LESSONS FROM THE FIELD Oxfam in Timor-Leste's Haforsa Program October 2020



Saving for Change group in Oecusse / Oxfam, Kate Benson





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LIST OF ACRONYMS

AFFOS Asosiasaun Futuru Foin Sae Sustentavel
AHP Australian Humanitarian Partnership
ANCP Australian NGO Cooperation Program
BCC Behaviour Change Communication

BIFANO Binibu Faef Nome

CBM Formerly Christian Blind Mission
CCC Centro Comunidade Covalima
DPO Disabled Persons Organization
GALS Gender Action Learning System

Hadalan Lian ba Governasaun Di'ak (Strengthening Pathways

for Voices in Good Governance)

Haforsa Vida Moris Kommunidade (Strengthening Community

Livelihoods)

Hakbi'it HAKBIIT – Hakbiit Asaun Kolektivu Ba Igualidade no Inkluzuan iha Timor-Leste

(EMPOWER - Empower Collective Action for Equality and Inclusion in Timor-Leste) -

Oxfam's new Women's Economic Empowerment program

IMPACT Improving Marketing and Production through Agricultural Cooperatives in

Timor-Leste (Phase 2)

KSI Kdakalak Sulimutuk Institute

MAF Ministry of Agriculture and Fisheries
MANEO Masine Neo Oe-cusse (MANEO)
MDF Market Development Facility

MDI Mata Dalan Institute

MEL Monitoring, Evaluation and Learning

MoF Ministry of Finance

MSSI Ministry of Social Solidarity and Inclusion

PERMATIL Permaculture Timor-Lorosa'e

PNDS Programa Nasional Desenvolvimentu Suku (National Program

for Village Development

RDTL Republica Democratica de Timor-Leste

RHTO Ra'es Hadomi Timor Oan

Romansa Rai Osan ba Mudança otherwise known as (Saving for Change)

SFP School Feeding Program

WEE Women's Economic Empowerment

WGQ Washington Group Questions on disability

EXECUTIVE SUMMARY

COVID-19 and climate change are placing increasing and evolving pressures on vulnerable communities across the world. In line with its value as a global organisation committed to empowerment, accountability and inclusiveness for all peoples, Oxfam in Timor-Leste has sought to document lessons from the 'Haforsa Vida Moris Komunidade' - Strengthening Community Livelihoods (Haforsa) program in order to inform their future responses to these challenges. Lessons From The Field showcases the most relevant lessons from Haforsa, which was implemented from July 2015 to June 2020 through local NGO partners in the municipalities of Covalima and Oe-cusse in Timor-Leste. This document's objective is to positively inform development actors and partners in Timor-Leste and Oxfam's current and future programming. Five thematic areas were identified as the focus of the study: 1) Economic and social justice 2) Women's Economic Empowerment (WEE) 3) Livelihoods 4) Resilience in the COVID-19 era and beyond, and 5) Influencing. The authors reviewed program documentation and held conversations with Oxfam staff and local partners in order to hear stories about Haforsa's impact in the field. Storytelling was encouraged as a means to unearth successes and challenges with a view to sharing these lessons back to the Oxfam teams both in Timor-Leste and Australia. Key lessons included the following:

- 1. Engaging a specialist partner builds trust and credibility with local partners and beneficiaries, leading to better outcomes. This could be applied to technical areas.
- 2. Individual examples of women's leadership from Haforsa provide a potential foundation to foster more systemic gender outcomes in future programming.
- 3. Agriculture/livelihoods programs require a balanced focus on production (supply), markets (demand) and influencing the enabling environment.
- 4. Oxfam's strong relationships and high trust levels with local partners enabled a quick and effective transition to humanitarian response in 2020 (Dili floods and COVID-19 crises). This demonstrates the strength of Oxfam's partner model.
- 5. Saving and loan groups such as Saving for Change are a successful strategy for developing resilience, and further work could produce transformational outcomes.
- 6. High trust between Oxfam and Oe-cusse local partners (BIFANO, MANEO, AFFOS) resulted in effective local influencing and is a foundation for continued advocacy.
- 7. Market development programs with diverse customer segments are more resilient.

Recommendations were formulated with the Oxfam team to proactively support learning to guide Oxfam's Hadalan project, Women's Economic Empowerment (WEE) project Hakbi'it and the AHP COVID Recovery Project. These took into account Oxfam's transition to an 'influencing organisation,' under Timorese leadership, and the continuation of a 'one-program' approach. Notable among the recommendations is that Oxfam build upon promising examples of women's leadership from Haforsa, by designing experience sharing platforms at the start of its upcoming WEE work. Furthermore, Oxfam should be fully resourced to build a team with influencing skills including specifically looking at this skill set in recruitment and developing additional MEL tools to measure the impact of influencing activities from their inception. A full list of recommendations can be found in the final section of this report.

INTRODUCTION

"Lesson" – an experience or event that serves as a warning or encouragement.

Lessons From The Field documents the most relevant lessons from Oxfam in Timor-Leste's Haforsa Program (*Haforsa Vida Moris Kommunidade*) which ended in June 2020.

The objective of 'Lessons From The Field' is to positively inform Oxfam's current and future programming in its transition towards an 'influencing organisation' focused on advocating for economic, social justice and inclusion. Current and imminent programming in this context refers to Oxfam's Hadalan – Hadalan Lian ba Governasaun Di'ak (Strengthening Pathways for Voices in Good Governance), Hakbi'it (Women's Economic Empowerment) and Australian Humanitarian Partnership (AHP) COVID-19 Recovery initiatives. The document is also intended for the wider development sector in Timor-Leste to learn from lessons of Haforsa – both from successes and failures – and thus (most of) the recommendations are intended for both Oxfam and other development partners.

'Lessons From The Field' does not constitute or replace an evaluation of the Haforsa program. A full quantitative and qualitative endline evaluation of Haforsa is due to take place in late 2020, delayed due to the COVID-19 situation. The results of this evaluation (conducted by the same team) were not complete at the time of writing and do not influence findings herein.

