



International
Labour
Organization

**Independent Evaluation
of
Support to Sustainable Rural Infrastructure Development
Services for Poverty Reduction in the Asia Pacific Region
(ASIST AP)
RAS/04/12/SID**

Project Evaluation and Completion Report 2005 - 2008

22 December 2008

The evaluation concludes that the services provided by ASIST AP are in high demand and a great benefit to project implementation in the ILO member countries.

The Sida contribution has been crucial to keep the programme afloat during a time of low funding.

Ulf Brudefors

Acronyms and abbreviations

Acronym	In full
ADB	Asian Development Bank
ASIST AP	Advisory Support, Information Services and Training, Asia Pacific
BRR	Agency for Rehabilitation and Reconstruction Agency for Aceh and Nias
CMEA	Coordinating Ministry for Economic Affairs, Indonesia
CRISIS	Crisis Programme/Branch of the ILO
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DANIDA	Danish International Development Assistance
DFID	Department for International Development (United Kingdom)
DWCP	Decent Work Country Programme
EC	European Commission
EIIP	Employment Intensive Investment Programme of the ILO
EMP/INVEST	Employment Investment Branch of the ILO
EVAL	Evaluation Unit of the ILO
EVAL	Evaluation Branch of the ILO (check with Poo)
FIDIC	International Federation of Consulting Engineers
IFIs	International Financial Institutions
IFRTD	International Forum for Rural Transport and Development
ILO	International Labour Organisation
IRAP	Integrated Rural Access Planning
MDF	Multi Donor Fund (Indonesia)
MRD	Ministry of Rural Development
OECD	Organisation for Economic CO-operation and Development
PDR	People's Democratic Republic
PRIP	Provincial and Rural Infrastructure Project
PRSP	Poverty Reduction Strategy Papers
PSI	Programme Support Income

RBSA	Regular Budget Supplementary Allocation
RBTC	Regular Budget Technical Cooperation
ROAP	Regional Office for Asia and the Pacific
Sida	Swedish International Development Cooperation Agency
SMM/IP	Strategic Management Module/ Implementation Planning
TA	Technical Assistance
WB	World Bank
YEP	Youth Employment Programme

Executive Summary

Background and context

This independent final evaluation was conducted in line with the ILO's evaluation framework for the benefit of the management of the ASIST AP, other concerned ILO units and the donor Sida.

The purpose of the evaluation was to assess what impact the Sida contribution had on the overall ASIST AP programme. It also provides recommendations for future directions of the programme. As the Sida support ceases at the end of 2008, this report will also serve as the completion report for Sida.

The evaluation covers the regional work carried out by ASIST AP in 2005 to 2008 with particular assessment of the activities carried out in Indonesia, Timor-Leste, Cambodia, Lao PDR and Sri Lanka.

Information has been drawn from three main sources: a desk based review on selected documentation; interviews with ILO staff and other stakeholders; email questionnaires to ILO staff and those knowledgeable about the programme but external to ILO.

Major findings and conclusions

The major findings have been grouped in the six evaluation criteria: Relevance and strategic fit; Validity of design; Project progress and effectiveness; Efficiency of resource use; Effectiveness of management arrangements; and Impact and sustainability. Below follows an extract of these findings and conclusions.

The programme is relevant and fits in strategically with all the DWCPs of ROAP and the framework of EIIP. The programme has evolved from being somewhat alienated in the past to become an integral part of all the ten countries for which there exist DWCPs. ASIST AP is further appreciated by development partners and called upon for project designs by organisations such as the WB and ADB, showing its strategic role.

Sida's contribution has been crucial for this second phase as other external sources of funding ceased unexpectedly. The ILO core funding has, however, increased over the years, but it has not been enough to keep the programme on course as intended. The reduced funding, due the withdrawal of DFID funding, forced the management to gradually reduce its number of staff from five to two experts. In general, the scarce resources have been used wisely by using all three sources of funding (DFID carry-over funds from the previous period, ILO and Sida) in a common basket for meeting the demand from the countries in the most efficient way.

