

REPÚBLICA DEMOCRÁTICA DE TIMOR-LESTE



National Food and Nutrition Security Policy

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PART I: Timor-Leste Food Security Policy Framework

Introduction

Food and nutrition security underpins national development. The Strategic Development Plan (SDP) 2011-2030 recognises that the true wealth of a nation is in the strength of its people - *maximising the overall health, education and quality of life of the Timorese people is seen as central to building a fair and progressive nation. The children of Timor-Leste, in particular, deserve access to good health care, nutritious food, clean drinking water and good sanitation* – thus attaining national food and nutrition security continues to be a high-level national development priority. The SDP also envisages self-sufficiency in staple food production by 2030 and the Programme of the 6th Constitutional Government, 2015-2017 commits to improving food security and nutrition.

The Comoro Declaration issued by the 4th Constitutional Government of Timor-

Key Lessons from the 2005 Food Security Policy

Experience from the implementation of the 2005 Food Security Policy shows that improved coordination of multi-sector interventions especially those linking agriculture and nutrition is needed.

Policy coordination within and across key subsectors is critical in providing coherent incentives to producers and consumers in different market segments. Furthermore, policy actions to improve food and nutrition security must be aligned with the country's natural resource endowments, macroeconomic environment and the state of infrastructure development in due consideration of its agro ecosystems and traditional values. In view of the overall budget constraints and environmental fragility, investment decisions should be based on sound cost-effectiveness analysis (*vis-à-vis* food and nutrition security) and include environmental impact assessment. Investment decisions should be reflected to the budget allocation among and within the concerned ministries. Improving efficiency in delivery of support services and social safety net programmes is dependent on building human capacity and streamlining institutional structures. Local level decision making and actions are effective in reaching out target populations. Information systems need to be strengthened with improved data quality and timeliness of delivery to enable effective policy monitoring and sound investment decision making.

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Leste in 2010 reaffirmed the entitlement for all to access good quality and nutritious food and the fundamental right that every person has to be free of hunger and malnutrition. The Declaration also recognised the need to further strengthen and increase coordination in the multi-dimensional areas of food and nutrition security with a relevant inter-ministerial coordination body and national action plan.

Subsequently, the multi stakeholder commitment to end hunger and malnutrition in Timor-Leste was once again affirmed at the launching of the National Zero Hunger Action Plan (Planu Asaun Nasional – Hakotu Hamlaha no Malnutrisaun iha Timor-Leste (PAN–HAM–TIL) during the 10th Community of Portuguese speaking Countries (Comunidade dos Países de Língua Portuguesa (CPLP) Head of State Summit on the 20th of July 2014. The National Zero Hunger Action Plan (PAN-HAM-TIL) that builds on the existing government policies and plans, is congruent with the Global and Regional initiatives and pillars on zero hunger challenge, as well as the Sustainable Development Goal number 2 (SDG2) to end hunger, achieve food security and improved nutrition and promote sustainable agriculture.

The Government is committed to work in an inter-ministerial manner to take actions to address issues related to food and nutrition security in the key development areas such as agriculture, fisheries, health, education, infrastructure, trade, environment, disaster management and social protection. The purpose of the National Food and Nutrition Security Policy is therefore to guide and coordinate actions from various stakeholders towards common goals. Ministries with key roles in implementing this policy include: Ministry of Agriculture and Fisheries (MAF), Ministry of Health (MOH), Ministry of Education (MOE), Ministry of Commerce, Industry and Environment (MCIE), Ministry of Social Solidarity (MSS), Ministry of State Administration, Ministry of Public Works, Transportation and Communication (MPWT &C) and Ministry of Finance (MOF).

The National Food and Nutrition Security Policy was prepared through a series of consultation with broad range of stakeholders. It is based on the analysis of relevant food and nutrition information and a review of the 2005 National Food Security Policy. It provides an overarching framework covering the

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multiple dimensions of food and nutrition security. It is purposefully developed to build on existing national policies and initiatives by coordinating fragmented actions, reconciling conflicting policies and aligning them with higher-level national development goals. It thus provides a coherent framework for multi-sector actions addressing the underlying and immediate causes of food and nutrition insecurity. It recognises the need for public and private sector involvement in achieving national food and nutrition security, and that improving food and nutrition security is a shared responsibility of all Timorese people. The identified strategic actions will remain dynamic to accommodate evolving socio-economic conditions and emerging needs. The Government recognises the need for proactive policy responses to the food and nutrition security challenges in achieving its higher-level national development goals that are stipulated in the SDP.

Furthermore, the National Food and Nutrition Security Policy is linked to the Community of Portuguese speaking Countries (*Comunidade dos Países de Língua Portuguesa* (CPLP) implementation of the food security strategies (ESAN), that called upon member states to commit on improving national food security and nutrition through the prioritization of interventions on strengthening governance of food security and nutrition, promoting access and use of food to improve the livelihoods of the most vulnerable groups and increasing the availability of food through family farming as a mechanism to empower small holder producers¹.

Food and Nutrition Security Situation

The 1st Constitutional Government of Timor-Leste adopted the National Food Security Policy in 2005. This Food and Nutrition Security Policy has reflected the lessons learnt from the implementation of the 2005 Policy.

The 2005 Policy identified the main causes of food insecurity are low crop production of subsistence agriculture, lack of alternative sources of income and thus lack of access to food due to low purchasing power. Widespread poverty –

¹ Estratégia de Segurança Alimentar e Nutricional da CPLP

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more than 40 percent of population living below the poverty line - meant that a large part of the population did not have sufficient economic access to food.

The agriculture sector was recognised to have special importance because agriculture is the main source of food, employment and income for two-thirds of the population who mainly live in rural areas. However the potential of the sector was not fully realised as the lack of appropriate inputs and technology had resulted in low productivity and production. Despite the significant public effort, in particular the investment in the large-scale irrigation schemes in the rice subsector, overall performance of the agriculture sector remained weak. As a result, food and nutrition insecurity continues to pose major challenges in Timor-Leste. Conflicting government policies disempower farmers from addressing their own problems through increasing food production, insufficient public investment in the subsectors with high growth potential, abundant social safety nets and underdeveloped investment climate to attract private capitals are some of the key underlying reasons for this situation.

Food availability and access

Limited reliable data on crop, livestock and fish production makes it difficult to assess the Timor-Leste's capacity for food self-sufficiency. Lack of data on subsistence production and use of indigenous food sources means that an important part of the country's food supply is poorly accounted for. There is no consistent data on staple food production. Nevertheless, estimates indicate that overall trends in staple food production since 2005 are at best stable. Currently, approximately 40 percent of cereal consumption is met by imports. Although, the average annual exponential population growth rate has slowed down from 2.4 percent per annum recorded during the 2004 to 2010 to 1.81 percent for the period 2010 to 2015², it seems unlikely that Timor-Leste can achieve the SDP goal of self-sufficiency in staple food by 2030³.

