



Completion Report

PUBLIC

Project Number: 53111-001
Technical Assistance Number: 9767
June 2022

Cross-Border Trade and Cooperation between Indonesia and Timor-Leste

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TECHNICAL ASSISTANCE COMPLETION REPORT

TA Number, Country, and Name: TA 9767-REG: Cross-Border Trade and Cooperation between Indonesia and Timor-Leste		Amount Approved: \$950,000.00	
		Revised Amount: Not Applicable	
Executing Agency: Asian Development Bank	Source of Funding: Regional Cooperation and Integration Fund (RCIF) Technical Assistance Special Fund (TASF-other sources)	Amount Undisbursed: \$516,296.26	Amount Used: \$433,703.74
TA Approval Date: 15 July 2019	TA Signing Date: 15 July 2019	TA Completion Date	
		Original Date: 31 July 2021	Latest Revised Date: 31 December 2021
		Financial Closing Date: 28 March 2022	Number of Extensions: 1
TA Type: Knowledge and Support Technical Assistance	Nature of Activity: Capacity development	TA Arrangement: Regional	

Description

The technical assistance (TA) was designed to seize the opportunities and tackle the challenges identified in the [Enhanced Cooperation and Integration between Indonesia and Timor-Leste Scoping Study](#) conducted between 2017 and 2019, in response to the request of the governments of Indonesia and Timor-Leste.¹ The Government of Indonesia requested the study to support its national policy of tackling poverty and inequality prevailing in its border regions; while the request of the Government of Timor-Leste was part of its preparations for joining the Association of Southeast Asian Nations (ASEAN) and to support its strategic goals for economic growth and diversification away from oil dependence. The study identified livestock trade (poultry and cattle) and tourism cooperation as the areas with the greatest potential for mutual benefits from increased collaboration between Indonesia and Timor-Leste. In seven districts along the land border between East Nusa Tenggara (NTT) and Timor-Leste, 90% of the households were engaged in smallholder livestock raising, making it critical for their livelihoods. The TA was designed to address the most immediate barriers to cross-border cooperation for livestock trade and tourism cooperation, and provide a basis for continued collaboration between the two countries.

Expected Impact, Outcome, and Outputs

The TA impact was cross-border trade and investment between NTT and Timor-Leste increased. The TA outcome was enabling environment for cross-border livestock trade and tourism cooperation enhanced between NTT and Timor-Leste. The TA had three outputs: (i) knowledge and capacity for cross-border transport and trade strengthened; (ii) animal health requirements for livestock trade bolstered; and (iii) potential joint tourism itineraries identified. In March 2021, a minor change in scope was approved to update the DMF to reflect (i) changes in deadlines; and (ii) removal of output 1c on visas which is no longer required as visa reform was enacted by Timor-Leste in August 2019.

Implementation Arrangements

ADB was the executing agency with the Regional Cooperation and Integration Thematic Group (SDTC-RCI) implementing the TA. The TA was implemented for almost 30 months or 2.5 years from July 2019 to December 2021 with actual inputs of 56 person-months from 10 individual consultants, and 2 person-months for 2 resource persons. The TA had a minor change in implementation arrangements in January 2020 to permit a new consulting position of a regional cooperation and integration specialist. In March 2021 a minor change in scope and implementation arrangement was approved and it also extended the completion by 5 months from 31 July 2021 to 31 December 2021 to account for the delay caused by the coronavirus disease. Due to the travel restrictions in response to the coronavirus disease (COVID-19) pandemic, most anticipated workshops, seminars, and events were conducted online. As a result, the funds allocated for workshops, seminars, and events, including the funds allocated for miscellaneous support for workshops, were largely not committed or utilized. See Appendix 3 for additional details on implementation arrangements.

Conduct of Activities

Output 1: Knowledge and capacity for cross-border transport and trade strengthened. Under this output, the TA supported the preparation and discussion of a memorandum of understanding (MOU) on the movement of buses and coaches between Indonesia and Timor-Leste along with supporting standard operating procedures (SOPs). It also supported an MOU on customs cooperation between Indonesia and Timor-Leste, work on visa reform and air connectivity.

¹ The scoping study was conducted under TA 9350-REG: Implementing the Regional Cooperation and Integration Operational Plan.