CONTEXT OF OXFAM IN TIMOR-LESTE'S HAFORSA PROGRAM

Livelihoods in Timor-Leste

After a long struggle for independence, Timor-Leste has made great strides in 20 years but is still recovering from the effects of colonisation and military occupation. Infrastructure is still being rebuilt, and domestic food production and market systems developed. Food security is a pressing issue, with 50.2% of children under 5 years old being moderately or severely stunted; and much of the population lives in poverty with a median per capita income of just \$40/month (RDTL, 2015), (MoF, 2011). Market access is difficult, especially in remote areas, resulting in high urbanization rates and difficulties making a living from agriculture, the most common occupation among the rural population. Income from agricultural production is particularly important to women, who often grow and sell produce or operate as traders in local marketplaces. One national survey from 2011 found 55.3% of households reported that income from selling agricultural products was either solely or partly earned by female members of the household. (MoF, 2011)

At the time of writing this report, the situation in Timor-Leste is uncertain. During the course of the Haforsa program there have been multiple, lingering agricultural and environmental shocks and stressors such as unseasonal rains and Fall Armyworm outbreaks affecting farmers, floods in Dili (early 2020) and other areas, and the 2019 African Swine Fever epidemic which has wiped out much of the nation's pig herd. The additional shock of COVID-19 and the associated restrictions to society and economic downturns have become the defining challenges of 2020. The full range of impacts to Timor-Leste are not elaborated upon here. What is important to note, linked to Oxfam's strategic and programmatic interest,

are findings of the country's most recent food security assessment in which Oxfam took a lead role with funding from Haforsa. The 2020 'Rapid Food Security Assessment' found that over 40% of households are already engaging in food security coping strategies despite the recent harvest of staple crops. As of the second quarter of 2020, 81% of households reported that restrictions around COVID-19 have affected their food/income sources and 71% of women reported changes to their daily workload. These are pressing issues that will impact future programming and affect Timor-Leste's population for years to come.

Oxfam's Transition in Timor-Leste

Oxfam has supported work in Timor-Leste for over 40 years and has maintained an incountry presence since the follow-up to the 1999 referendum. As an international organization Oxfam is defined by its three central values in **Empowerment**, **Accountability** and **Inclusiveness**. In Asia, Oxfam's focus is on "addressing the root causes of poverty" in a manner where everyone can "participate and enjoy rightful benefits of Asia's economic growth in a sustainable way." Oxfam in Timor-Leste's pillars of work are Resilience, Livelihoods and Inclusive Development. Work within these pillars includes Food Security, Governance and Social Accountability, Disaster Risk Reduction and Gender Justice. Haforsa has worked across all of these areas within a programmatic approach that prioritises working through and supporting local NGO partners.

In line with its current strategic priorities, Oxfam in Timor-Leste is undergoing a programmatic transition that places an additional emphasis on influencing work. This will result in a "reduced community implementation footprint" compared to broad-scope livelihoods programs like Haforsa. Links to communities will be maintained, especially in Oe-cusse where Oxfam is well regarded and has a long-term presence, and programs such as *Hakbi'it* will retain a livelihoods development component. Oxfam's evolving operational presence will be characterised by a lighter, more focused and strategic approach. Key to this will be an increased emphasis on advocacy and influencing of the Government of Timor-Leste at the national level. Finally, Oxfam is currently pursuing a leadership transition to a Timorese Country Director for the first time.

About Haforsa

Haforsa was implemented from July 2015 to June 2020 in Covalima and Oe-cusse, Timor-Leste. Haforsa is an Australian aid initiative implemented by Oxfam in Timor-Leste on behalf of the Australian Government. The program was funded through the Australian NGO Cooperation Program (ANCP), with a total budget of AUD 7,062,933. Haforsa reached 14,639 direct beneficiaries, exceeding its original target, and worked with eleven implementing local partner organisations as outlined in Table 1. An additional 4,162 beneficiaries also received support under the program's COVID-19 response activities in early 2020.

The objectives of the program were the following:

- 1. Women and men in rural communities have improved income and food security;
- 2. Vulnerable rural communities have improved resilience to disasters and shocks (fast and slow onset);

- 3. Vulnerable rural women and men are able to influence local and national decision making processes that impact on their livelihoods and food security; and,
- 4. Increased capacity of partners, through support from Oxfam.

Table 1 Oxfam in Timor-Leste's Haforsa Partners

OXFAM'S HAFORSA PARTNERS	WORKING AREA(S)
Asosiasaun Futuru ba Sustaintavel (AFFOS)	Oe-cusse
Binibu Faef Nome (BIFANO)	Oe-cusse
Centru Comunidade Covalima (CCC)	Covalima
Kadalak Sulimutuk Institute (KSI)	Covalima
Masine Neo Oe-cusse (MANEO)	Oe-cusse
Assoc. Leno ba Antoni Oe-cusse (ALEBAO) ^A	Oe-cusse
Forum Peduli Wanita Oe-cusse (FPWO) ^B	Oe-cusse
Fini Esperansa ^C	Covalima
Mata Dalan Institute (MDI)	Covalima
Permakultura Timor-Lorosa'e	Covalima, Oe-cusse
Ra'es Hadomi Timor Oan (RHTO)	Covalima, Oe-cusse

A. To November 2016; B. To June 2017; C. To June 2019

METHODOLOGY

The five key thematic areas of this report were identified and agreed to in consultation with Oxfam's program management and Monitoring, Evaluation and Learning (MEL) teams in June 2020 (Figure 1). These are linked as follows: with its transition to an 'influencing organisation' focused on 'women's economic empowerment' and 'economic and social justice' Oxfam aspires to empower 'livelihoods diversification' which can, among other objectives, ensure increased resilience in the COVID-19 era and beyond. Conversations with key informants were conducted in July 2020, both face-to-face and online via video. 'Guiding Interview Questions' are at Annex 1 and the list of interviewees is at Annex 2. As mentioned above, 'Lessons From The Field' does not include a quantitative element. A few identified key informant interviewees were not available for interview or did not respond to multiple invitations to share their perspectives on Haforsa's work. Beyond this, the team did not face any notable limitations in obtaining the information it sought.

Five Thematic Areas

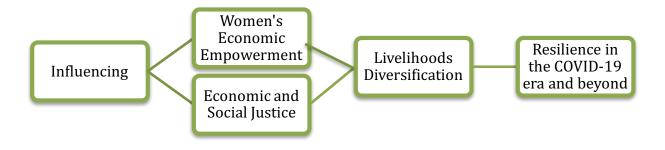


Figure 1. Thematic Areas.