² 2015 National Population and Housing Census

³ FAO/GIEWS Timor-Leste Cereal Balance Sheet

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Understanding the socio-cultural reasons for food and nutrition insecurity is useful in formulating policy measures to improve health and nutrition status of poor and vulnerable people.

Food security is frequently discussed in parallel with national food self-sufficiency – i.e. meeting consumption needs, particularly for staple food crops, from own production. But food security and food self-sufficiency are not synonymous. A country can achieve food and nutrition security by importing sufficient amount of safe and nutritious food when certain conditions are met. However, a country being dependent to food imports is much more vulnerable to food insecurity particularly when exporting countries undergoing low crop production resulting to price and market fluctuations. Relying totally to import will challenge further the purchasing power of the poor and vulnerable people in Timor-Leste. Therefore, net food trade, together with domestic food production and stock levels and food loss/waste rate, becomes an important factor in achieving the national food and nutrition security.

Inflation in Timor-Leste was 3.3 percent in 2013. The rate was as high as 13.5 percent in 2011 and 11.8 percent in 2012 in response to the rise in global commodity prices in 2010⁴. Food comprises about 60 percent of the consumer price index basket. Prices of imported food affect the inflation in Timor-Leste. In rural areas food from the capital and other regions is subject to higher prices because of transportation costs. Food price inflation adds further pressure to the already-weak purchasing power of poor households. A recent Asian Development Bank (ADB) study estimates that a 10 percent rise in food prices in Timor-Leste could increase poverty incidence by 2.25 percent⁵. The 2011 Timor-Leste Household Income and Expenditure Survey (TLHIES) reported that median per capita monthly income was US\$40, indicating that half of the population lived on less than this amount. The survey also found that around 40 percent of household income was used for purchasing food. For many rural households, subsistence production remains a primary source of the family's food

⁴ Data from World Bank

⁵ Asian Development Bank, *Global Food Inflation and Developing Asia* (March 2011)

The Government has introduced a broad range of social protection programmes. Examples include a conditional cash transfer programme directed to female-headed poor households who send their children to school and health clinics. Cash transfers were also provided to the poor households, elderly people, people with disabilities, vulnerable children and veterans of the resistance and their survivors. School feeding, cash-for-work, rice importation and subsidy programmes, and a civil service pensions are also in place. As a result, roughly one-tenth of the population is receiving some form of social support. Undoubtedly these programmes have increased food access by many individuals and households and thus play an important role in improving food and nutrition security. A significant challenge, however, is appropriately focusing on target populations and efficiently implementing these programmes. It is very important that the social protection programmes do not provide disincentives to economic activities, in particular food production. The government needs to improve the design and delivery of the social protection programmes. This includes, targeting beneficiaries, applying appropriate conditionality and reducing the transaction cost to deliver the programmes. In addition, to motivate and attract farmers, the government will introduce a new mechanism to provide incentives to the growers to increase crop production. Linking food security programmes (e.g. food coupon and cash transfer) with health and nutrition interventions is also important.

Stability of food supply

Food shortages and household food insecurity are particularly severe during the periods of October to March and especially in upland areas. Subsistence farmers and female-headed households are the most food insecure groups⁶. With over 100,000 families estimated to have insufficient food for a substantial period of time each year, Timor-Leste needs to increase the availability of nutritious food throughout the country. There is much scope for increasing domestic production of nutritious food through diversification and productivity growth. Stability of

⁶ World Food Programme, Timor-Leste Comprehensive Food Security and Vulnerability Analysis (CFSVA) (2006), p11

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food supply can be improved through the improvement of market infrastructure and system. Imports continue to bridge the gap between the domestic food supply and demand. Existing food reserve system can be reviewed for possible improvement.

Timor-Leste continues to face significant challenges in managing increased environmental and natural resources degradation. As a natural resource based economy heavily reliant on agriculture, these challenges pose serious risks to sustainable economic development and food and nutrition security.

The Timor-Leste Constitution enshrines the conservation and protection of natural resources and aims to safeguard all natural resources for sustainable development and human prosperity. Timor-Leste has ratified the three Rio Conventions, namely the United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention on Biological Diversity (UNCBD) and the United Nations Convention to Combat Desertification (UNCCD). To translate these conventions into national actions, the Government has produced three strategies and Action Plans, namely, the National Adaptation Programme of Action (NAPA) on Climate Change approved in 2010, the National Biodiversity Strategy and Action Plan and the National Action Plan for Sustainable Land Management, both awaiting approval of the Council of Ministers.

The NAPA identifies the agriculture and water sectors as most vulnerable to climate change posing significant risks to the key development indicators, in particular those related to food security. The main concerns include changes in rainfall and temperature patterns and their effects on drought, flooding and landslides. Sustainable management of the environment and natural resources and building resilience to climate change and natural disasters are fundamental for achieving food and nutrition security in Timor-Leste.

Food Utilisation and Nutrition

The 2005 Food Security Policy recognised the close relations between food security and nutrition. Food insufficiency is one of the immediate causes of malnutrition, however other factors, such as diseases, poor health and child care,

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lack of safe water and improved sanitation, hygiene and housing also affects food security and nutrition. Underdeveloped infrastructure undermines the food and nutrition status in rural areas: the 2015 Census reveals that just 68.6 percent of people in rural areas have access to drinking water from an improved source, 44.1 percent have access to basic sanitation, and an estimated 80 percent of the country's rural roads network is in a poor condition hindering the access to health facilities and market to sell/buy foods. The food and nutrition insecurity is also caused by a general lack of knowledge on good nutrition at a household level. Cultural beliefs and taboos surrounding feeding practices are also a factor.

The country has continued to introduce evidence-based nutrition interventions through the Health Sector's Strategic Plans. These interventions include actions aimed at the changes in nutrition behaviours and improved breastfeeding and infant and young child feeding practices. Community management of acute malnutrition has been implemented through the supplementary and therapeutic feeding programmes in six municipalities and training of family health promoters on nutrition. The nutrition programme is improving with some positive progress.