Advice was provided on the draft MOU on the movement of buses and coaches, notably through a dedicated session on the MOU at the Joint Task Force meeting held in December 2019. This helped to resolve remaining questions and concerns about the MOU and resulted in agreement on the final text of the MOU ensuring it was ready for signing. Consistent support was provided for the signing of the MOU throughout the implementation of the TA, including a virtual trilateral meeting on 5 November 2021. At completion of the TA the MOU had not been signed but at the final Joint Task Force in February 2022 stakeholders on both sides confirmed it was ready and signing would take place as soon as possible in 2022. Draft SOPs were prepared by the ADB Transport Specialist (under the TA) based on the MOU text and the respective countries' national transport legislation. Training on the SOPs was conducted in Timor-Leste on 15 December 2021 with the Ministry of Transport and representatives from quarantine and customs. Twelve participants joined the training and nine completed the workshop evaluation. Seventy percent of respondents to the workshop evaluation felt the training helped improve their understanding of the SOPs. A webinar was also held with the Ministry of Transport Indonesia on 30 December 2021. During the final Joint Task Force meeting of the TA, both sides confirmed that the draft SOPs will be finalized once the MOU has been signed.

A consultation mission was conducted by the ADB Trade Facilitation Specialist (under the TA) to review the current border procedures in Indonesia and Timor-Leste, between October 2019 and January 2020. This resulted in the finalization of a training needs assessment report which was disseminated to the customs authorities and validated in March 2020. Support for the signing of an MOU on customs cooperation between Indonesia and Timor-Leste was also consistently provided through 2020 and 2021. This included organizing a trilateral webinar on 19 August 2021, which led to the signing of the MOU in November 2021. Upon signing of the MOU, a revised training schedule was prepared and circulated; however, the training could not be conducted prior to the closure of the TA due to the unavailability of the customs authorities.

Shortly after approval of the TA, in July 2019, Timor-Leste removed visa requirements for Indonesians entering Timor-Leste across the land border to support cross-border tourism and cooperation. Border officials reported an immediate increase in the number of Indonesian tourists crossing the border. This was undertaken without the provision of assistance from ADB but was spurred by the MOU on cross border cooperation signed between Indonesia, Timor-Leste, and ADB in May 2019. This trilateral MOU outlined key areas of cooperation to be advanced through the subsequent TA including visa reform. As such this reform represents an early win from the TA. In December 2021, a desk-based review of aviation connectivity was conducted for Timor-Leste later than planned. It was delayed due to the enormous impact on the airline industry of the COVID-19 pandemic. The study will be completed under TA 6542-TIM: Capacity for Multilateral and Regional Economic Integration through stakeholder consultation and submitted as a final report. Preparation of a MOU on transport of agricultural goods did not take place due to the delays in signing of the MOU on buses and coaches which is seen as a precursor and due to the closure of the borders to trade during significant periods of the TA implementation due to COVID-19.

Output 2: Animal health requirements for livestock trade bolstered. Under this output, the TA supported the certification of compartments in Nusa Tenggara Timur (NTT) as avian influenza free, an application of Timor-Leste as free of foot and mouth disease and prepared joint animal health surveillance guidelines for continued cooperation. Baseline data on poultry producers and avian influenza in NTT was collected in late 2019 and used to support an application for avian influenza free status. This was submitted by NTT to the Ministry of Agriculture and BBVet Bali (animal health surveillance agency) in June 2020. In February 2021, the results of their assessment of data received stated that there were insufficient years of surveillance information to issue a province-wide certification. Further discussions between the Ministry of Agriculture and NTT livestock office were then held, after which they reached an agreement to pursue the certification of individual businesses ('compartments') as avian influenza free as a short-term step toward enabling greater trade with Timor-Leste.

Assessment field visits were undertaken in 22 farms in April 2021, five of which were shortlisted for further assessment. A workshop on avian influenza free certification was held in June 2021; the participants included 40 representatives from selected poultry farms. A second and final round of field assessments were conducted in September and December 2021. The assessment visits resulted in the certification of two farms (Lavinci and Sane Faun Farms) as avian influenza free on 16 December 2021. Consultation missions for the application of Timor-Leste to the World Organization for Animal Health (OIE) as free from foot and mouth disease were conducted in October 2019 and February 2020. A questionnaire and supporting documentation were submitted in July 2020 to OIE. The result of the assessment was received in March 2021 but the request was denied with a note outlining potential actions to support any future repeat applications. ADB animal health specialist conducted meetings with other development partners (e.g., Food and Agriculture Organization of the United Nations, OIE, and Australia Center for Disease Prevention) to explore opportunities for support to address the action areas identified by OIE for the assessment. These include the passing of animal health legislation, strengthening agreements on laboratory testing, and conducting simulation exercises for animal health breakouts. Recommendations to support these action areas were also integrated into the joint animal health surveillance guidelines for NTT and Timor-Leste.

