent management, production efficiency, adequate resourcing and customer service. PADTL should carefully consider the establishment of the hatcheries as autonomous business enterprises.
 - iii) Ongoing support to MAF/NDFA's role in enabling policy, strategy and technical facilitation (and possibly a more critical review of the merits of its model of direct market intervention).
 - iv) Promotion and strategic support of aquaculture options with business and development partners (Government, NGOs or other programmes e.g. FAO, AVANSA or TOMAK).
- c) Lastly, the development of a more effective and responsive on-the-ground presence is needed to instil confidence, vision and trust in MAF staff and value chain stakeholders, and to promptly address management issues as they arise. This may require stronger NIWA/Tisbe involvement, but consideration should also be given to renegotiating the relationship with World Fish, so that their local staff can assume stronger management oversight of the project's activities.

Paper 7: Tourism

By David Swete Kelly



By David Swete Kelly and Dr Paul Crawford

Tourism is not one of New Zealand's four Global Reach priorities. It is, however, a priority area for the Government of Timor-Leste, given the country's outstanding natural assets, and its limited opportunities for economic diversification. The nascent tourism sector, however, faces many challenges, including:

- > a weak enabling environment,
- > a lack of infrastructure,
- > the low human resource capacity,
- > the country's limited domestic and international connectivity,
- > strong, long established regional competition, and
- > relatively high travel costs.



**Peter Semone
Brian Mullis**



**2016 - 2017
Two Years**



NZ\$ 291,000

2020



**Increased revenue,
incomes and
employment from
sustainable tourism.**

Clearly, the development of such a 'greenfield' sector will be slow. The consensus, however, is that the development journey has to start somewhere – probably in the niche opportunities that are currently showing modest promise (e.g. cruising, cultural events, and adventure tourism⁵⁵) (TAF, 2017)⁵⁶. Yet while the country has undoubted appeal, and there is a credible long-term economic potential for a solid experiential tourism sector, the eventual size of the market is heavily dependent on the positive resolution of the issues raised above, and thus is very uncertain.

So far, New Zealand has supported the *Ministry of Tourism Arts and Culture* in the timely and high-profile development⁵⁷ of the *Timor-Leste National Tourism Policy (Growing Tourism to 2030: Enhancing National Identity)* (RDTL, 2017). Now that this Policy has been ratified, there is a growing momentum to develop an associated strategy and action plan, and a broad stakeholder network that may over time become an industry body. These are basic foundations for the sector, and need to be more firmly established if the country's long-term aspirations are to be realised. Thus further engagement with the sector should be considered.

⁵⁵ E.g. the Tour de Timor - an annual International Mountain Bike Race first held in 2009.

⁵⁶ TAF: The Asia Foundation.

⁵⁷ This Policy development featured prominently as part of TAF's 2017 National Development Forum.

The recently deceased Director General of the *Ministry of Tourism, Arts and Culture* was enthusiastic and accommodating, yet the Ministry has only limited capacity, and receives inconsistent Ministerial oversight. Inter-Ministry cooperation is also poor. As with other economic sectors, the Government tends to directly intervene in the market, with a greater focus on high profile investments than it places on sustainability. For instance, SEFOPE⁵⁸ is currently building tourist facilities across the country, often with insufficient prior assessment of services, sustainability, and business viability, and with little effective engagement of the private sector and communities (TAF, 2017).

Up until now, New Zealand's investments have been small, agile and very strategic. Input has focused on a few targeted interventions that have required the Post to closely monitor the sector, develop networks with key players, and actively respond as opportunities arise – all of which nicely demonstrates New Zealand's model of flexible and responsive aid management.

However, unlike other sectors in which New Zealand is a major donor, many other donors (especially the US and Australia) have also assessed opportunities to invest in tourism in Timor-Leste. Australia currently funds the Market Development Facility (MDF) which has tourism development as one of its key goals, and directly funds partnerships with private sector actors engaged in the sector (MDF, 2017). USAID has allocated US\$9.99m in funding for a moderate programme scheduled to begin in 2018. The focus of this *Tourism Development Project in Timor-Leste* is yet undetermined, although it appears to be on destination development. USAID refers to itself as “a new development leader” in Timor-Leste's tourism sector, with a focus on sustainably increasing the number of tourists, and on improving their satisfaction (USAID, 2017). New Zealand will need to work closely with these donors to ensure complementary investments. There is, however, plenty of scope to do so, with New Zealand's advisers so far having proposed particular investments in:

1. The strategy and action plan previously mentioned, that would provide a feasible implementation pathway for the *Timor-Leste National Tourism Policy*, and that would clarify roles;
2. Establishing a multi-stakeholder Tourism Association (or cluster of smaller, but affiliated organisations, associated with specific subsectors e.g. cruising, diving, hotels etc) to bring greater coherence and management to the sector, and to roll back the role of Government to its key roles; and
3. Building the demand-side of tourism in Timor-Leste.