While the nutrition situation of the country overall remains poor, final data from a 2013 nationwide Timor-Leste Food and Nutrition Survey (TLFNS) indicate some improvement in basic nutrition indicators⁷. Levels of stunting, wasting and underweight in children under five years of age all showed improvement over earlier statistics collected in the 2003 and 2009/10 Timor-Leste Demographic Health Surveys (TLDHS). Compared to 2009/10 TLDHS statistics, the current level of stunting is estimated at 50.2 percent, wasting at 11.0 percent and underweight at 37.7 percent, down from 58.1 percent, 18.6 percent and 44.7 percent, respectively. This is an encouraging sign, but leaves no room for complacency, particularly as the direct determining factors responsible for the improvements have not yet been established. Children living in rural areas are still among the most malnourished in the world, maternal mortality rates are the highest in the South East Asia region and an estimated 38 percent of children under the age of five years and one third of all women suffer from anemia (iron

⁷ Preliminary findings of Timor-Leste Food and Nutrition Survey 2013 (April 2014).

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deficiency). Furthermore, while higher levels of malnutrition are evident among poorer households, richer households with less food access problems, also experience relatively high levels of malnutrition (TLDHS 2009/10 reported 47 percent of children in households from highest income quintile were stunted). The continuing high level of malnutrition in the country remains a serious development challenge draining the nation's resources and negatively impacting the development of human capital and economic prosperity.

Typical Timorese diet consists of frequent consumption of rice, maize, wheat flour/bread, vegetables, oil/butter, sugar and salt. Occasional consumption of cassava and pulses/lentils is also observed. Fruits, meat, fish and animal products were generally not consumed. Only 6.3%, 4.8% and 14.4% of the households consumed fruits, meat, fish and animal products respectively for 5 to 7 days⁸. Ensuring the diversity in production and consumption of locally-produced nutritious foods is important in improving household nutritional status. Timorese people need to increase not only carbohydrate (calorie) but also protein and micronutrient intake. Inadequate intake of calories, proteins and fats often lead to under nutrition (stunting, wasting, and underweight) among children under five and chronic energy deficiency (low Body-Mass-Index) among women of reproductive age. A significant lack of dietary diversity leads to micronutrient deficiencies. The most serious deficiencies relate to the low intake of iron, folic acid, iodine and zinc, which are especially significant public health problems among children under five and women of reproductive age.

Exclusive breast-feeding, continuing breast-feeding beyond two years and timely and appropriate complementary feeding are essential in ensuring adequate nutrition during infancy and early childhood. The exclusive breastfeeding rate among infants 0-6months showed improvement from 51.5 percent (TLDHS 2009-2010) to 62.3 percent (TLFNS). However, the practice of appropriate complementary feeding among infants and young children 6-23 months old is still very sub-optimal. The TLFNS found that only 17.6 percent of

⁸ Ministry of Health Timor-Leste Food and Nutrition Survey (TLFNS) (2013) p.43-47

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infants and young children met minimum acceptable diet. The TLFNS 2013 also found that only 24.3 percent children 6-23 months consumed animal source food (meat), 22.5 percent consumed eggs, and 67.1 percent consumed vitamin-A rich foods. Thus, in general, protein intake and micronutrient intake is relatively low compared to the global average which signals the need to increase availability and access to nutrient dense/protein and micronutrient rich foods such as meat, fish, and legume pulses. Clearly, enlargement of the nutritious food basket in addition to increasing staple food production is needed to improve the food and nutrition situation in Timor-Leste.

Definitions and Concepts

Food Security: Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life (reaffirmed definition at the World Food Summit, 2009).

From this definition, four main dimensions of food security are identified: (1) Physical AVAILABILITY of food: Food availability addresses the “supply side” of food security and is determined by the level of food production, stock levels and net trade; (2) Economic and physical ACCESS to food: An adequate supply of food at the national or international level does not in itself guarantee household level food security. Concerns about insufficient food access have resulted in a greater policy focus on incomes, expenditure, markets and prices in achieving food security objectives; (3) Food UTILIZATION: Utilization is commonly understood as the way the body makes the most of various nutrients in the food. Sufficient energy and nutrient intake by individuals is the result of good care and feeding practices, food preparation, diversity of the diet and intra-household distribution of food. Combined with good biological utilization of food consumed, this determines the *nutritional status* of individuals; and (4) STABILITY of the other three dimensions over time: Even if food intake is adequate today, a person is still considered to be food insecure if he/she has inadequate access to food on a periodic basis, risking a deterioration of your nutritional status. Adverse weather conditions, political instability, or economic factors (unemployment, rising food

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prices) may have an impact on the food security status of individuals. For food security objectives to be realized, all four dimensions must be fulfilled simultaneously (Food and Agriculture Organization of the United Nations, FAO).

It is common to draw a distinction between chronic food insecurity and transitory food insecurity. When individuals or groups of people suffer from food insecurity all of the time, then they can be said to suffer from chronic food insecurity. Transitory food insecurity occurs when households face a temporary decline in access to food. Transitory food insecurity can be further divided into temporary food insecurity and cyclical or seasonal food insecurity. Temporary food insecurity occurs when sudden and unpredictable shocks, such as drought or pest attack, affect a household's entitlements. For urban households, sudden unemployment may also be a cause of transitory food insecurity. Seasonal food insecurity occurs when there is a regular pattern of inadequate access to food. This is often linked to agricultural seasons, particularly when it is difficult for households to borrow to even out flows of food over time.

Nutrition Security: Nutrition security exists when adequate nutritional status is achieved. Nutrition security is defined as secure access to an appropriately nutritious diet (i.e. protein, carbohydrate, fat, vitamins, minerals and water) coupled with a sanitary environment and adequate health services and care, in order to ensure a healthy and active life for all household members (FAO, based on the WHO and World Bank definitions). In other words, nutrition security is an outcome of: (1) Good health; (2) Healthy environment; (3) Good caring practice (including prevention); and (4) Household level food security.

Food Sovereignty: The right of peoples and sovereign states to democratically determine their own agricultural and food policies (IAAKSTD, International Assessment of Agricultural Knowledge, Science and Technology for Development).

The broadened concept of food and nutrition security is illustrated below which recognises that both adequate food intake together with a positive health status are necessary to achieve food and nutrition security.