Consultations for the development of the joint animal health surveillance guidelines were conducted between January and June 2020. The guidelines include joint surveillance on brucellosis, foot and mouth disease and avian influenza. The guidelines were circulated to the Ministries of Agriculture for Indonesia and Timor-Leste and the NTT livestock office plus development partners in June 2020 for their comments and revised in July 2021 to address these comments. A final workshop on the guidelines was held on 20 December 2021, during which the guidelines were revised and submitted as final.

Output 3: Potential joint tourism itineraries identified. Under this output, the TA supported the conduct of the tourism asset mapping (TAM) which provided the basis for the joint tourism itineraries. It also supported initial preparation of an MOU on Tourism for future collaboration. An initial field visit on the conduct of TAM occurred in December 2019 and resulted in the identification of potential private sector tourism partners and some key tourism assets. However, further field visits were not possible due to the COVID-19 situation. Local resource persons familiar with tourism assets in West Timor and Timor-Leste were contracted to help complete the TAM exercise. The draft TAM report was circulated in March 2021. Peer reviewers (well informed private sector tourism experts from the region) were engaged to undertake quality assurance of the scoring methodology for the assets. Nine cross border tourism itineraries were developed, which were tailored towards areas where tourists most likely to return to once restrictions have been eased. These itineraries were presented in a workshop on 25 November 2021. Participants included private tourism operators, the ministries of tourism for Indonesia and Timor-Leste and the NTT provincial tourism office. Another workshop to share the mapping data files and build capacity on the use of the Google tools was held on 9 December 2021. The final TAM report and tourism itineraries were submitted in December 2021. A special session on a MOU between Indonesia and Timor-Leste on Tourism was held in December 2019 at the Joint Task Force Meeting. This resulted in agreement on the near final text of the MOU. The MOU had not been signed by TA completion due to structural changes in the Ministry of Tourism of Indonesia and deprioritization of this MOU by both sides during the COVID-19 pandemic.

Technical Assistance Assessment Ratings

Criterion	Assessment	Rating
Relevance	The TA was relevant in responding to the request of the governments of Indonesia and Timor-Leste for the TA. The relevance of the TA for the countries is demonstrated by the signing of a trilateral MOU on cross border cooperation between ADB and the Government of Indonesia and Timor-Leste in May 2019 which provided the foundation for the ensuing TA. The trilateral MOU outlined key priority areas for cross-border cooperation and areas where both countries would endeavor to make reforms. The TA was also designed based on a comprehensive scoping study on cross-border cooperation which had been conducted with full stakeholder participation from both countries. This meant the TA activities was well aligned with the goals and commitments of both countries and also focused on priority actions which could feasibly take place during the lifetime of the TA. While not all outputs were achieved because of the impact of COVID-19 the goals of the TA remain highly relevant. Livestock and tourism remain key focus areas for development in NTT and Timor-Leste, which was confirmed in the final workshop of the TA. Preparations for Timor-Leste joining ASEAN—supported by tangible cooperation with Indonesia—also remains its priority and will be continued through an ADB TA for Timor-Leste on regional economic integration. A rating of highly relevant is not given as alignment with the Country Partnership Strategies could have been strengthened (see lessons learned).	Relevant
Effectiveness	The TA met its outcome of enhancing the enabling environment for cross-border livestock trade and tourism cooperation between NTT and Timor-Leste. All outcome performance indicators were achieved. Only one output performance indicator was not achieved on the delivery of training with customs, immigration and quarantine at the border. This did not take place because the customs MOU had to be signed prior to the training. The signing of the customs MOU was delayed due to COVID-19 and took place in November 2021. Due to other commitments by the respective agencies, it was not possible to schedule and conduct the training before completion of the TA. The indicator on avian influenza was exceeded. While the application of NTT wide avian influenza free certification was not accepted by the approving authorities in Indonesia a different approach was taken which resulted in the certification of two businesses in West Timor as avian influenza free, enabling them to export to Timor-Leste. This also provided Timor-Leste with the opportunity to import cheaper poultry inputs (day-old chicks) that will contribute to the growth of its domestic industry. Furthermore, nine cross border joint tourism itineraries developed were tailored to encourage tourists to return to the region once restrictions from COVID-19 have been eased. These itineraries had undertaken significant peer review and validation and training was provided for private businesses on the use of geographical information tools for building future itineraries of their own. (See Appendix 1 for details on achievements.)	Effective
Efficiency	Mobility restrictions from COVID-19 pandemic meant that it was no longer possible to hold face-to-face meetings and field visits. As a result, the budget for consultant travel and in-person workshops was significantly underutilized. However, the targets were mostly achieved even with the underutilized budget and only a 6-month extension was required. In addition, performance of consultants was generally highly satisfactory. TA extensions and consultant recruitments were processed timely.	Less than efficient
Overall Assessment	The TA was and remains relevant to the goals of Indonesia and Timor-Leste for cooperation in their shared border region. It was also effective in enabling an improved environment for cross-border livestock trade and tourism cooperation, with some notable tangible outcomes,	Successful