The programme has not only been affected negatively by the reduction of funds it has also suffered from being called upon for the numerous natural disasters having occurred in the region. The ASIST AP has been strategically placed and has responded quickly to

these requests. This has of course eaten into its resources, but the crisis responses have also provided opportunities for ASIST AP to collaborate with new partners. ASIST AP's added value to this is not so much for the immediate relief, but more importantly for design of initiatives for the medium and long-term restoration of livelihoods and development of the local economy.

The outputs of the programme are all relevant, but they will not lead to a fulfilment of the immediate objective as it is beyond reach. The Sida objective was far too optimistic for such a short period of implementation, and it is also vague in its definition. Most outputs have been delivered to a large extent and this is commendable given the circumstances ASIST AP found itself in with reduced funding and "distractions" in the form of natural disasters. The results can, however, not be directly attributed ASIST AP as the programme works through national projects, which have their fair share of the successful implementation.

The programme has added leverage to many of the projects carried out by the ILO through its expertise and its network of contacts. It has also assisted project managers in their dialogue with country offices and the ILO headquarters. Without this support the projects would not have made such good progress. The programme has, accordingly, filled an important role in the support to projects that deal with infrastructure works for local development

Lessons learned and recommendations for future direction

The management capacity has been inadequate due to shortage of funds and its work can be characterised as fire fighting and keeping the programme afloat and providing as much services as possible. It has not always been possible to make the right priorities and to provide services required and some countries have, accordingly, been given less attention than originally envisaged. This is not sustainable in the long-term as a programme of this nature requires: adequate resources in order not to spread too thinly across the member countries; to have its staff in the field to a large extent, not only to accommodate the immediate needs of the stakeholders, but also to be "on the ground" for stakeholder dialogues on further initiatives. Moreover it needs a flexible strategy over a longer period of support to ensure methods and approaches are sustained in the member countries. This requires more substantial funding, which leads over to the next lesson learned.

ASIST AP will be reliant on ILO funding and needs to explore these opportunities. As many donors seem less inclined to earmark funds for specific programmes, it is likely that the ASIST AP will have to operate within the internal ILO funding mechanism such as the new complementary RBSA funding. The programme has already been successful in getting RBSA funding for 2009, and the opportunities that lies within the funding modality must be further explored. Another way of funding would be to get direct funding from projects for specific tasks to be carried out by ASIST AP. The survey indicates that ILO country offices and projects are willing to pay for such services falling outside the normal scope of the ILO backstopping. This is heartening and should also be taken further by designing projects with a technical component for ASIST AP. By doing so,

it is likely that ASIST AP could attract additional funding for expansion of the team. It should be noted that this should be in the form of well defined activities with tangible outputs as to distinguish them from the normal technical backstopping that the ILO offers.

There is a clear need for the technical competences that ASIST AP holds in the field of infrastructure work. And ASIST AP's role is not only to backstop projects technically, it has an important role to fill in the design of new initiatives for jobs and infrastructure development as its approach offers vast opportunities for employment in both urban and rural areas. The programme brings valuable elements into the equation of fulfilling the DWCP outcomes. The potential for job creation in the infrastructure sector is acknowledged by all three constituents of the ILO; the demand has not been stronger in many years.

A demand driven focus requires a revisit of the four pillars. A long-term programme must be designed with flexibility to allow for changes to take place. ASIST AP has shown that this is possible. However, the programme has so far mainly been focusing on the conditions in the rural areas. Now there is a change of focus among many IFIs towards development work in urban areas, and it is likely that urban environments will attract more attention than it has in the past. The same applies to environmental issues which receives great international attention. The evaluation therefore recommends that the ASIST AP management revisits the four pillars to accommodate these demands. The four pillars holding the platform of ASIST AP can already today be trimmed down as three of them are basically part and parcel for the same thing - the execution of labour-based or local resource based infrastructure works.

A demand driven focus also requires a revisit of the country demands and potentials. Some of the countries that were given less support in recent years, may have big potential, such a country would be India. The evaluation recommends that the countries are once again screened to find out where it is likely to yield a high return on the investments made.

Impact of local resource based infrastructure interventions. After some 30 years of operation in this field there is still a lack of proof of the impacts these interventions have on the community at large. And the burning question is – why does it not happen naturally (a bigger question than the evaluation can accommodate)? In order to bring about policy, institutional and philosophical change it is important that the ILO show the impacts. Studies of this nature and the dissemination of their findings can be very useful in influencing governments and major lenders to change policies and practices. The ASIST AP, and the ILO for that matter, is a small player in the development field, but its role can be pivotal in creating more decent work for a large number of people at the same time as the much needed local infrastructure is developed and maintained locally.