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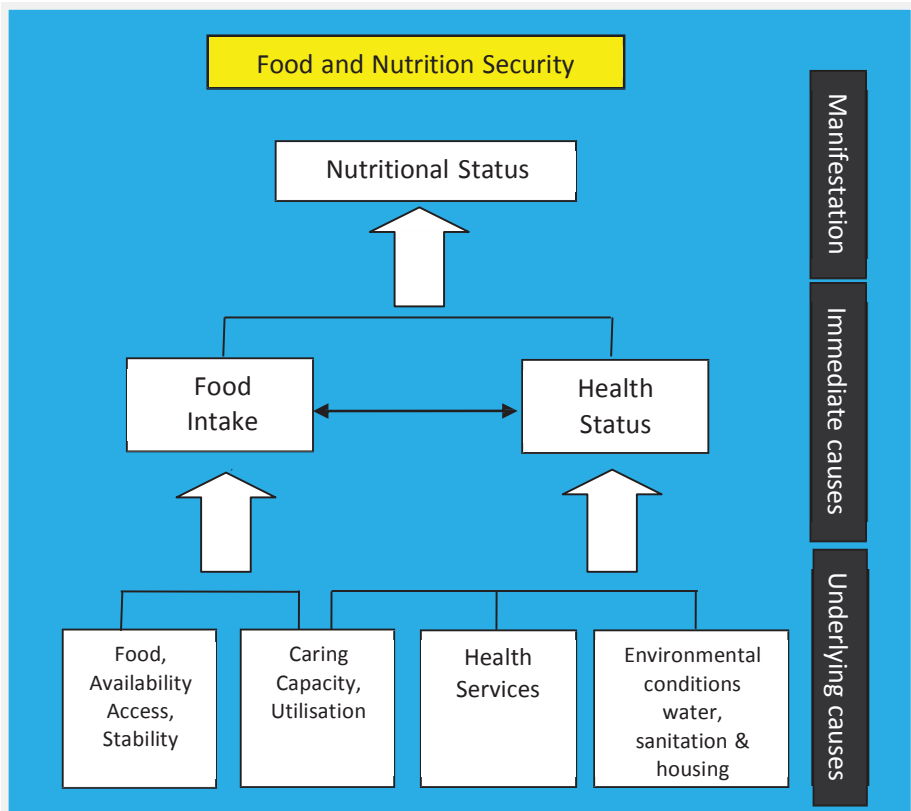
Food Insecurity: Low level of food intake, which can be transitory (when it occurs in times of crisis), seasonal or chronic (when it occurs on a continuing basis).

Malnutrition: An abnormal physiological condition caused by inadequate, unbalanced or excessive consumption of macronutrients and/or micronutrients.

Undernourishment/Chronic Hunger: A state, lasting for at least one year, of inability to acquire enough food, defined as a level of food intake insufficient to meet dietary energy requirements.

Undernutrition: The outcome of undernourishment, and/or poor absorption and/or poor biological use of nutrients consumed as a result of repeated infectious disease. It includes being underweight for one's age, too short for one's age (**stunted**), dangerously thin for one's height (**wasted**) and deficient in vitamins and minerals (**micronutrient malnutrition**).

Food and Nutrition Security:



Source: Academy of Nutrition & Dietetics, 2013 with modification

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Vision

By 2030 Timor-Leste will be free from hunger and malnutrition and Timorese people will enjoy healthy and productive lives. People in Timor-Leste will be well-fed principally from increased variety of locally produced safe and nutritious food for healthy and productive lives while witnessing carefully-managed agroecosystems.

Mission

The Government acknowledges the integral role that nutrition plays in ensuring a healthy population and productive work force. Reducing malnutrition and hunger in Timor-Leste, in economically viable, ecologically sound and socially appropriate manner, is a precondition for achieving higher national development goals (SDP) that calls for a multi-sector approach under the well-coordinated political leadership at all levels.

Principles

The strategic actions under this policy will be guided by:

- ™ Based on basic human rights including children’s rights, women’s rights and Right to Food.
- ™ Based on equity, reflecting the voices of the vulnerable people including subsistent farmers.
- ™ Respecting cultural and traditional values.
- ™ Protecting biodiversity and environmental sustainability.
- ™ Acknowledging food sovereignty.
- ™ Adopting a multi-stakeholder and multi-sector approach.
- ™ Encouraging local level decision making and actions.
- ™ Strengthening food and nutrition security information.

Key Targets and Indicators

By 2020:

- 9 *Stunting among children below five years of age will be reduced to less than 40 percent, underweight to less than 30 percent and wasting to less than 10 percent⁹.*

⁹ Indicators defined based from the 2.6% yearly reduction a comparison from the TLDHS 2010 stunting rate of 58.1% to TLFNS 2013 50.2% and GoTL global commitment for stunting to reduce to 25% by 2025 from the current 50.2%, underweight current rate of 37.7% and wasting of 11%, consistent to the targets specified in the National Nutrition Strategy.

- 9 *Anaemia among children below five years of age and women of reproductive age will be reduced to less than 40 percent and 20 percent, respectively¹⁰.*
- 9 *Maternal malnutrition indicated by thinness (low-body-mass index) reduced to less than 20 percent¹¹*
- 9 *Sustainable increase of the composite staple food production index from the 2012 level (=100) by 30 percent (=130).*
- 9 *The average consumption of local fish will increase from 6 kg to 10 kg per capita¹².*
- 9 *More than 75% of the Households in Timor-Leste have acceptable Food Consumption Score (FCS) of >42¹³.*
- 9 *The number of people estimated to be below the national poverty line will be less than 35 percent¹⁴.*
- 9 *Household average Coping Strategy Index (CSI) decreased¹⁵.*

Strategic Actions and Development Outcomes

The SDP recognizes that a thriving agricultural sector is necessary for reducing

¹⁰ Consistent to the National Nutrition Strategy target.

¹¹ The 2013 TLFNS reported maternal thinness (BMI <18.5 kg/sq.m) of 24.8% with the yearly reduction of 0.8% from the TLDHS in 2010.

¹² According to MAF Strategic plan fish consumption will increase to 15 kg by 2030, targeting 0.5kg annual fish consumption, therefore an increase of 4kg by 2020.

¹³ The 2013 TLFNS reported that 61.3% of the households in Timor-Leste have acceptable FCS >42, 27.8% with borderline FCS from 28.5 -42 and 10.9% under poor FCS between 0-28.

¹⁴ Current Poverty Rate of 41.8%, a yearly reduction of 1.23% from 2007 to 2014, according to the recently published Timor-Leste Survey of Living Standards 2014/15 by the Ministry of Finance-General Directorate of Statistics.

¹⁵ The 2013 TLFNS reported CSI ranged from 0 to 46, with a median of 3.

poverty, enhancing food and nutrition security and promoting economic growth. Viable agriculture sector will also promote rural development where majority of Timorese people live and work. Adequate investment in agriculture will therefore be critical in achieving higher national goals.

Outcome 1: Local nutritious food production increased and producers better linked to consumers.