The interview methodology was designed in-line with the following **principles**:

- 1. A 'strengths' based' approach that focuses on identifying examples of "best practice" and "what the benefits of Haforsa have been";
- 2. **Open questions**, not seeking to ascertain prescriptive answers. Think 'conversation', not 'questioning';
- 3. **Storytelling** as a means to understand how Oxfam and partner staff, and beneficiaries, perceive the project;
- 4. Instructive lessons from the field and identifying connections between them; and,
- 5. **Future focused** viewpoints linking key lessons to upcoming programming by Oxfam such as Hadalan and Hakbi'it.



Figure 2. Methodological Principles.

KEY LESSONS

I. Economic and Social Justice

A targeted and more specific focus on **gender**, **climate**, and **economic justice** is defining the direction of Oxfam's future programming in Timor-Leste. Interviewees noted increasing inequality, changing class structures, land rights, advocacy for disadvantaged groups, climate change, and monitoring and influencing of government as key issues in this area. As the largest and broadest program in Oxfam's recent portfolio, experiences from Haforsa have, and will continue to, inform future work in these areas. The piloting of the Gender Action Learning System (GALS)¹, disaster risk reduction and climate change adaptation activities, work with vulnerable groups (particularly people with disabilities), and influencing initiatives will advise and evolve into the more targeted activities planned for future programs. The key lessons in this area are:

- The partnership with National Disabled Persons Organisation (DPO) Ra'es Hadomi Timor Oan (RHTO) from 2016 was key to creating positive momentum to move community, partner and Oxfam attitudes, behaviours and practice related to people with disabilities. The engagement of a DPO with specialised knowledge and lived experience of disability is an effective strategy for programming focusing on economic and social inclusion. RHTO brought technical assistance and expertise to disability inclusion in Haforsa and provided their experience as authorities in their field. Oxfam engaged RHTO and CBM (formerly Christian Blind Mission) to develop a training manual and poster in 2018/2019, and these have now been shared widely and used in other Oxfam work. RHTO was consistently praised by Oxfam and partner staff, with numerous, specific examples of successes referred to in interviews. This experience should inform work with other vulnerable groups in the future, and also demonstrates the value of engaging good technical expertise across all program areas.
- Haforsa's broad experience will inform future more focused work in the relevant areas of gender, climate and economic justice. In support of the move to a more targeted approach, interviews with Oxfam staff (particularly at and above the program manager level) revealed the difficulty of implementing and monitoring a program with Haforsa's breadth. The benefits were that Oxfam staff have recent and relevant experience in a wide range of areas related to the new direction and country strategy. These human and material resources will make major contributions to upcoming programs.
- There is a low baseline of awareness of the existence/needs of vulnerable groups and how to develop inclusion strategies, but also a genuine desire to improve. This rich environment for change is an opportunity. Partners reported that, before disability inclusion training and support provided by Haforsa in the final years of the program, many of them were unaware of the presence of people with a disability in their communities, how they could be included in groups and activities, and/or what could be done to help them fill their needs. With guidance from Haforsa, many positive outcomes were achieved, and there

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¹ GALS is a "community-led empowerment methodology that uses principles of inclusion to improve income, food and nutrition security of vulnerable people in a gender-equitable way" (Page 7, GALS Practical Guide).

- were similar successes in women's leadership (as discussed in the following section). In both instances, partners expressed their satisfaction and pride in having made progress to become more inclusive organizations, and the rollout of <u>awareness and sensitization followed by practice and implementation</u> was effective at bringing about this change. This experience shows the effectiveness of a targeted input to bring about changes that supports economic justice.
- MEL processes for advocacy programs must be specifically tailored to this type of work. While the Haforsa logframe requires disaggregation by gender and disability, specific indicators to document advocacy work would have been useful to guide and assess the program in this area. Had more specific indicators on advocacy and disability inclusion work been designed into the MEL framework, Oxfam's ability to tell the full story of Haforsa's impact in this area (including through social media), especially quantitatively, could have been improved.



Abilio and Paulus from Ra'es Hadomi Timor-Oan undertaking an assessment, Dili, Timor-Leste, Oxfam in Timor-Leste / Reginald Ramos

Case in Point 1 – Engaging a specialist partner builds trust and credibility with local partners and beneficiaries, leading to better outcomes.

In 2016 Oxfam engaged Raes Hadomi Timor Oan (RHTO) to raise awareness and improve inclusion of people with disabilities amongst program partners. RHTO assisted Oxfam and partners to modify their training and programming to better suit people with disabilities, worked with Oxfam-supported groups to develop more inclusive practices related to program activities, and to make improvements in these areas in their own organizations. This included assisting partners to implement disability plans by using their manual in Tetum, which was based on international best practice.

The prevailing view among interviewed partners was that before RHTO's contribution, people with disabilities were not involved because partners were not aware of people with a disability in their communities, or did not know how people with disabilities could contribute. In addition, partners said that they had previously assumed that people with a disability were 'shy' and 'not wanting to meet new people'. RHTO's two-pronged approach was to firstly raise awareness of organisations on disability inclusion, then support raising awareness about the presence of people with a disability in the community and define what that means, and secondly to identify people with disabilities in target areas and identify and support inclusion strategies for people with disabilities to participate in the program and wider society. Both RHTO and Oxfam staff explained a clear narrative of their joint approach and linked this to Oxfam's vision, in a manner that stood out from other areas in how clearly it was articulated. Several interviewees in other partner organizations highlighted RHTO's 'ability assessments', which identified ways that people with disabilities could participate in various program activities. They noted that this was not something that they were confident doing before the start of RHTO's partnership.

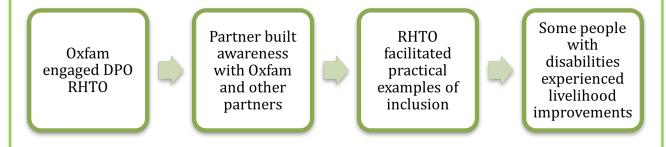


Figure 3. Flow Chart of Oxfam's Engagement of RHTO

Interviewees recounted several stories of RHTO's training approach resulting in economic and social inclusion. For example, a woman with a disability who previously had no income received support through Haforsa to grow and sell vegetables. Now she earns some money from selling her produce together with other sellers in her local market. In another case, a visually impaired man from *suku* (village) Cutete (supported through BIFANO) received help from the local farmer's group with preparing his land so he could grow products for sale. Interviewees agreed that RHTO worked well in Oecusse because of the high levels of intra-community trust there. Oxfam will continue its partnership with RHTO and its disability inclusion 'twin track approach,' which has been designed into all Oxfam programing.