Criterion	Assessment	Rating
	such as the certification of additional businesses as avian influenza free which will permit trade of poultry. Mobility restrictions from the COVID-19 pandemic, however, had challenges in the smooth conduct of several TA activities. While these were largely addressed through an extension of the TA and use of online modalities, the TA budget was significantly underutilized.	
Sustainability	The focal and implementing agencies demonstrated a high level of ownership of the TA throughout its implementation and are expected to continue after completion. The TA has supported progress on the preparation and implementation of multiple MOUs, which include the MOU on customs cooperation, MOU on tourism cooperation, and MOU on the movement of buses and coaches. These MOUs provide a basis for sustaining cross-border cooperation between NTT and Timor-Leste. The TA has also supported important technical level platforms for ongoing collaboration. The final Joint Task Force meeting for the TA demonstrated that activities will continue following the completion of the TA. For example, the respective ministries of agriculture stated that they were in the process of renewing a bilateral technical cooperation agreement on animal health to serve as a foundation for the joint animal health surveillance activities. Respective customs authorities representatives also confirmed they were having bilateral discussions on capacity building needs on implementation of the MOU on Customs. Support on air connectivity to Timor-Leste will be continued through an ongoing ADB TA on preparation for joining ASEAN.	Most likely sustainable

Lessons Learned and Recommendations

Design and/or planning	While the activities for the TA were highly relevant to the respective government's goals on cross-border cooperation, activities on tourism and smallholder livestock were not strongly represented in the respective ADB Country Partnership Strategies (CPSs) of Indonesia and Timor-Leste. Greater attention could have been given to finding more overlap with the respective CPSs to strengthen operational relevance of the TA.
Implementation and/or delivery	During the COVID-19 pandemic, online meetings were necessary to continue activities under the TA, but needed higher frequency of meetings. This was helpful for catch-up and monitoring calls between counterparts; however, the process of relationship building was made more challenging and the signing of MOUs significantly delayed. Recommendations for the future (post COVID-19) would be to use a hybrid approach with coordination and catch-up calls and frequently conduct online medium and punctuated with in-person occasional meetings especially for milestone events.
Management of staff and consultants	Given the complexity of the TA, it would have been beneficial to have secured an individual consultant capable of acting as a team leader. The task of the leader was to coordinate the work of the consultancy team across the two countries. In the absence of a leader stationed in the area, the management demands on the ADB staff member were quite high.
Knowledge building	In the midst of the COVID-19 situation, all knowledge products had to be disseminated via e-mail, online meetings, and webinars. This format can be quite beneficial in terms of gathering stakeholders in different locations but the format of the online event should be tailored for participants with low bandwidth connections.
Stakeholder participation	The signing of a trilateral MOU on buses and coaches between ADB, Indonesia, and Timor-Leste prior to the commencement of the TA provided an excellent basis for strong stakeholder leadership of the countries. It is important to recognize the action demonstrated by Timor-Leste in having unilaterally removed the visa requirements for Indonesian tourists, following the signing of the MOU. A similar approach would be recommended for other multi-country and multi-sector assistance projects.
Replication and/or scaling up	The methodology used in the scoping study to identify the priority areas for interventions in areas along NTT's and Timor-Leste's border provides a model for future cross-border interventions. It analysed the trade and investment, finance and business enabling environments and existing transport connections to identify key cross border value chains. It then assessed the viability of different models of economic zone to identify recommended areas of cooperation. This enabled strong targeting of interventions areas which were based on a holistic understanding of the context.