Strategy 1.1: Strengthen adaptive research and development by directing investment in cost-effective programmes in increasing smallholder production.

Strategy 1.2: Deliver extension services to small farmers to enhance productivity of existing crops and diversification towards high nutritional value crops with special attention to women's role in food production and feeding the family.

Strategy 1.3: Increase productivity of diverse food, especially protein-rich food including those from animal and fish and high micronutrient contents crops through improved upland rainfed systems.

Strategy 1.4: Protect water sources and improve water use management through the application of appropriate- scale irrigation technologies.

Strategy 1.5: Promote sustainable aquaculture and develop coastal and inland fisheries focusing on increasing catch from traditional fishing activities.

Strategy 1.6: Strengthen market infrastructure, market information and business support services to small farmers and fishers.

Strategy 1.7: Adopt a supply chain approach for establishing viable food production and marketing chains ranging from farm inputs to end markets.

Strategy 1.8: Examine the effectiveness of the implementation of the government food acquisition program to better promote small producers access to market.

Outcome 2: Enhanced stability and resilience in food production and supply.

Strategy 2.1: Enhance capacities of rural communities, land owners and farmers to use natural resources in a sustainable manner to support an adequate and stable supply of locally produced nutritious food.

Strategy 2.2: Reorient the focus of the national policy from 'crisis management or response' to 'risk reduction and resilience-building'.

Strategy 2.3: Accelerate the implementation of National Adaptation Programme for Action (NAPA) 2010.

Strategy 2.4: Identify and improve the use of local crop varieties resilient to extreme weather conditions, and where appropriate, cautiously introduce new crop varieties to mitigate risks.

Strategy 2.5: Developing appropriate risk management systems for vulnerable people and improving safety net programmes through better targeting and delivery mechanisms, including use of food aid and food distribution to vulnerable households and communities.

Strategy 2.6: Examine the effectiveness of public strategic food reserve system for possible improvements and develop a system to monitor private sector food stocks.

Strategy 2.7: Repair and improve the maintenance of rural infrastructure (e.g road systems, ports and markets) to secure stable food supply.

Outcome 3: Safe, quality, nutritious food consistently available in food outlets throughout the country.

Strategy 3.1: Introduce simple and appropriate post-harvest technologies and post-harvest management methods.

Strategy 3.2: Improve storage and transportation system for fresh produce, and establish hygienic market centers.

Strategy 3.3: Develop cost effective methods and build capacity for improved and hygienic production, processing, packaging and marketing of food products (fruits, vegetables, meat and fish products).

Strategy 3.4: Regulate production and importation of products harmful to human health and environment.

Strategy 3.5: Put in place a harmonised policy, legal and regulatory framework for food safety, nutrition security and environmental protection.

Strategy 3.6: Develop an institutional structure to enforce food safety with clear roles and responsibility.

Strategy 3.7: Become a member of Codex Alimentarius and adopt the International Code of Marketing of Breast Milk Substitutes.

Outcome 4: Sustainable income generating opportunities in the rural areas

increased to enhance economic access to nutritious food.

Strategy 4.1: Develop rural infrastructure using local labours.

Strategy 4.2: Increase women’s access to income- generating opportunities and control on household income to maximise impact of household income on the family’s nutrition.

Strategy 4.3: Develop small-scale fisheries sector and agro-based rural industries to increase job opportunities in the coastal and rural areas.

Strategy 4.4: Expand appropriately-designed micro- finance (including access to capital and micro-credit) and small enterprise development skill training programmes.

Strategy 4.5: In line with the National Youth Policy, provide quality technical and vocational training for young people.

Outcome 5: Improved access to nutritious foods and nutrient intake by vulnerable people

Strategy 5.1: Strengthen method and capacity to assess and map communities that are vulnerable to food and nutrition insecurity for effective targeted intervention.

Strategy 5.2: Review guidelines and regulations on food- based safety net programmes and evaluate the nutritional content of the food basket, as well as the effectiveness of existing programmes delivery and targeting.

Strategy 5.3: Accelerate promotion of exclusive breast feeding (0-6 months old) and complementary feeding (until 24 months).

Strategy 5.4: Accelerate reduction of maternal and child under-nutrition through nutrition specific and nutrition sensitive interventions.

Strategy 5.5: Develop strategy, guidelines and regulations on food fortification and promote production and trade of iodized salt.

Strategy 5.6: Promote increase micronutrient intake among infant and young child, mothers, and adolescent girls.

Strategy 5.7: Review guidelines and policies to improve school feeding programmes.

Outcome 6: Improved health status of children and women.

Strategy 6.1: Improve access to safe water and sanitation at communities, houses, schools and other public facilities.

Strategy 6.2: Improve health care for adolescent girls, mothers and children.

Strategy 6.3: Promote good nutrition and hygiene practices for all.

Strategy 6.4: In line with health priorities continue to improve prevention, treatment and care for diseases affecting nutrition status, including management of acute malnutrition.

Outcome 7: Improved education, awareness and advocacy on food and nutrition security.

Strategy 7.1: Raise awareness on the roles of nutrition and good practice on health and physical and cognitive developments.

Strategy 7.2: Integrate nutrition in school curricula starting at the earliest age and at every grade level.

Strategy 7.3: Promote local nutritious food consumption at schools and food outlets, including hotels and restaurants.

Strategy 7.4: Integrate nutrition education, diet diversity, food preparation and safe food preservation into agricultural extension programmes.

Strategy 7.5: Promote workshops and demonstrations on home gardening, urban gardening and use, preparation (i.e through cooking shows and cooking demonstrations) and preservation of nutritious local foods.

Outcome 8: An effective integrated food and nutrition security information system in place.

Strategy 8.1: Allocate adequate resources to effectively collect, integrate, analyse and report quality food and nutrition statistics.

Strategy 8.2: Strengthen the National Information and Early Warning System (NIEWS) on food and nutrition security in general and the Suco-Level Food Security Monitoring System (SLMS) in particular that were initiated by Ministry of Agriculture and Fisheries and coordinate with national nutrition surveillance systems and link with the Global Information and Early Warning System (GIEWS).

Strategy 8.3: Establish a sentinel surveillance system to monitor food and nutrition services, behaviour, practices and outcomes.

Strategy 8.4: Improve standardisation of approaches and indicators used in national surveys (e.g. Population Census, HIES, Survey of Living Standards, Demographic Health Surveys, Nutrition Surveys).

Strategy 8.5: Support the timely distribution of food and nutrition information products.