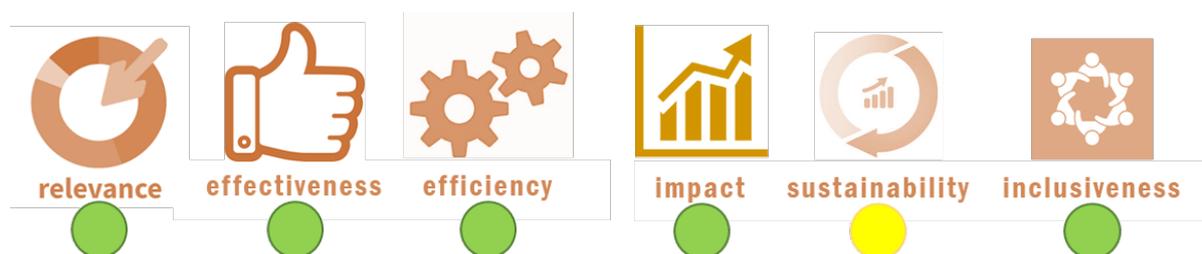
Each of these areas is challenging, with many factors well outside New Zealand's control. Each area also depends on the confidence and cohesion of communities, investors, Government, and tourists. New Zealand could seek to mitigate these risks by considering the establishment of a flexible facility (rather than a project) that funds opportunities, and supports champions, as and where they arise. A facility model of funding could:

- › Mobilise strategic seed funding for tourism;
- › Focus on areas where champions and sector enthusiasm reflects scope for traction; and
- › Integrate criteria for linking with New Zealand's skills in tourism governance, policy, and private sector development.

⁵⁸Sekretaria Estado ba Formasaun Profisional no Empregu – the Secretary of State for Labour and Vocational Training.

Paper 8: Community Policing

By Dr Paul Crawford and David Swete Kelly



New Zealand Police have been active in Timor-Leste since independence, having initially operated under the UN Police mandate. The GoTL noted the capacity of New Zealand Police to work collaboratively with communities, and in 2008 requested New Zealand to run a pilot 'community policing' programme in three districts. In 2010, a design team was engaged to develop two parallel five-year community policing activities that would help the national police force of Timor-Leste (PNTL⁵⁹) put principles of community policing into practice. These included:

1. The *Timor-Leste Community Policing Programme* (TLCPP): an NZ\$8m investment funded by MFAT, and led by the International Service Group of New Zealand Police, which focused on 'top down' support to the PNTL.
2. HAKOHAK⁶⁰: a NZ\$3m investment, jointly funded by MFAT and USAID, and led by The Asia Foundation (TAF), which focused on 'bottom-up' engagement with the PNTL through Community Policing Councils.

The initial design of TLCPP involved rotations of twelve fly-in-fly-out (FIFO) NZ Police advisers. Because this was found to be ineffective after the first year, the mode of engagement was changed to four in-country advisers. In 2014, a joint evaluation of TLCPP and HAKOHAK recommended a range of other improvements, including the integration of the two programmes into a single community policing support programme (Peake, Wilson, & Fernandes, 2014). In 2015, USAID's financial support to HAKOHAK concluded. Since early 2016, New Zealand has been the sole supporter of community policing in Timor-Leste through the five-year *Community Policing Support Programme*



NZ Police
The Asia Foundation



1. Oct 2010 - Dec 2015 (TLCPP)
 2. Dec 2010 – Dec 2015 (HAKOHAK)
 3. Jan 2016 – Mar 2021 (CPSP)
- Ten Years**



1. NZ\$ 8,023,939
2. NZ\$ 3,000,000
3. NZ\$ 10,647,336

2020



Increased safety and security of communities.
Improved response to violence against women.
Effective and accountable community policing capability.
Increased trust and confidence in the police.

⁵⁹ *Polícia Nacional de Timor-Leste* or *Polísia Nasionál Timór Lorosa'e* - The National Police of Timor-Leste.

⁶⁰ Hametin Koperasaun Hamutuk Polisia ho Komunitade - Embrace: Strengthen Cooperation between Police and Communities.

(CPSP). CPSP supports the PNTL through mentoring, training and strategic advice provided by the NZ Police. It also supports community engagement in security through TAF.

The relevance of New Zealand's support for community policing extends beyond the self-evident need to train, mentor, and champion a newly formed police institution in a young post-conflict country⁶¹. Arguably, New Zealand's critical contribution to Timor-Leste's security sector has been its support for the advocates of community policing within the PNTL – within Timor-Leste's police force there have been competing philosophies as to how 'the police' relate to 'the policed': one with a style that is community-oriented, the other more forceful. The relevant organic law signed in 2009 officially aligned the philosophy of the PNTL with community policing principles. Yet much of the police training curriculum and delivery continued to be influenced by Portuguese advisers, who have been operating under an MoU with GoTL since 2011, and who have been emphasising a more assertive style of operations. The result is police graduates who have not been trained to collaborate with community leaders in maintaining law and order in the 452 sucos of Timor-Leste. As was expressed to the Evaluation Team by the District Commander in Ermera⁶²: "*We are the face of the Government. We need to work in communities like family*". This community orientation is formally reflected in the motto of the current PNTL Strategic Plan (2014 – 2018): 'Visibility, Involvement, Professionalism' (VIP). The PNTL is also considering revising its 2014-2018 Strategic Plan, and are considering using New Zealand's *Prevention First* operating model as a framework for this (NZ Police, 2017).