Follow-up Actions

Completion of the aviation study for Timor-Leste under TA 6542: TIM: Capacity for Multilateral and Regional Economic Integration.

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DESIGN AND MONITORING FRAMEWORK

[illegible]

Results Chain	Performance Indicators with Targets and Baselines	Achievements
3. Potential joint tourism itineraries identified	<p>2c. Guidelines of joint surveillance of animal health delivered to joint agriculture working group (2018 baseline: not applicable) (OP 7.2.2)</p> <p>3a. By 2021, training on TAM conducted, with 75% of participants reporting improved knowledge (2018 baseline: 0) (OP 7.2.2)</p> <p>3b. By 2021, joint TAM with private sector completed (2018 baseline: not applicable) (OP 7.2.2)</p>	<p>2c. Achieved. Guidelines for joint animal health surveillance were drafted and circulated for comments between June and December 2020. Final Workshop on the Joint Guidelines was held on 20 December 2021, and the final guidelines were submitted to the Ministries of Agriculture in December 2021 (a joint agriculture working group was not established at that time).</p> <p>3a. Achieved. Final workshop on TAM was held on 25 November 2021 and attended by 34 participants. 100% of those who responded to the survey indicated that they had better understanding of TAM. On 9 December 2021, a technical workshop was held and attended by 17 participants. 75% of the participants who responded to the survey replied that they found the workshop useful while 58% said that they will use the data for their own purposes.</p> <p>3b. Achieved. TAM Report was drafted in March 2021, and was revised following feedback from the private sector and a peer review of the scoring methodology. The final report was submitted to Ministry of Tourism and NTT Tourism office in December 2021.</p>

Actual Key Activities with Milestones

1. Knowledge and capacity for cross-border transport and trade strengthened

- 1.1 Provided advice on the draft MOU on buses and coaches (Continuous)
- 1.2 Prepared draft SOPs for the MOU on buses and coaches (Q4 2021)
- 1.3 Preparation of draft MOU on transport of agricultural goods not done (n/a)
- 1.4 Organized training for border staff on SOPs (Q4 2021)
- 1.5 Conducted training needs assessment for border CIQ Staff (Q1 2020)
- 1.6 Organize training for border CIQ staff not done (n/a)
- 1.7 Reviewed cross border air connectivity (Q4 2021)

2. Animal health requirements for livestock trade bolstered

- 2.1 Collected and analyzed baseline data on poultry producers in NTT and cattle producers in Timor-Leste (Q4 2019)
- 2.2 Supported avian influenza-free assessment of NTT (Q2 2020)
- 2.3 Prepared and submitted questionnaire and supporting documentation on FMD in Timor-Leste to OIE (Q3 2020)
- 2.4 Organization of task force for joint monitoring and surveillance of brucellosis not done (n/a)
- 2.5 Finalized strategy for joint monitoring and surveillance of brucellosis compartments in Timor-Leste through the submission of the joint animal health surveillance guidelines (Q4 2021)

3. Potential joint tourism itineraries identified

- 3.1 Potential private sector tourism partners identified (Q1 2020)
- 3.2 Conducted joint meetings of tourism authorities and private sector on TAM (Q4 2021)
- 3.3 Organized training of tourism authorities on TAM (Q4 2021)
- 3.4 TAM conducted with private sector and tourism authorities (Q4 2019- Q4 2021)
- 3.5 Results of TAM and nine cross border itineraries presented to stakeholders and validated in final workshop (Q4 2021)

Actual Inputs

Asian Development Bank: \$433,703.74

CIQ = customs, immigration, and quarantine, FMD = foot and mouth disease, MOU = memorandum of understanding, n/a = not applicable, NTT = Nusa Tenggara Timur (East Nusa Tenggara), OIE = World Organization for Animal Health, OP = operational priority, Q = quarter, RCIF = Regional Cooperation and Integration Fund; SOP = standard operating procedure, TA = technical assistance, TAM = tourism asset mapping, TASF = Technical Assistance Special Fund.