II. Women's Economic Empowerment

Gender justice will be mainstreamed across the two pillars of climate justice and economic justice in the new country strategy. With programs such as the upcoming Hakbi'it Women's Economic Empowerment (WEE) program, which was designed during the final year of Haforsa and has incorporated many key lessons from the program. The focus on entrepreneurship and economic opportunities for women will further build on the lessons and successes from Haforsa. The final year of Haforsa was also an opportunity to pilot the GALS approach. Activities with successes in women's leadership and economic empowerment such as Saving for Change² groups (In Tetum referred to as 'Romansa' from *Rai Osan ba Mudança*) were introduced into Timor-Leste through Haforsa and will be key in future programs. The key lessons in this area are:

• Several individual examples of women's leadership within Haforsa provide a potential foundation to foster more systemic gender outcomes in future programming (Case in Point 2). Examples throughout the program show successes in women's leadership in Haforsa, and women's participation in terms of the numbers of women involved was notable. Diverse examples of women's leadership show that progress has been made, but instances were also mentioned of women feeling disempowered when men were present in groups and of tokenism in some women's leadership forums. The opportunity here is for future programming to bring together existing and undiscovered women leaders through information-sharing activities, leadership retreats and other platforms to consolidate and build upon women's leadership beyond these individual examples (see recommendation II).

Table 2 Notable examples of women's leadership with Haforsa

Ex-xefe suku in Covalima heads farming and savings group High levels of Women's leadership in Romansa savings groups

Oxfam as a femaleled organisation

Oe-cusse local partner Maneo is led by a woman AFFOS-supported women attended savings workshop in Vanuatu

Little evidence of systemic change in gender power imbalances achieved through
Haforsa. Interviewees noted a lack of systemic change in gender equality and that women
continue to carry out a multitude of daily activities within the household, in addition to
farming activities, even in situations where support from men is identified. Also noted from

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² <u>Saving for Change</u> is an approach developed by Oxfam internationally since 2005 which provides financial services to women by starting with savings, rather than credit.

- the interviews is that gender equality is a long-term social issue, and ongoing work in future programming is critical to addressing equality. Interviewees stressed the importance of identifying power imbalances (and not making assumptions) so they can be addressed, and that programming must actively transform gender relationships to be called gender work. Also mentioned were entrenched spending norms where women decide household spending and men decide spending on land, house and motorbikes and education. These issues should be considered in planning future programs and work toward a more inclusive society.
- However, Saving for Change groups were found to be a notable exception, and were the most effective platform to empower women and create behavior change in the community. The major example of where systemic change was achieved, Saving for Change groups were effective in introducing (in some instances) and normalizing the idea of women's leadership, with effects reaching beyond the groups into the wider community and people's daily lives. Partners reported an effect in which women first assumed leadership positions in Saving for Change groups, and then felt empowered to speak and contribute to decisions within farmers' groups, their families, and at community forums. In line with Oxfam's Conceptual Framework on WEE Principle 1 (Increase the voice of women in the household, in communities, in economic institutions and in political spaces), there is evidence that Savings for Change has supported women to make important steps at the community level.³ This is a significant success and a model for future programming.



Savings and Loans groups supported by Oxfam/Oxfam in Timor-Leste from www.footprints.org

• Gender based power imbalances may be constraining the economic impacts of Saving for Change groups. While progress in women's leadership was significant, economic outcomes for women were still subject to some constraints. Saving for Change groups excel at helping families cope with interruptions in their food supply and income, and also at saving towards large purchases such as housing and vehicles. While there is some evidence of loans and savings being used for small entrepreneurship initiatives such as

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https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620269/gt-framework-womens-economic-empowerment-180118-en.pdf?sequence=7

opening a kiosk, there is little investment in agriculture or other business activities. Given that men still tend to make the larger household financial decisions, there may be little room left for women to pursue their entrepreneurial aspirations. Addressing gender power imbalance is critical, and future programming should capitalize on the eagerness and willingness of rural women seeking market opportunities and solutions.

- Working with women in agriculture is an opportunity to promote entrepreneurship. An opportunity for increasing economic impact in the future is to capitalize on the eagerness and willingness of rural women seeking market opportunities and solutions. There is a tendency among women to see farming as more 'legitimate' work than men. For many women farming is a business, where some men see it as more of a sideline activity. In Tetum, this is sometimes articulated as the difference between 'hau serbisu' ("I work", as in an occupation) and 'hau halo serbisu' ("I do work", as in informal work around the home). With the recent growth of some agricultural sectors such as fresh vegetables, this is an opportunity and women may be more open to innovation and investment in agriculture while men may be constrained by their perceptions of what constitutes 'work.'
- Gender equality in hiring practices, including encouraging women to apply. It was noted in multiple interviews that Oxfam and partners promote women's leadership and empowerment have few or no female field staff. Oxfam field staff (who all are male) recognise that women are less likely to talk in group situations led by or made up of mostly men. The lack of frontline female staff in both Oxfam and partners represents an opportunity for gender equality in hiring practices. This could include promoting jobs to women to encourage them to apply, maintaining gender-sensitive interview and work practices, etc.

III. Livelihood Diversification

Work in improving and diversifying livelihoods was a major component of Haforsa and this work will be continued though the upcoming Hakbi'it and COVID response work. Market development requires a broad approach; often concurrently building up elements of both supply and demand, while also working toward an enabling environment that facilitates trade. Higher level influencing is needed to create an environment in which smallholder farmers, especially women, are 1) safe in the marketplace, 2) have access to adequate infrastructure (roads, water sources, storage etc.) 3) operate in a system that prioritizes local products (rather than subsidizes imported foods) and 4) has regulations and systems conducive to appropriate levels of trade. The market system in Timor-Leste continues to struggle in all of these areas. Haforsa's production and postharvest storage activities worked to increase supply, but finding buyers and promoting demand proved to be more difficult and little was achieved in terms of high level influencing to facilitate trade. With its upcoming influencing work, Oxfam has opportunities to focus on the enabling environment, particularly in areas such as market infrastructure and safety. Key lessons in this area are:

- Market development requires a balanced focus on production, demand and the enabling environment. Market development programs often encounter a series of 'chicken and egg' problems where farmers are reluctant to produce for an unsure market, and markets have not yet developed because of insufficient production. Work in market development involves nurturing both sides of the equation, while ensuring that constraints in the enabling environment are minimised. Notable production successes in Haforsa included shallots in Oe-cusse and utilising MAF-released Kiukae mung beans in Covalima. Finding markets for these proved more difficult as did the promotion of an enabling environment to encourage trade. When future programs such as Hakbi'it work with entrepreneurs, it will be critical to ensure all aspects of market development are accounted for.
- There is little willingness to invest in agricultural activities in Saving for Change groups. Only 4.6% of loans in savings groups at the mid-term evaluation were in agriculture. At that time, these were understood to be mostly related to horticulture or the small-scale home production of animals for sale at cultural festivals. While horticulture is a growing area



A corn farmer in Timor-Leste/Oxfam Kate Benson

- of opportunity, the level of investment was low and the raising of one or a few animals for ceremonies is a low-risk low-return activity, involves minimal animal husbandry expertise, and requires little marketing ability as buyers come looking for animals at festival times. This low willingness to invest or take risks in agribusinesses should be noted as a constraint and planned for in future entrepreneurship programs.
- Issues around collective bargaining require further exploration. There is a clear preference among many groups to sell their products individually (shallot producing groups in Ulas, Oecusse are a notable exception). This creates difficulties for market development, as it is unlikely that buyers will be attracted to small and dispersed quantities of produce. Interviews revealed that formal cooperatives are considered to be difficult to create, overly bureaucratic, and subject to onerous regulation. One option is to

- capitalize on the cohesion of Saving for Change groups (as discussed in the following section) with the addition of marketing components, but it is clear that market development activities in the future will have to address these issues in order to be successful.
- There is a trend of risk aversion among beneficiaries across program activities. Most Saving for Change loans were reported to be for concrete family assets (houses or motorbikes) or education, farmers showed a hesitancy to access buyers outside of their traditional markets, there is opposition to consolidating produce for collective bargaining, and there is little reported use of savings or loans for entrepreneurial activities. This risk aversion could come from beneficiaries feeling insecure about their food or financial security (giving credence to the idea that these must be improved before next-level or social issues can be addressed), from insufficient 'pull-factors' drawing beneficiaries to invest, or a general conservatism among the rural population. Future programs should help farmers to identify, understand, and manage risks to encourage them to invest.

Case in Point 3 – Agriculture/livelihoods programs require up-front focus on production, demand and policy-environment influencing, including identification of multiple markets.

Many of the market successes related by interviewees were piecemeal examples of farmers having sold produce a limited number of times and usually within their traditional markets. Several interviewees mentioned individual farmers or groups selling products such as vegetables or watermelons, but this was most often in a nearby local market and no instances were found of consistent sales. Field crops were produced in some areas, but interviewees could not think of examples of repeated production/sale cycles.

The great hope for the school feeding program as a market did not materialize during Haforsa and despite bringing buyers from Dili such as Kmanek, WFour and TimOrganic, Oe-cusse and Covalima farmers were either not proactive enough, or were not competitive for these markets. The most significant sales mentioned by interviewees were examples such as two brothers, Silvester and Sebastião Sufa from Maunaben, who bought red onions, garlic and peanuts from group members and transported them for sale in Dili through DiliMart and TimOrganic. It was reported that a total of 250kg was transported over two trips to Dili. The promotion of aggregator (first level consolidator) activity is a critical step in market development, but the quantities remain small and there is little evidence at present of consistent and compounding aggregation of produce. If the same groups are included in future programs, there is an opportunity to link farmers with 'market oriented' programs such as DFAT-funded Market Development Facility (MDF) who have agriculture as one of their key areas (see Recommendation XI).

IV. Resilience in the COVID-19 era and beyond

The COVID-19 crisis in 2020 has had a resounding impact on nations, programs, and households; bringing to light the strengths and weaknesses of national economies and individual's food security and livelihoods. In addition to the health crisis, the resilience of

Timor-Leste's households has been intensely tested in Haforsa's final program year, with agricultural shocks and stressors such as Fall Armyworm, African Swine Fever, and numerous climate and environmental events. Even Oxfam's own systems were tested, with the sudden and severe flooding of the country office in mid-March 2020. The rapid response from both Oxfam and its partners is to be commended, as development workers and programs shifted their focus to critical humanitarian response activities. Although the exact future direction of COVID-19 and its impacts are difficult to predict, Oxfam has a window of opportunity now to establish flexible recruitment, procurement and management systems that reflect COVID-19 era workplace normalities, notably increasing online work and limited international travel (See Recommendation I). Even before the crises of 2020, Haforsa had successes from which future work in resilience will be built, including:

- Saving for Change groups are a proven strategy for developing resilience, and future work could build truly transformational systems. Savings and loan group models such as Saving for Change show an uncommon level of trust and collective co-operation among participants. While many agricultural and market development programs in Timor-Leste (including Haforsa) struggle to promote collective marketing behaviour, Saving for Change groups meet regularly, maintain momentum, demonstrate and develop trust with real personal assets, receive nearly universal praise from participants, are a vessel for promoting women's leadership, and have clear and robust beneficial outcomes for their members. Saving for Change groups have helped families to save for large assets such as new homes and have helped families to bridge gaps in their food security between growing seasons, but the incidences of investment in businesses (especially in agriculture) have been insubstantial. This presents an opportunity for future work to capitalize on the cohesiveness of Saving for Change groups to promote principles like collective bargaining, collective use of agricultural inputs/machinery, and entrepreneurship. Learning from 15 years' of Oxfam's global experience refining other countries' models of Oxfam's 'Saving for Change approach' would make a good first step. Interviewees indicated that Saving for Change groups will be a key strategy for maintaining a presence in communities as the reduced operational presence there means less partners and staff. A focus on building on the successes of these groups therefore makes sense in the transitional context.
- Oxfam's unique partner model is inherently 'pro-resilience' as demonstrated by its quick and effective transition to humanitarian response. Oxfam's partner model is novel among INGOs, and is seen as a 'different way of working' and a source of pride among Oxfam staff. During heavy flooding in Dili in March 2020, Oxfam staff were simultaneously distributing building materials such as roofing metal, cement and nails for home repairs/construction and cleaning up their own flooded office. Later in the COVID-19 response they were also able to work with partners to distribute health information and hand washing supplies. Oxfam's response to the 2020 crises, requiring an sudden change of direction, shows not only a resilience in Oxfam's relationship with its partners, but also the robustness and flexibility inherent in having community-based partners to respond to changing community needs. Such thinking will be useful as it moves towards stronger focus of integrating influencing with humanitarian work.