New Zealand's long-term commitment to Timor-Leste's security sector, combined with its responsive and adaptive programming, accords well with accepted good practice in international development. Moreover, interviews with senior PNTL officers indicated that New Zealand's support has been effective, and is well-regarded in an often complex and conflicted domain. The Chief of Community Policing⁶³ reported "*we are happy with the engagement with New Zealand. The relationship with the New Zealand Officers is good and the support is much-needed*". The CPSP approach has involved New Zealand advisers providing demand-driven strategic advice, and delivering scenario-based training in community policing. Positive/productive experiences, associated with timely visits to New Zealand, have been key to influencing the pivotal agents of change within the PNTL. Furthermore, the direct investment in police training has been admirably complemented by the investment in The Asia Foundation's support to the Community Policing Councils at the suco level.

CPSP has contributed to several significant outcomes in Timor-Leste's security sector, including:

- The development, approval and implementation of standard operating procedures for community policing in Timor-Leste;
- Equipment and transport support for one community police officer⁶⁴ in each of the 452 sucos across Timor-Leste;
- The establishment of 123 Community Policing Councils (CPCs) at the suco level, that are supported by the PNTL, and that now regularly intervene to help resolve local issues. In 2016, 39% of the 874 issues raised with the CPCs were resolved at the suco level;
- The establishment of 13 Municipal Security Councils (MSCs), complemented by Women's Security Meetings (WSMs); and
- The finalisation, and approval in April 2017, of Guidelines for the CPCs, MSCs and WSMs (MFAT, 2017b).

One emerging impact is the increased input of women's voices into community policing and local security, through the regular WSMs. The WSMs discuss issues related to women, and thus with the help of small project grants, the discussion of community security issues has greatly increased, including the discussion surrounding such vital concerns as: the Domestic Violence Law, the Land Law, youth violence, and alcohol abuse (MFAT, 2017b). Vital recommendations are then provided by

⁶¹ The PNTL was formed in 2002 under the United Nations administration (2000 – 2006).

⁶² The only female District Commander in the PNTL.

⁶³ Antonio da Luz, interviewed 21 June 2017.

⁶⁴ The Oficial Policia Suco.

the WSMs to the MSCs. In addition, women are also represented across the community policing structures, at both at the suco, and municipal levels.

Arguably, the successful bedding down of a community policing culture within the PNTL has been driven by the strong personal connections between the New Zealand Police advisers and the locally-engaged staff (including the Development Coordinator managing the programme in the New Zealand Embassy in Dili). The programme appears to have successfully worked in both a bottom-up and top-down way. It notably supported the agenda of the current Chief of the Community Policing Department who, following his appointment in February 2016, was able to convince the Minister of the merits of emphasising and funding community policing. Already support has contributed to an increase in community policing budgets over the past two years. In 2017, community policing budgets rose from US\$6,000 to US\$10,000 per Municipality, and while this is a modest increase, it is an important indicator of increasing support that can be at least partially attributed to CPSP's ongoing support to the PNTL's annual work planning and budgeting processes (MFAT, 2017b).

In late February 2017, the then Minister of the Interior visited New Zealand as part of the Prime Minister's delegation, where he met with senior New Zealand Police. This visit reaffirmed the importance for Timor-Leste of New Zealand's support, and the high regard in which it is held. During this visit, the Minister stressed the important role that New Zealand Police have played, and his desire to see community policing gradually integrated into pre-service training. The momentum for this change is welcomed, and was further affirmed during evaluation discussions in June 2017. However, it is also clear that the PNTL will introduce such changes slowly, so to accommodate the political economy within the PNTL, and not disenfranchise the Portuguese. The pace of change will also be influenced by the Ministerial and senior executive changes that have resulted from the recent parliamentary elections.

The efficiency of the CPSP initiative was difficult to assess within the scope of this evaluation. Generally-speaking, the development model of providing in-line technical advisers is considered time and cost intensive. However, in the case of the community policing initiatives in Timor-Leste, it is doubtful that there were any alternative ways to effect the intended institutional culture change. The move to posting fulltime advisers in-country after the first year of the TLCPP certainly increased costs, but is universally agreed to have improved the programme's effectiveness⁶⁵.

The sustainability of the initiative is also difficult to gauge. Any change in the culture of an organisation is a long-term process, even more so when there are differing perspectives. Moreover, the establishment of the Community Policing Councils, and the appointment of suco police, are still in their scale-up phases. Nevertheless, the fact that the programme has garnered support from the highest levels, coupled with the fact that budget allocations for community policing are growing, are both significantly positive indicators. Of most concern, is the current plan for the two remaining New Zealand police advisers in Timor-Leste to be withdrawn in mid-2018. The appropriateness of the timing of this withdrawal should be examined as part of the upcoming mid-term review of the programme. As it stands, the withdrawal of the New Zealand officers would leave two of the Timorese civilian project staff without support⁶⁶.