PART II: Policy Implementation

Food and Nutrition Security Policy brings together multiple agencies and groups within and outside the Government. An effective coordination among these stakeholders will therefore be a key to the successful implementation. The National Council on Food Security, Sovereignty and Nutrition (KONSSANTIL), which consists of representation from ministries and government agencies in the key areas related to food and nutrition security, will coordinate and consolidate the roles and functions that are fragmented in different government agencies. Investment decisions by different Ministries will be aligned, and each Ministry will establish a budget line that is dedicated to the implementation of strategies and action of the Food and Nutrition Security Policy. With well-coordinated political leadership, the KONSSANTIL will seek support and mobilise resources from private sectors and development partners.

The KONSSANTIL will be a major advocate for food and nutrition security in Timor-Leste. The KONSSANTIL will promote local level decision making and actions, and bolster participation of different group of people, including those who are affected by the policy such as the socially deprived groups, women and children groups, smallholder and poor farmers, private sector, institutions with educational mandate, faith-based organisations, non-governmental/civil society organisations, bilateral and multilateral development partners. An effective implementation of Food and Nutrition Security Policy requires coordinated policy actions. Aligning agriculture and social protection policies is particularly important. This will provide incentives to Timor-Leste's abundant economically-active population to achieve food and nutrition security through productivity growth. The KONSSANTIL undertakes the review and endorsement of policies, laws and regulations related to food and nutrition security.

The KONSSANTIL will monitor and review the implementation of Food and Nutrition Security Policy on a regular basis. This includes reviewing the relevance of priority actions against the emerging needs and assessing the effectiveness of institutional structure to deliver public services. In concurrence, the National Food and Nutrition Security Strategy with costed operational plan are to be prepared to guide the systematic implementation of the Food and Nutrition Security Policy. At the same time, the *Summary M&E Matrix (Annex 1)* helps align the food security and nutrition related indicators within a common result framework.

Institutional Roles and Responsibilities

Planning, resource mobilization, implementation and monitoring and evaluation of Food and Nutrition Security Policy require clearly-defined roles and responsibilities among stakeholders working on different areas. The KONSSANTIL provides guidance on the roles and responsibilities of the different stakeholders and oversees their activities in the implementation of the Food and Nutrition Security Policy. The policy does not stipulate an exhaustive list of stakeholders and their roles, nevertheless the KONSSANTIL statute stipulated the roles of the key government ministries and agencies. In addition, roles and responsibilities of relevant stakeholders will be comprehensively presented in the National Food and Nutrition Security Strategy.

Governance

The KONSSANTIL is responsible for the implementation of Food and Nutrition Security Policy. This entails coordination of multi-sectoral inputs and oversight implementation of various actions from different government agencies and partners. The KONSSANTIL will monitor the delivery of outputs and outcomes necessary to achieve the policy goals by tracking progress against the indicators identified in the *Summary Monitoring and Evaluation (M&E) Matrix (Annex 1)*. The KONSSANTIL is also responsible in reviewing and finalising the strategies, operational and investment plan and annual budget allocation concerning food and nutrition security. Along with the horizontal coordination at the central level, vertical coordination with the Municipalities and Suco levels will be established. A Municipal Food Security, Sovereignty Nutrition & Disaster Management Committee (Municipal KONSSANTIL) established in each of the 12 Municipalities, will coordinate at a decentralised level. A similar structure will

also be established in the Special Economic Region of Oecussi. The Municipal KONSSANTIL shall comprise representatives of relevant government institutions, suco councils, non- governmental/civil society organisations and other partners working in the municipality. The Municipal Administrator will act as Coordinator for the Municipal KONSSANTIL, with the Municipal Director of MAF as Vice-Coordinator.

On the other hand, the national KONSSANTIL Permanent Technical Secretariat (PTS) will review the technical, administrative, financial and communication activities, and ensures the timely implementation of KONSSANTIL decisions. It will liaise closely with the political leaders to align executive policy decisions concerning the implementation of Food and Nutrition Security Policy. The PTS will be supported by an Inter- ministerial Food and Nutrition Security Information and Publication Working Group (IFNSWG) comprised of technical specialists from relevant government agencies. The IFNSWG will work closely with knowledge institutions in and outside the country in providing policy analysis and advisory services. The IFNSWG will be responsible for collecting, analysing and maintaining the information on the state of food and nutrition security in Timor-Leste. A secretariat support unit (The National Directorate for Food Security and Cooperation –NDFSC) with sustainable financing will provide the logistical support for PTS/IFNSWG and KONSSANTIL.

Operational and Finance Planning

Improving food security and nutrition in Timor-Leste will require sustained action across all sectors and ministries to address the structural and systemic problem that influences the current food insecurity and malnutrition situation in Timor-Leste. Therefore, implementation of strategic actions will require coordinated and targeted approach aimed at improving sustainable nutritious food production, supply, and access, as well as increasing consumption of nutritious food particularly in remote rural communities.

The strategic actions was translated into mutually-supporting priority programmes of the eight outcome areas in the Indicative Operational and Investment Plan as part of the National Food Security and Nutrition Strategy, that indicates roles and responsibilities, target groups, activities with timelines and expected outputs. The indicative operational and investment plan adopts the existing Zero Hunger Challenge National Action Plan/ *Planu Asaun Nasional Hakotu Hamlaha no Malnutrisaun iha Timor-Leste* (PAN-HAM-TIL) and the National Nutrition Strategy

Operational Plan. The indicative projects were activities identified by the relevant stakeholders in each of the five pillars of the PAN-HAM-TIL and Strategic Priorities as primacies for implementation to improve the food security and nutrition in Timor-Leste. The focus is on actions where evidence shows a high level of impact can be achieved, combines short term, medium and long term responses that guarantees household own food security. The indicative operational and investment plan will be the basis for the ministerial Annual Action Plan (AAP). and budget.

The KONSSANTIL PTS will facilitate the joint formulation and implementation of the priority programmes to ensure that needs and concerns at different levels are reflected in the decision making. Where related programmes and action plans already exist, efforts will be made to align them under the framework of Food and Nutrition Security Policy for synergy and avoid duplication.

Continued multi stakeholder consultation and engagement especially communities in rural remote areas, small holder producers, and women will be fundamental to inform the implementation approaches of the agreed actions.