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⁴ https://policy-practice.oxfamamerica.org/work/rural-resilience/saving-change/

- Seed banks have been a tool for community-wide resilience. In interviews with partners, community seed banks were commonly noted as a key resilience activity. Systems in which individuals or groups receive free community seed, but replace it with an additional contribution when their crop is harvested have been widely successful in Timor-Leste. Where many seed storage activities focus on the household level, seed banks promote sharing and a community-wide seed security.
- Market development programs with diverse customer segments are more resilient. As noted in the Haforsa mid-term review (MTR), a heavy focus on the School Feeding Program as an outlet for farmer's produce did not produce substantial sales because the program did not move beyond a pilot in Oe-cusse. A common lesson in agricultural marketing training is to identify multiple markets before a crop is planted, in case the primary market becomes unworkable. Work linking farmers (particularly in Oe-cusse) to Dili supermarkets was a positive step, even though interviewees mentioned only intermittent sales and small volumes.



Permanent garden / Pedro Audilio Mendonça

Case in Point 4 – Permanent gardens can be a focal point to bring community members together for communally beneficial actions that can build resilience, including through environmental advocacy and education.

Permanent gardens (also referred to as 'permagardens' are defined as an 'agricultural approach to maximise production on a small amount of land through sustainable practices', including to 'help bring resilience to each household'.

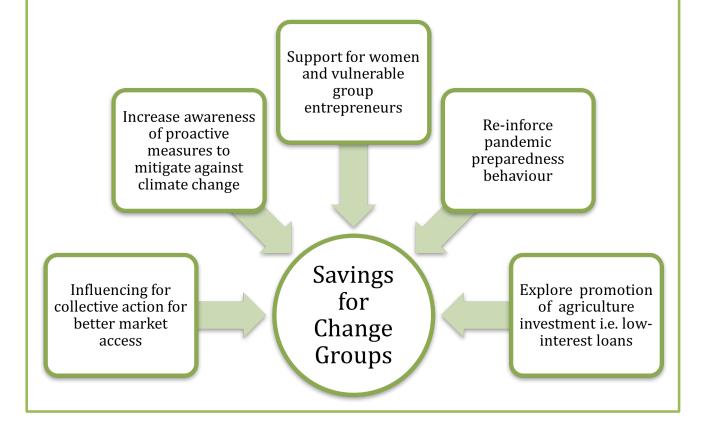
Interviewees identified permanent gardens as a communally-accessed space in which joint environmental education and advocacy on climate change took place. Awareness-raising sessions encouraged avoiding the common practice of burning marginal land before planting seasons and focused farmers on collective investments in local agriculture. Permanent gardens also served as demonstration plots for sustainable land management techniques, and had a degree of a 'legitimizing' effect in making the garden a more 'official' resource worthy of investment (at least in terms of labour). The productive benefits of permanent gardens to contribute food for communities to supplement their main crops (corn, cassava, rice, beans) were less apparent, with few instances of substantial production identified during interviews. Still, there remains potential to host further community-level influencing and resilience building activities directly at permanent gardens given their role as a safe space for community action and dialogue.



Community Monitoring Group in Suku Lalisuk supported by MDI / Pedro Audilio Mendonça

Case in Point 5 – Saving for Change groups are a proven strategy for developing resilience, and future work could build truly transformational systems.

A highlight within the Haforsa program, Saving for Change groups are characterized by high levels of cohesiveness and trust rarely found in other types of groups. Haforsa's Saving for Change activities were widespread: Maneo: 7 Saving for Change groups, BIFANO: 52 Saving for Change groups, AFFOS: 82 Saving for Change groups, CCC: 11 Saving for Change groups. There is an opportunity to further the already substantial benefits of the groups. Current Saving for Change groups promote resilience through helping families to build savings and providing low interest loans that can smooth the cyclical nature of agricultural incomes and help families to bridge gaps in their food and income security. These are effective coping strategies, and additional activities could utilize the group's cohesiveness and trust to engender truly adaptive and transformational changes. These activities could take the form of special interest subgroups, collective marketing initiatives such as aggregation of agricultural product, or special-purpose loans for agricultural inputs or entrepreneurial investments.



V. Influencing

Oxfam Timor-Leste is in the midst of a transition towards reducing its community implementation footprint in favour of a more targeted influencing and advocacy model. Changes to the country strategy this year will reflect this, and already programs such as Haforsa have been designed with this in mind. While the early years of Haforsa's influencing efforts were mainly focused on partner driven PNDS work and local-level issues (i.e. obtaining resources and extension support from MAF), the final year of Haforsa began to reflect this organisational shift with Oxfam taking a leading role on the 2020 Food Security Assessment, conducting Haforsa/Hadalan crossover activities to influence MAF and the state budget, and using data and examples from Haforsa to influence donor country governments abroad. As this transition develops, Oxfam aims to leverage the relationships built under programs since 1999 to become a champion for impoverished and disadvantaged groups. In empowering these groups to advocate for change and bridging the divide with government, Oxfam can draw on the following key lessons:

- The transition to influencing will require a change in mindset among Oxfam staff and partners. Interviews with members of Oxfam management revealed a vision in which Oxfam becomes "more of a champion," "building confidence in influencing among the team" where ideally Oxfam is the "bridge" to keep pressure on governments and facilitates the identification and conveyance of communities' priorities to higher levels. Partnerships will be key to this, but in ways which require an expanded worldview of what both partnership and influencing mean. While reliance on partners will strengthen the new approach, Oxfam will maintain some responsibility for implementation, particularly at higher levels. To achieve an influencing strategy whereby Oxfam, partners and communities are each aware of their integrated roles in influencing government, additional organisational expertise should be developed among Oxfam staff and partners. To build this capacity amongst staff, advocacy skills should be a desirable attribute for future recruitment (see Recommendations X).
- The influencing/advocacy model will require a shift in MEL processes. There is a substantial difference in how the activities and outcomes of influencing/advocacy work is discussed and documented compared to a more traditional livelihoods program. MEL systems will have to be designed specifically to capture influencing work, and program and partner staff may find it difficult to articulate the benefits and successes of their influencing work. The 'MEL-of-Influencing' toolkit shows that Oxfam is aware of its needs here and has taken steps to alert its team to the resources available for more effective MEL to be used, especially through Hadalan. Further work in this area will be required to educate staff and partners on these processes, and to support an evolution in thinking on how to document and articulate influencing work.
- Capitalize on key relationships. Oxfam has built relationships with government
 departments and officials, most notably in Oe-cusse. Much of the influencing outcomes have
 been through assistance to specific groups and linked to specific causes. Success in higher
 level (i.e. national policy) influencing will depend on Oxfam leveraging these relationships to
 drive broader and more substantial change at the national level.
- Lack of continuity in government has been a major obstacle since 2018. The political turmoil – three different national government coalitions in three years – during the second half of Haforsa severely impeded the ability of the program to influence government,

particularly at the higher levels. With positions (including at the ministerial level) left unfilled, appointees frequently changed, and a general environment of uncertainty; government processes have been difficult to influence in recent years. As a result, partners commonly expressed the view that trying to influence government is a 'waste of time' – a sentiment Oxfam should be aware of as it scales-up its influencing work.