Moving forward, the Evaluation Team considers that:

1. New Zealand's decade-long engagement supporting community policing programmes in Timor-Leste has had a significant influence on the policing paradigm in the GoTL. Gradual and persistent on-the-ground engagement has contributed to an increasing emphasis on, and desire to establish, the principles of community policing. The on-the-ground presence of New Zealand police officers has been key to this, and has been widely appreciated.
2. The remaining challenge is to ensure the ongoing integration of community policing into the PNTL, the key indicator for which is the expansion of in-service to pre-service training. Given

⁶⁵ Commander Police Training Academy 21 June 2017.

⁶⁶ One trainer and one strategy adviser would be posted within the PNTL without the supervision and mentoring support currently being provided by the New Zealand Officers.

the significant internal politics within the PNTL, progress in this area can be observed and supported, yet is subject to influences well outside the scope of a donor program. Nevertheless, solid evidence of ongoing change is a key factor if New Zealand is to consider further support for community policing after the current phase of CPSP ends in 2021.

3. There is considerable opportunity to use the community policing presence, and the active community groups⁶⁷, to foster stronger disaster preparedness, planning and response, at the suco and municipal levels. Given that over 50% of the CPCs have already been integrated as sub-committees of the suco councils, these bodies are well placed to further enhance their local relevance by upgrading skills and responsibilities to include disaster planning, preparedness and response, and in this way build community resilience. New Zealand should consider enhancing this element of the programme as it has strong merit, particularly as Timor-Leste continues to progress the devolution of Government services.
4. There is scope to strengthen the human rights profile of current CPSP support given that rights interventions are a logical follow-on to the work with community policing, particularly the training of police to take a more Human-Rights-sensitive approach. This may be of particular interest if New Zealand decides to scale back its interventions with the Office of the Provedor for Human Rights and Justice.
5. While good efforts have been made by both the New Zealand Police and TAF to coordinate and to work together, the differing cultures of the two organisations means that the Post will almost certainly have an ongoing role in actively facilitating the partnership. Regular (two monthly) phone hook-ups are probably necessary to tackle issues pre-emptively. That said, the principle of an integrated programme (NZ Police and TAF) is strongly supported by the Evaluation, as the benefits arising from integrated delivery outweigh the costs of increased negotiation.

⁶⁷ Including Community Policing Councils, Municipal Security Councils and Women's Security Meetings.

Paper 9: Human Rights

By David Swete Kelly and Bob Warner



The Office of the Provedor for Human Rights and Justice (PDHJ)⁶⁸ is Timor-Leste's National Human Rights Institution (NHRI). The United Nations played a key role in the operationalisation of the concept of human rights within Timor-Leste, which included the formation of the PDHJ in 2004. The first Provedor (Ombudsman) was subsequently appointed by Parliament in 2005. The PDHJ is a full member of both the ASEAN Ombudsman Association, and the International Ombudsman Institution.

The PDHJ oversees two mandates - human rights and good governance; operates independently⁶⁹ of Government; and manages its portfolio through 95 staff spread between Dili and four regional offices. Initially the PDHJ also handled anti-corruption investigations but this core role was assumed by the Anti-Corruption Commission established in June 2009. In 2016, the PDHJ handled 113 complaints about poor governance (100 in 2015) and 85 human rights complaints (102 in 2015).

Since 2010, New Zealand has supported the PDHJ through two partnerships – the first in collaboration with the UNDP, and the second with USAID. The first phase of UNDP/New Zealand assistance focused on the capacity development of the Provedoria staff. This phase of the work was, however, criticised during its mid-term evaluation, which considered that its projects were dissipated, and its focus on human rights was unclear (Kluyskens, Roberts, & Oliveira, 2013). For this, and other reasons, New Zealand realigned its subsequent support with USAID.

The current phase of USAID/New Zealand support has focused on improving the reach, capacity and profile of the PDHJ outside of Dili. Recent progress has been solid against its objectives:

- > significant public awareness events have taken place in the municipalities;
- > monitoring visits have been undertaken to key facilities, including prisons and schools;
- > the PHDJ's internal capacity and Knowledge Management System (MFAT, 2017a) have been strengthened; and

 **Office of the Provedor for Human Rights and Justice**
UNDP
USAID

 **1. May 2010 - April 2015**
2. Sep 2015 - Aug 2018
Seven Years

 **1. NZ\$1,500,000**
2. NZ\$493,204

2020
 **Improved access to justice and human rights.**

⁶⁸ Provedoria dos Direitos Humanos e Justiça.

⁶⁹ Although interviews revealed cases where law enforcement has attempted to exert influence over PDHJ monitoring and investigation activities.