^a In line with Timor-Leste's Strategic Development Plan (Government of Timor-Leste. 2011. *Timor-Leste Strategic Development Plan, 2011–2030*. Dili) and Indonesia's commitment to develop border areas as outlined in President Joko Widodo's nine development priorities that were later translated into the National Medium-Term Development Plan 2015–2019 (Government of Indonesia. 2015. *Rencana Pembangunan Jangka Menengah Nasional, 2015–2019*. Jakarta).

Source: Asian Development Bank.

TECHNICAL ASSISTANCE COST

Table A2.1: Technical Assistance Cost by Activity
(\$'000)

Item	Amount ^a		
	Original ^b	Revised	Actual
1. Consultants	478.0	508.0	369.6
2. Goods	0.0	0.0	0.0
3. Training, seminars and/or conferences	416.9	286.9	27.0
4. Surveys	0.0	0.0	0.0
5. Miscellaneous TA administration	7.6	107.6	37.1
6. Pilot testing	0.0	0.0	0.0
7. Contingency	47.5	47.5	0.0
Total	950.0	950.0	433.7

^a Includes ADB-financed funds.

^b Original estimated cost in the TA report.

Source: Asian Development Bank estimates.

Table A2.2: Technical Assistance Cost by Fund
(\$'000)

	RCIF	TASF-Other	Total Cost
		Sources	
1. Original ^a	700.00	250.00	950.00
2. Revised	700.00	250.00	950.00
3. Actual	219.13	214.57	433.70
4. Unused	480.87	35.43	516.30

RCIF = Regional Cooperation and Integration Fund, TASF = Technical Assistance Special Fund.

^a Original estimated cost in the TA report.

Source: Asian Development Bank estimates.

IMPLEMENTATION ARRANGEMENT

1. ADB was the executing agency with the Regional Cooperation and Integration Thematic Group (SDTC-RCI) implementing the TA. The TA was implemented for almost 30 months or 2.5 years from July 2019 to December 2021 with actual inputs of 56 person-months from 10 individual consultants, and 2 person-months for 2 resource persons.
2. The TA had a minor change in implementation arrangements in January 2020 to include a new consulting position of a regional cooperation and integration specialist. In March 2021 a minor change in scope and implementation arrangement was approved, which also extended the completion date by 5 months from 31 July 2021 to 31 December 2021 to account for the delay caused by the coronavirus disease.
3. The minor change in March 2021 covered the revised scope of a consultant's terms of reference (TOR), new consultancy positions, and a change in the design and monitoring framework (DMF). The new positions were required to deliver the existing outputs and support online delivery of training and coordination with stakeholders in country while travel is severely limited. The changes in DMF are largely required to reflect changes in deadlines for existing activities which have been delayed due to coronavirus disease (COVID-19). It also reflects the removal of an output on visas which is no longer required as visa reform was enacted by Timor-Leste in August 2019.
4. The TA was implemented in consultation with the Joint Task Force comprised of the government implementing and focal agencies in Indonesia and Timor-Leste. The focal agency for Timor-Leste was the Ministry of Foreign Affairs and Cooperation; and for Indonesia was the Office of the Deputy of Economic Affairs, Ministry of National Development Planning. The focal agencies served as ADB's main contact points for the TA and were responsible for (i) reviewing ADB progress reports; (ii) distributing progress reports to the implementing agencies and collating their feedbacks; (iii) monitoring the progress of implementing agencies; (iv) leading biannual meetings on the TA with key stakeholders and implementing agency as appropriate; and (v) representing the TA in other relevant working groups and committees on related activities. ADB is extremely grateful to the focal agencies for their leadership and guidance throughout the implementation of the TA. Their active participation in and strong ownership of the TA outputs and activities were critical to its success.
5. A Letter of Agreement was signed in May 2021 between the SDTC-RCI and the NTT Livestock Department for support to certify businesses in West Timor as avian influenza free. The agreement outlined the respective roles and responsibilities of the parties involved, and the division of costs for the assessments of avian influenza status, field visits, and workshops. These activities were undertaken at the direct request of the NTT Livestock Office.