- Of local partners working on economic and social justice there were variations in their capacity to articulate their visions, approaches and programme successes. Beyond RHTO's work through Oxfam (Case in Point 1) examples of influencing work connecting an Oxfam partner with an influencing outcome were difficult to obtain. The case of Oxfam partner Matadalan Institute's (MDI) advocacy for installation of clean water in Suai was said to result in support from the DFAT-funded PNDS, as well as the Ministry of Social Solidarity (MSS). MDI when interviewed did not identify the actions it had taken that resulted in the funding, nor Oxfam's facilitation role.
- Maintaining community awareness of upcoming changes will be key to the success of the transition. With historical shifts from humanitarian response and direct implementation through the partnership model, to the upcoming increased focus on influencing/advocacy, it is critical that communities understand the changing roles of development partners like Oxfam. There will be challenges for communities to understand that Oxfam priorities to influence policy can support their livelihoods, as distinct from supplying materials and training which are more tangible activities, albeit shorter term focused. Emphasizing socialization in the early stages of upcoming programs will be critical, as well as an adherence to sustainable exit strategies from closing programs such as Haforsa.

Case in Point 6 – Oxfam's high levels of trust with local partners (BIFANO, MANEO, AFFOS) resulted in local-level influencing successes in Oe-cusse and provide a strong foundation for continued advocacy.

Under Haforsa, Oxfam partners BIFANO, Maneo and AFFOS shifted their approach and eliminated the distinction between their program-supported and government-supported (MAF) agriculture groups. Where groups originally received support from Haforsa or government extension workers, to the exclusion of the other, BIFANO, Maneo and AFFOS later changed their approach and negotiated for all their groups to receive support from both sources. This initiative reflects Oxfam's positive relationship between its local partner and government authorities, to the benefit of program participants. Incidences of cross-training between suco extension workers and Haforsa technical staff were documented in the areas of traditional animal medicines and DRR gardening techniques, and group members gained better access to communal ploughing services and MAF seed distribution.

Case in Point 7 – Limitations in influencing work linked to the School Feeding Program in Oe-cusse directly affected livelihood outcomes in Haforsa.

The design and planning stages of Haforsa focused heavily on improved production and storage techniques designed to allow farmers to sell their excess crops to the Government 'Merenda Eskolar' (School Feeding Program - SFP). The School Feeding Program in Oe-cusse began its pilot phase in 2017, supporting children in 7 Oe-cusse schools with a reduced budget of \$0.25/child/day (half of the amount allocated in municipalities where the program is fully implemented). Some Haforsa farmers sold produce to the program, though others report that this was only possible for households taking part in a specially-formed group set up by the SFP. As Haforsa implementation came to an end in June 2020, the SFP had not moved beyond its original pilot phase or budget, and therefore represented only a small market accessible to a handful of Haforsa working areas. As the key market that Haforsa was meant to supply, this was a missed opportunity to influence government policy to maximize program outcomes, as well as a lesson on how influencing work could produce greater outcomes than traditional livelihood programming. Had Haforsa been able to influence government to expand this important program, children in numerous additional schools would have benefitted and the economic benefits from the increased SFP market would have flowed both to and beyond Haforsa beneficiaries.

KEY RECOMMENDATIONS

From the following list of deliberately select and actionable recommendations, those in the first two sections are formulated to be relevant to all development actors and partners in Timor-Leste. The 'Specific Recommendations for Oxfam in Timor-Leste' are intended to proactively shape Oxfam's Hadalan project, Women's Economic Empowerment (WEE) project Hakbi'it, AHP COVID Recovery Project and new country strategy.

General Recommendations for Development Actors and Local Partners

These recommendations are intended for both Oxfam in Timor-Leste and Oxfam Australia who have the following opportunities to:

- I. Position itself more broadly to reflect COVID-19 era normalities e.g. flexible recruitment, procurement and management systems to allow for online work, capacity building for staff and partners to use online video and other platforms, updated office layouts to facilitate social distancing and sanitised work spaces.
- II. Explore options to <u>consolidate</u> women's leadership successes across programs through 'storytelling' and 'experience sharing' platforms and exchanges;
- III. Capitalise on the cohesiveness and success of savings and loans groups such as OTL Saving for Change groups by incorporating additional livelihood activities to amplify the economic benefits to those communities;

IV. Digitise MEL systems at the start of new initiatives, such as by providing material and educational resources for tablet-based data collection.

Recommendations for Advocacy and Influencing Organisations in Timor-Leste

- V. Gain organisational expertise on what policy advocacy for a diverse (non-oil) economy should be, by building relationships with existing entrepreneurs and industry support groups in the areas of small business, agriculture and food processing;
- VI. Provide financial, educational (manuals) and material (tablets) resources to develop organisational capacity to integrate influencing-specific MEL into program designs;
- VII. Resource additional coaching for local staff and partners to be able to use tablets (e.g. KoBoCollect) for online MEL (for all projects and overall country strategy);
- VIII. Include advocacy skills as a pre-requisite for future recruitment of staff;
- IX. Provide financial and education resources (such as online or printed information on international best practice' influencing strategies) and explore options for mentoring to build the staff capacity to influence national government;
- X. Train and encourage all staff, regardless of their role or when they joined the organisation, to contribute to their organisation's influencing strategy through the use of their own (where appropriate) and their organisation's social media accounts.