- › The PDHJ's regional staff are better able to monitor, assess, and report on human rights and good governance issues, and better able to conduct engagements, including socialisation sessions, with communities.

From New Zealand's perspective, it has been particularly rewarding to see synergies develop between the PDHJ and the CPSP programmes. In particular, the human rights training within the PNTL has complemented New Zealand's work on community policing through its *Community Policing Support Project*.

While the current phase of support to PDHJ has had some successes, it has also faced major struggles. Some Ministries consider that the PDHJ's independence results in an adversarial approach that ill-fits the country's long-standing culture of mediation. Traditional justice mechanisms seek to resolve disputes as soon as possible. The PDHJ, however, follows set procedures which cause delays, and often frustration. Also, despite strict secrecy provisions, some people prefer not to file complaints with the regional offices, because they fear retribution (PDHJ, 2017).

Recent years have seen a dwindling level of political support for the PDHJ in Timor-Leste, with the result that its capacity to have an impact on either institutional or individual behaviour has been eroded. Even in those cases where clear violations are found, the PDHJ cannot itself initiate criminal proceedings, but must defer to the relevant authorities. Furthermore, the Government has continually reduced its budget allocation to the PDHJ, which is now very much donor dependent. Three of the five monitoring reports published in 2016, and almost all activities conducted by the four regional offices since September 2015, would not have been possible without donor support.

From an efficiency perspective, New Zealand relies on USAID to manage the PDHJ. There was some delay at start up in the signing of the necessary Donor Cooperation Agreement. However, the subsequent relationship appears to have been working efficiently, despite minor concerns related to reporting and results management (MFAT, 2017a). MFAT staff at the Post participate in the Programme Advisory Committee, join monitoring visits, and provide regular feedback on reports.

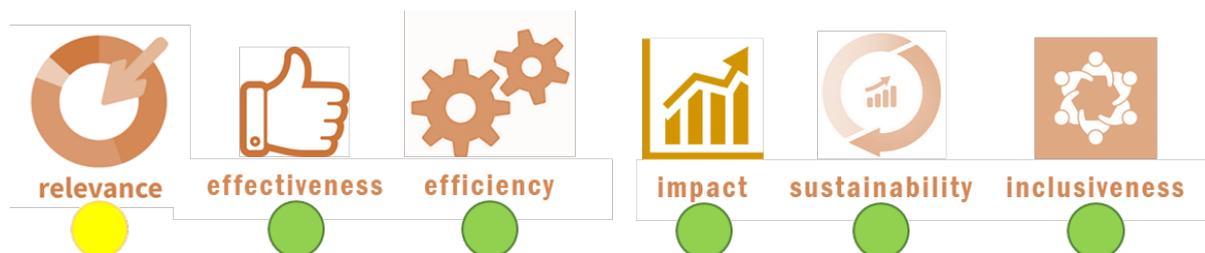
From a sustainability perspective, the reductions in Government budget allocations, associated with the growing dependence on donor funding, is a major concern. While there is evidence that the internal capacity of the PDHJ has been increasing, the Government's confidence in the ability of the agency to deliver meaningful reform would appear to be lacking.

Moving forward, the Evaluation Team considers that:

1. New Zealand's collaboration with the UNDP, and subsequently with USAID, has resulted in a stronger and more competent institution with a greater district reach.
2. Nevertheless, the future of New Zealand's support to the PDHJ depends on:
 - › a significant escalation of the Government's commitment;
 - › the need for Government to follow through actively on the agency's findings; and
 - › the need for the agency to demonstrate that it can mediate change within Timor-Leste's complex political economy in an efficient, timely and culturally sensitive manner.
3. The Government of Timor-Leste obviously cares greatly about Human Rights as enshrined in the Constitution. It also obviously finds the PDHJ to be problematic. New Zealand should therefore question its ongoing support – its withdrawal of support may instigate the much needed discussion necessary for Government to better define its concerns with the PDHJ. These issues must be resolved, otherwise any encouragement to the Government to re-establish a sustainable resource envelope for the agency is unlikely to be effective.

Paper 10: Partnerships for International Development Fund

By David Swete Kelly



New Zealand's Partnerships for International Development Fund (PfID) is a contestable facility that provides co-funding⁷⁰ to initiatives proposed by New Zealand groups from the state⁷¹, private, and civil sectors. The PfID evolved from a previous facility (the Sustainable Development Fund - SDF) that had its last funding round in 2012. The PfID now operates two rounds of funding per year, each of about \$NZ15m. In Timor-Leste, seven partnerships received funding between 2012 and 2015, totalling some NZ\$6.7m. Timor-Leste missed out on any new Partnerships funding in the 2015/16 and 2016/17 rounds, but in the first round of 2017/18, two new partnerships were approved to commence in early 2018. On average, these partnerships have accounted for about 7.5 per cent of New Zealand's annual ODA to Timor-Leste.