Monitoring and Evaluation

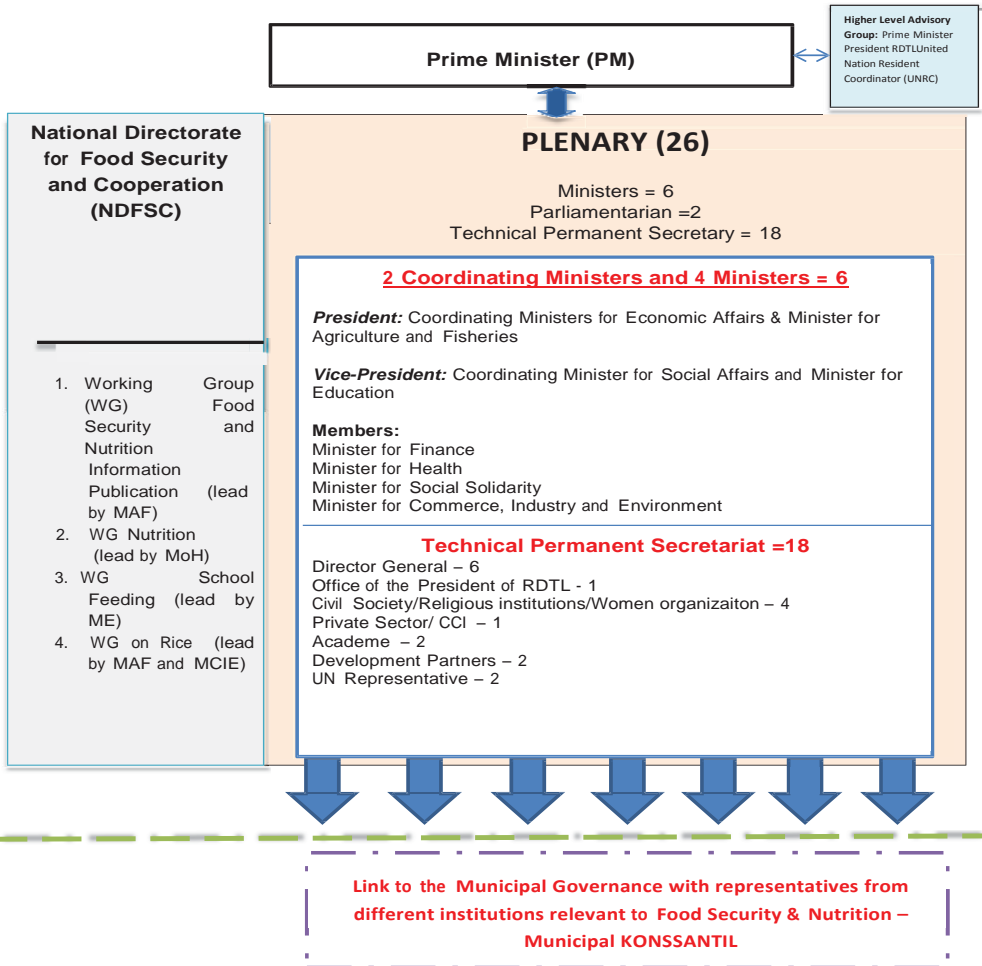
An effective and affordable monitoring and evaluation (M&E) system is necessary in ensuring that strategic actions are achieving desired outcomes. Monitoring facilitates necessary adjustments on the implementation plan. Effective monitoring on the resource use also facilitates resource mobilization.

The PTS in close collaboration with the National Statistics Office (MOF) will be responsible for establishing the monitoring and evaluation framework, monitoring and evaluating the progress, and preparing periodic implementation reports. The policy will be subject to a mid-term evaluation no later than three years after its endorsement by the Council of Ministers. An effective and timely monitoring and evaluation allows the KONSSANTIL to reflect on what has and what has not worked and feed these lessons into future planning.

The system requires a set of baseline data. A minimum set of core indicators already established to start with, that can be elaborated overtime. Results from various surveys will be utilized in the establishment of indicators (e.g. Household Income and Expenditure Surveys, Demographic Health Surveys, Nutrition Surveys, and Population Census). The M&E Matrix identifies broad indicators that should be

tracked at the development outcome level. More disaggregated targets and indicators, that reflect regional context and priorities, need to be established at the output level. Gender, age and geographical disaggregation are particularly instrumental in monitoring the impacts on vulnerable communities and groups.

KONSSANTIL GOVERNANCE STRUCTURE



Annexes

1. Summary Monitoring and Evaluation (M&E) Matrix

Results	Indicators	Target 2020
Impact: <i>By 2030 Timor-Leste will be free from hunger and malnutrition and Timorese people will enjoy healthy and productive lives. People in Timor-Leste will be well-fed principally from increased variety of locally produced safe and nutritious food for healthy and productive lives while witnessing carefully-managed agro ecosystems.</i>	Prevalence of Stunting in children ≤ 5	$\leq 40\%$
	Prevalence of Wasting in children ≤ 5	$\leq 10\%$
	Prevalence of Underweight in Children ≤ 5	$\leq 30\%$
	Prevalence of thinness (low body mass index) among women	$\leq 20\%$
	Prevalence of anemia in children ≤ 5	$\leq 40\%$
	Prevalence of anemia in women of reproductive age	$\leq 20\%$
	Prevalence of iron deficiency, iodine deficiency, and vitamin A deficiency	Decreased
	Composite staple food production index	Increased by 30%
	Average per capita consumption of fish	15kg per annum
	Food Consumption Score (FCS)	$\geq 75\%$ with acceptable FCS >42
	Number of people below the national poverty line	$\geq 30\%$ population
	Household Average Coping Strategies Index	Decreased
Outcome 1: <i>Local nutritious food production increased and producers better linked to consumers</i>	Overall staple food deficit	Zero
	Diversification of crops grown on farms	Increased
	Amount of locally grown fruit & vegetables	$\geq 50\%$
	Amount of protein in diet supplied from animal sources	Increased

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	Aquaculture production	9,000 Mt
	Capture fish production	12,000 Mt
	Livestock numbers	Increased by 20%
	Post-harvest losses	Reduced by 40%
	Proportion of imported food consumed in diets	Reduced by 20%
	Ratio of food imports to total imports	≤ 10%
Outcome 2: Enhanced stability and resilience in food production and supply	Proportion of land under forest	55%
	Total area of irrigation (rehabilitated large river diversion schemes and smaller community-based schemes)	Increased by 40%
	Incidence of foreign pest, disease and invasive species incursions	Reduced
	Cereal import dependency ratio	Reduced to ≤15%
	Per capita food production variability	Reduced
	Per capita food supply variability	Reduced
	Number of household food deficit days	Reduced
	Disaster-related damages and losses in food and agriculture sectors	Reduced
	% of NAPA programmes implemented	≥70%
Outcome 3: Safe, quality, nutritious food consistently available in food outlets throughout the country	Availability of affordable quality food throughout the country	Customer satisfaction improved
	Food quality and safety standards	Established and standards met by food service industry
	National Food Bill and Regulations in place	By end 2017
	Prevalence of food related diseases/food contamination	Reduced
	Accession to Codex Alimentarius	By end 2017
	International Code of Marketing of Breast Milk Substitutes	By end 2017