Specific Recommendations for Oxfam in Timor-Leste

These recommendations are intended for both Oxfam in Timor-Leste and Oxfam Australia who have the following opportunities to:

- XI. Explore opportunities to access farmer produce through existing Oe-cusse networks (e.g. in Manuaben, supported by AFFOS) by linking farmers with 'market orientated' programs e.g. DFAT-funded Market Development Facility (MDF);
- XII. Invite successful influencing actors in Timor-Leste to share their advocacy approaches with Oxfam team and partners working to 'influence' on other issues of social and economic inclusion (e.g. gender, climate change);
- XIII. Shift Oxfam's influencing focus to the enabling environment such as advocating to national government to facilitate livelihood diversification through administrative decentralisation (i.e. enabling new businesses or cooperatives to be registered at the municipal level, rather than having to visit Dili multiple times);
- XIV. Leverage Oxfam's well-established relationships with local government to bring about influencing outcomes, especially in Oe-cusse;
- XV. As part of any influencing strategy/project plan, develop a simple influencing schema (such as the example in Figure 4) which clarifies which organisation/community within the Oxfam ecosystem is responsible for influencing which actors.

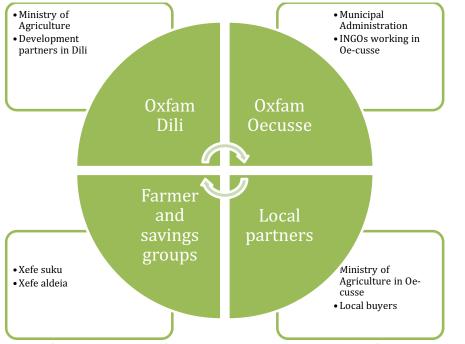


Figure 4 Sample Influencing Schema for organisations within the Oxfam ecosystem

Disclaimer: This publication has been funded by the Australian Government through the Department of Foreign Affairs and Trade. The views expressed in this publication are the authors' alone and are not necessarily the views of the Australian Government. All enquiries can be emailed to joe.freach@runbox.com.

ANNEX 1. GUIDING INTERVIEW QUESTIONS

Women's Economic Empowerment

- 1) Where have women excelled, been most engaged, or been most successful in the Haforsa program?
 - a. Prompt for a second example in another area i.e. Saving for Change groups, Influencing, or Livelihoods.
- 2) Where have women taken on leadership roles in Haforsa program activities?
- 3) What are some of the barriers to economic prosperity that Haforsa has found to be faced by women and other vulnerable groups?
- 4) (For Oxfam management) What lessons learned from Haforsa have been incorporated into the design of the upcoming Women's Economic Empowerment program?

Economic and social justice

- 1) What lessons learned from Haforsa can be used to help vulnerable groups disadvantaged by COVID-19?
- 2) What successes has Haforsa had in working with people with disabilities?
- 3) Based on the experience of Haforsa, what should future programs do to improve the economic prospects of women and other vulnerable groups?
- 4) What opportunities do you see for future work in economic justice in Timor-Leste?

Diverse livelihoods and economy

- 1) Describe an example of where Haforsa has helped a household or group to increase their income by selling excess produce at market.
 - a. What did Haforsa do to improve the enabling environment to move this produce to market? (Tetum simpler than enabling environment)
- 2) Agricultural production had increased for all crops, and postharvest losses had decreased. This indicates that farmers had more produce on hand at and after harvest. What were the main benefits to this increase?
- 3) At the midline, only 5% of loans from Saving for Change groups were for investments in agriculture. Why do you think that number is low?
- 4) Program data shows that most sales of agricultural goods were "incidental without agreements with buyers" (midterm rpt.), what were the difficulties in formally linking farmer's groups to markets?
- 5) Based on lessons learned in Haforsa, how could a future program promote collective marketing to farmers' groups?

Resilience in the era of COVID-19

- 1) Describe an example of where a household or group has faced a shock or stress and Haforsa has improved their resilience.
 - a. How did the household/group move beyond coping and adapt to the problem or transform the situation to their advantage?

2) How could Saving for Change groups be used to facilitate resilience outcomes beyond the individual/household level? (Note: The savings/investment benefits are obvious but there should be higher level benefits too.)

Influencing

- 1) Who has successfully been targeted with Haforsa's influencing work?
 - a. What made this successful?
 - b. If low levels Who have you influenced at a higher level?
- 2) How has Haforsa increased the ability of vulnerable people to shape and benefit from development processes?
- 3) What has Haforsa done to increase participant's confidence and understanding about providing feedback on the quality of government services/policies?
 - a. (If it hasn't or there were difficulties)- Why, and what prevented influencing at the higher levels?
 - b. (If applicable) What about specifically in influencing the market and enabling environment?
- 4) What are the issues that Haforsa participants identify as their priorities for influencing government? (ask about higher levels if you only get local-level responses but record both)
- 5) A targeted influencing strategy could focus on easing the process of cooperative formation/registration. How could this be done in the future?

ANNEX 2. LIST OF INTERVIEWEES

INTERVIEWEE	POSITION	ORGANISATION	DATE
Kathy Richards	Country Director	Oxfam in Timor-Leste	3 July
Cris Caetano	Senior Program Manager	Oxfam in Timor-Leste	13 July
Annie Sloman	Business Development and Program Director	Oxfam in Timor-Leste	13 July
Aniceto Neves	Program officer	Oxfam in Timor-Leste	2 July
Joao Corbafo	Program officer/ resilience program	Oxfam in Timor-Leste	9 July
James Riturban	Portfolio manager	OAU	3 July
Luke Simmons	Senior Sector Specialist – Agriculture	DFAT, Canberra	2 July
Ule Viana	Rural Development Section	Australian Embassy	24 July
Jacinto Mala	Director	BIFANO	16 July
Joao Kefi	Field Officer	BIFANO	16 July
Paulus Siki	Field Staff and former director	FFSO	21 July
Marcus Oki	Field Staff	FFSO	20 July
Joao Amaral	Program Manager	CCC	23 July
Ramila	Director	MANEO	17 July
Mateus	Field Staff	MANEO	22 July
David Nunes	Program Officer	KSI	22 July
Estevanus Coli	Director	MDI	21 July
Carolino Marques	Program Officer	MDI	14 July
Paulus Neves	Program Manager Haforsa, AHP	RHTO	13 July
Salina Hanjan	Gender and Inclusion Coordinator	Oxfam in Timor-Leste	13 July
Matias	Oxfam MEL Officer	Oxfam in Timor-Leste	2 July
Staff presentation	Selected Managers and staff	Oxfam in Timor-Leste	28 July

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