**Five NZ INGOs
UNICEF**



**Ongoing - Nine Activities
between 2012 and 2017**



**2012/15 triennium: NZ\$3.59
2016/18 triennium: NZ\$4.05**

The relevance of having a Partnerships Fund draws on the desire to open the aid programme to the agendas of other significant New Zealand players who can meaningfully contribute to Timor-Leste's development. The PfID supports New Zealand-based organisations to partner with Timorese organisations in developing and delivering locally owned responses to the development challenges faced in Timor-Leste. The logic is that such a fund enriches the programme by bringing in new approaches, building stronger networks and bilateral ties, and expanding New Zealand's spheres of impact and influence. To some extent this has been achieved. The reality is, however, that only five International NGOs with branches in both New Zealand and Timor-Leste have taken advantage of PfID funding between 2012 and 2017. While this in itself has huge merit, it is disappointing that the PfID has been unable to tap into the significant contribution that other New Zealand state sector, private sector and local agencies might bring. More broadly across the PfID, NGOs make up 78 percent of grants, so it is clear that non-NGO agencies are under-represented in Timor-Leste. The reasons for this lack of engagement (or perhaps awareness), therefore need to be better understood.

The recent Timor-Leste grants under the SDF (3) and PfID (6) have covered a broad suite of engagements (Figure 6):

- > 6 focused on economic development - 3 for women and youth, and 3 for agricultural families;

⁷⁰ 75:25 MFAT:Partner.

⁷¹ Predominantly Crown and Academic agencies.

- > 2 focused on WatSan; while
- > 1 focused on early childhood education.

Figure 6: MFAT SDF and PfID Fund activities 2001 to 2020

	2012	2013	2014	2015	2016	2017	2018	2019	2020
SDF: Watsan Rural Water & Sanitation	ChildFund: NZ\$5m								
SDF: Income Generation and Small Business Enterprise for Timorese Women (SDF 2-217)	CARITAS/HAFOTI : NZ\$0.25m								
PfID : Strengthening economic development for youth in rural Timor-Leste through employment and skills training (PF 2-338)		ChildFund : NZ\$1.29m							
SDF : Bobonaro Food Security and Economic Development (SDF 3-208)		World Vision : NZ\$1.03m							
PfID : Improving marketing and production through agricultural cooperatives in Timor-Leste (IMPACT) (PF 2-353)		Oxfam/C-SALT: NZ\$1.42m							
PfID: Baucau Water for Future project			World Vision : NZ\$1.13m						
PfID : Economic Development for Rural Timorese Women (PF 5-472)				CARITAS/HAFOTI : NZ\$1.09m					
PfID : Viqueque Sustainable Agro-Enterprise Farmers to Market (FarMar) Development Project - 2017 PfID application (PF 10-583)							ADRA NZ : NZ\$2.10m		
PfID : Smarter Children, Healthier Economies: Expanding Early Childhood Care and Education in Timor-Leste. - NZ PIDF Application							UNICEF : NZ\$1.95m		

 Ongoing
 Continuing

Management of the PfID in Timor-Leste is shared between the Post and Wellington, which seems to function efficiently. In fact, New Zealand's management is warmly regarded by all current partners, who consistently and positively compared the PfID to their similar relationships with the Australian NGO Cooperation Program. All projects are competently managed by their respective NGO partner, and although there has been one instance involving theft by a local employee, this was promptly and competently managed. The outcomes from the projects are generally considered adequate, with a few considered exemplary (e.g. World Vision's *Baucau Water for the Future* project).

Most NGOs find the counterpart requirement (25%) difficult to facilitate⁷², primarily because many are forced to meet the obligation from other donor sources – an unfortunate but understandable approach given the limited assets, and donor dependency, of many of these NGOs. Inevitably NGO's have very little discretionary funding available, and forcing them into creative ways to account for their counterpart seems unwarranted. This, however, calls into question the need for a 'counterpart commitment' in the first place, and thus is an aspect of the programme that would benefit from an open discussion between MFAT and its partners. More supportive and effective ways need to be

⁷² There are different counterpart requirements for NGOs, private sector and state sector organisations in the PfID. Counterpart funding was not required in the SDF.

identified for NGO applicants to PfID to confirm they have 'skin in the game' when applying for funding.

Strategic alignment is another area needing further discussion. Currently, both the applicants and the selection committee for each round, are provided with two lists of New Zealand's priorities: its broad investment priorities (MFAT, 2015), and its bilateral priorities. In the most recent (mid-2017) round, the five priorities listed for Timor-Leste were: agriculture, tourism, law & justice, education and resilience, this being a blend of the three current JCFD priorities, and three of New Zealand's four Global Reach priorities. According to PfID management, no further specification was provided to applicants. This, however, has both advantages and drawbacks. Given one of the aims of the PfID is to bring innovation and new approaches to areas of bilateral interest, then limited specification is appropriate. The sectors listed, however, are huge, and thus there is also a strong argument for providing applicants with more nuanced guidance on New Zealand's current program, and thus some suggestion as to the areas in which complementary interventions would be likely to be welcomed. This need not be complicated, as seen in Table 2.