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	adopted and implemented	
Outcome 4: <i>Sustainable income generating opportunities in rural areas increased to enhance economic access to nutritious food</i>	Median per capita rural income	Increased relative to inflation
	% of rural population below poverty line	≤ 20%
	Share of rural household expenditure on food to total household income/expenditure	Decreased
	Number households and individuals reporting lack of sufficient food	Reduced by 50%
Outcome 5: <i>Improved access to nutritious foods and nutrient intake by vulnerable people</i>	% exclusive breastfeeding among children <6 months	≥70%
	% of children 6-23 months receiving minimum dietary diversity	≥70%
	% children 6-23 met minimum acceptable diet	≥50%
	Cure rate of Severe Acute Malnutrition among children 6-59months	≥75%
	Recovery rate of children with moderate acute malnutrition being treated with specialised nutritious food locally produced (Timor-Vita)	>75%
	% children receiving 6 monthly vitamin A supplementation	≥80%
	% children 6-23 months old received Micronutrient Powder (MNP)	>70%
	% households consuming iodized salt	≥80%
	National School Feeding Programme	Regulated and efficiently delivered
Outcome 6: <i>Improved health status of children</i>	% Low birth weight	Decreased
	Proportion of children 12-24 months fully immunized	≥90%

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<i>and women</i>		
	Proportion of children under-five de- wormed	≥80%
	% under 5 years children with diarrhoea	≤ 17%
	% children under-five with diarrhoea treated with ORS and Zinc	≥70%
	% of children under-five with acute respiratory infection treated by health care provider	Increased
	Rural access to improved drinking water source	≥75%
	Rural access to improved sanitation facilities	≥64%
	% mothers washing hands with soap at critical times	Increased
Outcome 7: Improved education, awareness and advocacy on food and nutrition security	Food security and nutrition included in school curriculum	Implemented at all schools at all levels
	Number of households practicing home gardening in both urban and rural areas.	Increased
	Amounts (number of daily servings) of fruit and vegetables in diets	Increased (WHO recommendation met)
Outcome 8: An effective integrated food and nutrition security information system in place	Food security and nutrition data collection and management system	In place and well-functioning
	Sub-district level sentinel monitoring system	In place and well-functioning
	National Food Security and Nutrition Information and Early Warning System	In place and well-functioning
	Regular quality reports on food security and nutrition situation in Timor-Leste	Quarterly report produced and distributed

2. List of Key Policy and Strategy Documents Relevant to Food and Nutrition Security in Timor-Leste

ASEAN (2009) Integrated Food Security Framework and Strategy Plan for the ASEAN Region 2009-2013.

Democratic Republic of Timor-Leste (2002) Timor-Leste Constitution, Dili, 20 May 2002.

Government of RDLT Comoro Declaration (2010): Putting an end to Hunger and Malnutrition, Inter-Ministerial Declaration, Dili, Timor- Leste, 18th October 2010.

Community of Portuguese Language Countries (2011) CLPC Food Security and Nutrition Strategy, July 2011.

Government of RDLT (2007) National Youth Policy of Timor-Leste, Secretariat of Youth and Sport.

Government of RDTL (2009) Ministry of Social Solidarity Long-Term Strategy Plan, 2011-2030, July 2009.

Government of RDTL (2010) From Conflict to Prosperity: Timor-Leste's Strategic Development Plan 2011–2030, Office of the Prime Minister, Dili, Timor-Leste.

Government of RDTL (2010) Ministry of Agriculture and Fisheries, Strategic Programme for Promoting Agricultural Growth and Sustainable Food Security in Timor-Leste, Dili, March 2010.

Government of RDTL (2010) Draft Environment Strategy Plan, 2010-2030, Ministry of Economic and Development Secretariat of State for the Environment, National Directorate for the Environment and National Directorate for International Environment Affairs, Dili, June 2010.

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Government of RDTL (2010) National Adaptation Programme of Action (NAPA) on Climate Change.

Government of RDTL (2012) National Biodiversity Strategy and Action Plan.

Government of RDTL (2012) The Programme of the Fifth Constitutional Government, 2012-2017 Legislature, Presidency of the Council of Ministers, Dili, 26 August 2012.

Government of RDTL (2013) Agriculture Sector Strategic Plan, 2014-2020, National Directorate of Policy and Planning, Ministry of Agriculture and Fisheries, Dili, September 2012.

Government of RDTL (2013) Agriculture Sector Development Medium Term Operational Plan, 2014-2018, National Directorate of Policy and Planning, Ministry of Agriculture and Fisheries, Dili, May 2013.

Government of RDTL (2013) Agriculture Sector Development Medium Term Investment Plan, 2014-2018, National Directorate of Policy and Planning, Ministry of Agriculture and Fisheries, Dili, May 2013.

Government of RDTL (2013) Manual of the Programme of School Feeding, National Directorate of Action Social School, Dili, May 2013.

Ministry of Health (2013) Draft National Nutrition Strategy 2013-2018, Ministry of Health, Timor-Leste.

3. List of Acronyms and Abbreviations

ADB	Asian Development Bank
CSI	Coping Strategies Index
CSO	Civil Society Organisation
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCS	<i>Food Consumption Score</i>
IFNSWG	Food and Nutrition Security Working Group
GIEWS	Global Information and Early Warning System
IAAKSTD	International Assessment of Agricultural Knowledge, Science and Technology for Development
KONSSANTIL	National Council on Food Security, Sovereignty and Nutrition
MAF	Ministry of Agriculture and Fisheries
MCIE	Ministry of Commerce, Industry and Environment
SDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MPW	Ministry of Public Works
MSS	Ministry of Social Solidarity
NAPA	National Adaptation Programme of Action on Climate Change
NDMD	National Disaster Management Directorate
NIIEWS	National Information and Early Warning System
PTS	Permanent Technical Secretariat

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SDP	Strategic Development Plan (Timor-Leste National)
SLMS	Suco-Level Food Security Monitoring System
TLDHS	Timor-Leste Demographic Health Survey
TLFNS	Timor-Leste Food and Nutrition Survey
TLHIES	Timor-Leste Household Income and Expenditure Survey
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNFCC	United Nations Framework Convention on Climate Change
UNRC	United Nation Resident Coordinator
USAID	United States Agency for International Development
WHO	World Health Organisation