Table 2: A more targeted listing of suggested PfID focal areas in Timor Leste

Sector	Sub-Sector	Suggestions
Agriculture	Coffee based farming systems	Economic diversification for coffee households. Household savings, debt management and budgeting.
	Aquaculture	Promotion of household tilapia production for nutrition and income.
Tourism	Community-based tourism	Building community capacity to beneficially engage with tourists.
Education	Early Childhood Education	Expanding coverage of alternative pre-schools in remote areas.
Law and justice	Community policing	Strengthening the voice of women and disadvantaged groups in local decision making.
Resilience		Enhancing disaster preparedness in local communities.

Greater guidance to PfID applicants would also assist applicants with targeting their proposals, and assist those managing the programme to bring greater strategic coherence between PfID initiatives and the broader programme. Currently, New Zealand's Development Programme in Timor-Leste is heavily committed, leaving it limited scope to fund emerging or serendipitous opportunities. The PfID represents one of the few flexible mechanisms. As evidenced by the recent selection round, Aid Managers would like to influence applicants to focus on areas of synergy. Proposing specific areas of interest (Table 2) plus greater exposure of applicants to the current bilateral programming, therefore seems appropriate. The transparency of PfID selection would not be compromised as the selection process would then proceed independently (but with a greater understanding of strategic alignment).

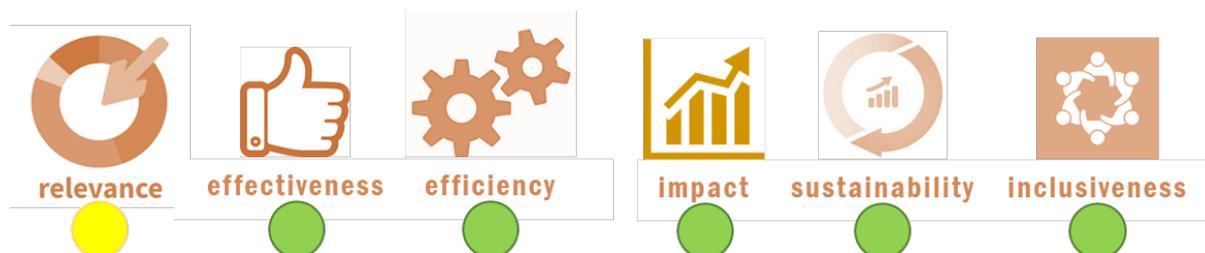
Moving forward, the Evaluation Team considers that:

1. PfID funding provides a useful mechanism for International NGOs with offices in Timor-Leste to access funds that can progress their work. It seems to be less attractive to other potential applicants that might also benefit.
2. The partnerships funded have generally been successful with some delivering significant outcomes. Management and implementation issues are discussed regularly and constructively between MFAT and each partner.
3. While PfID funding for Timor-Leste is robust, it is mainly INGO's that avail of the opportunities. It seems useful to better understanding why other groups do not make more use of the PfID, as their inputs in Timor-Leste may also be useful.
4. MFAT could reconsider the need for counterpart funding from NGOs, as current practices seem somewhat contrived, unnecessary, and do little to enhance the desired intention of demonstrable joint commitment.
5. MFAT could also consider a more robust mechanism to build greater leverage and synergy between the PfID and the broader bilateral programme. Currently the PfID tends to be quite

strategically dissipated. MFAT should therefore consider clearer guidance and dialogue to solicit applications more directly relevant to the current programme (Table 2).

Paper 11: Volunteers

By David Swete Kelly



The Ministry of Foreign Affairs and Trade (MFAT) has a longstanding relationship with the New Zealand NGO, Volunteer Services Abroad (VSA), to manage New Zealand's international volunteer program. VSA volunteers have been sharing their skills with people, mainly in the wider Pacific, for 55 years, during which time it has established a solid reputation and an enviable heritage. The relationship between VSA and MFAT is of such longstanding



VSA



1. FY 2012/13 - FY 2014/15
2. FY 2015/16 - FY 2017/18
Six Years



1. NZ\$3,037,305
2. NZ\$3,063,161

importance that the organisation is included as part of the NZ Inc umbrella in Timor-Leste, and thus the VSA regularly participates in Embassy meetings. The VSA receives 95 per cent of its funding from MFAT (Easterbrook-Smith & Lee, 2014), and makes up about 7% of New Zealand's ODA.

The relevance of the VSA in Timor-Leste seems adequate, provided one appreciates that the benefits flow to both Timor-Leste and New Zealand. The volunteers universally regarded the programme as life changing, and consistently reflected on how powerfully their experiences had contributed to the shaping their own lives, and their own careers. For the suite of focus organisations with which the VSA works in Timor-Leste, it also delivers meaningful outcomes. The challenge, however, is that the number of organisations capable of effectively hosting a volunteer in Timor-Leste is limited, and thus the programme, in making its selections, must balance a potential organisation's hosting capacity against a volunteer's likely development impact. Some organisations - usually the more competent - receive regular volunteers.

At the time of the Evaluation, in July 2017, there were nine volunteers operational in Timor-Leste, although for various personal and logistical reasons only three were in-country at the time. This is an anomaly, as records show that for each year between 2013 and 2016, fourteen to fifteen volunteers completed their assignments (Table 3). Currently, the VSA is actively seeking New Zealand volunteers for fifteen new assignments.

Table 3: VSA volunteers in Timor-Leste (Jan 2012 to mid-2017) (VSA, 2017).

Calendar Year	Volunteers starting	Volunteers leaving
2012	12	8
2013	22	14
2014	12	14
2015	12	15
2016	13	15

2017	3 (partial)	10
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Data from between January 2012 and mid-2017 shows that:

- 69 individuals have undertaken (or are currently undertaking) 79 separate assignments. Nine individuals completed two consecutive assignments, and one completed three;
- Of these individuals, almost two thirds were women (women 61%, men 39%);
- 29 per cent of these assignments were short term (up to six months);
- While the average duration of each assignment was one year, the men tended to undertake longer individual assignments (1.23 years) compared with the women (0.93 years);
- Once all current assignments are completed, the 69 individuals will have delivered 81.84 person-years of volunteer input; and
- All volunteers were based in Dili or Baucau, from where they undertook field missions as required.

These 79 volunteer assignments have been completed with just 27 Timorese organisations. In fact, 16 organisations have hosted two or more assignments (Table 4), amounting to 92 per cent of volunteer input - clearly, these organisations (along with their development agenda) have strongly benefitted from MFAT/VSA support.

Table 4: Major VSA Host organisations (>1 assignment) (Jan 2012 to mid-2017) (VSA, 2017).

Primary Partner Organisation	Assignments	Inputs years	Agency
Dili Institute of Technology (DIT)	8	8.96	State
World Vision, Timor-Leste	6	8.78	NGO
BELUN, Timor-Leste	6	5.86	NGO
Empreza Di'ak, Timor-Leste	7	5.68	NGO
Moris Rasik, Timor-Leste	4	5.49	NGO
Xanana Gusmao Reading Room, Timor-Leste	4	5.33	NGO
Sentru Treinamentu Vokasional Juventude (STVJ) (Various)	4	4.44	CBO
Hamahon Feto Timor (HAFOTI), Timor-Leste	7	4.28	NGO
Instituto De Apoio ao Desenvolvimento Empresarial (IADE), Timor-Leste	3	4.11	State
CC Business Solutions	2	3.68	Private
Ba Futuru, Timor-Leste	3	3.53	NGO
FONGTIL (NGO Forum Timor-Leste), Timor-Leste	2	3.10	NGO
Chamber of Commerce and Industry of Timor-Leste (CCI-TL), Timor-Leste	2	3.00	Private
Sentru Dezenvolvimentu Rekursu Apredizajen (SDRA), Timor-Leste	2	2.53	NGO
East Timor Development Agency (ETDA), Timor-Leste	4	2.13	NGO
ChildFund Timor-Leste	3	1.88	NGO

This list includes: two state agencies (DIT and IADE), nineteen civil society groups, and four private sector groups.

An independent review conducted by the VSA in 2014 (Easterbrook-Smith & Lee, 2014) found that the programme undertook solid selection, and that both volunteers and host organisations rated the programme highly. Clearly, one of the challenges of volunteering in Timor-Leste is language, and unsurprisingly all stakeholders felt that those volunteers with local language skills (either Tetum or Bahasa) developed better relationships, networks and perceptions. Managing the suite of volunteers

is a challenging role for a small in-country office with relatively few resources. Nevertheless, it seems that most assignments have delivered effective results to the partner organisations.

Most assignments have also focused on some aspect of economic development, and have involved several ways of working. Along with standard placements, innovative ways of volunteering are currently being investigated, including hub & spoke services, and e-volunteering.

The VSA has solid systems and processes, and puts a huge effort into monitoring its volunteer assignments, the wellbeing of each volunteer, and the impact that each service is having on the recipient organisation and its services. The programme seems quite efficient e.g. in FY 2013/14 31 volunteers cycled through the country delivering 222 months on the ground – in this financial year, the total in-country costs amounted to NZ\$716,425, or NZ\$3,227 per person month.

Moving forward, the Evaluation Team considers that:

- › The VSA programme is a solid mechanism for volunteering, and meaningfully enhances the development work of the hosting organisations it supports;
- › The VSA programme needs to make every effort to expand the current suite of suitable hosting organisations, with particular emphasis on those based outside of Dili.
- › The VSA programme should consider placing volunteers with agencies that are already deeply engaged with the bilateral program, or with NGOs working on PfID engagements. Such volunteer placements have in the past been very well regarded. This would also bring greater strategic coherence to the program. While some caution is required to ensure that such volunteers are not just cheap consultants, there seems ample opportunity to manage this risk by adding value in areas where the current programmes have not been resourced.

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