Finally the evaluation takes cognisance of the hard and good work of ASIST AP. It has clearly filled a role and contributed to a number of successful projects and initiatives in the region.

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1. Programme brief

1.1 The ILO approach to jobs and infrastructure works

The ILO has been involved in infrastructure works since the mid 1970s as part of its response to create jobs and sustainable local infrastructure. The labour-based or the local resource based approach to infrastructure works, advocated by the ILO EMP/INVEST through its Employment Intensive Investments Programme (EIIP), has been implemented in some 50 countries worldwide and in 15 countries in Asia and the Pacific.

With more than 30 years of experience in providing sustainable approaches to local and community infrastructure development the ILO is viewed as a well renowned player in this field by many of its collaborating governments and development partners. Its fundamental approach focuses on strengthening local capacity to manage the provision of infrastructure interventions. This is addressed by involving communities, government agencies and private sector contractors in the process of optimising the use of locally available resources.

Infrastructure provision carried out along these lines creates cash employment, skills development and the development of local industries. Moreover, appropriate development of infrastructure assets can also contribute to environmental preservation, land conservation as well as increasing land productivity and mitigating the impacts of disasters.

1.2 Introduction of ASIST AP

Early, the Employment Intensive Investment Branch (EMP/INVEST) of the ILO realised the need for having the support services on the ground, close to projects and country programmes, and therefore established an “Advisory Support, Information Services and Training” (ASIST) unit in Nairobi, Kenya, in the mid 1980s. It was set up as a project within the framework of the EIIP and it functioned as EMP/INVEST regional arm in Africa.

ASIST Asia-Pacific (AP), which this evaluation concerns, did not come “into life” until the late 1990s despite that there had been many similar local resource based infrastructure projects and programmes in Asia as there had been in Africa. These programmes had instead been backstopped through the ILO headquarters during many years, but the ILO realised that a similar set-up to that of Africa would benefit the region. The first year, 1998/99, was used to design and establish the programme in Bangkok and its core operations gained momentum in 2000.

In sum of section 1:

ASIST AP established in 1998 and in full operation from 2000

ASIST AP has a pole position in the field of creating jobs and infrastructure in local environments

Bangkok is a good and strategic hub in the region

The Sida project - a contribution to the overall programme

ASIST AP has been the regional technical arm of the EIIP since its inception, but more importantly it is now a programme of the ILO Regional Office for Asia and the Pacific (ROAP) based in Bangkok, as it is an integral part of the Decent Work Country Programme (DWCP) in Asia.

1.3 Rationale for ASIST AP

The rationale for the ILO to work on employment intensive infrastructure schemes is apparent. As mentioned above, the ILO has acquired a wealth of experience over the years and it has remained in pole position for creating jobs as well as sustainable local infrastructure. The EIIP and its regional arms provide leverage to collaborating partners in a number of ways - both at grass root level as well as on policy level.

ASIST AP has established itself as an integrated ILO programme and an appreciated partner among the development partners. It is strategically positioned in the ILO regional office in Bangkok where it serves as a catalyst for integrated actions in the framework of the DWCP.

ASIST AP is also backstopping a number of EIIP country projects, and with its geographical location it can respond quickly to the demand from any of the ILO country offices. This has been evident during a period of frequent natural disasters that have taken place in the region over the past eight years (23 natural disasters have been recorded, which makes about 3 per year). ASIST AP's closeness to prone disaster areas, either natural or political/armed conflicts, has enabled the experts to be on the ground quickly to either supplement work done by the ILO CRISIS department or opening up avenues for them. But more importantly they are preparing for the important following stages. From the initial needs of sorting out the immediate crisis there comes a time for local economic recovery and development where the ASIST AP expertise fits in very well and is valued highly. This in turn leads to more permanent solutions to the provision of local infrastructure.

1.4 Objectives of the ASIST AP

The objectives and outputs of the ASIST AP programme fall under the framework of the EIIP. The ASIST AP logframe established in 2005 is shown in Annex I.

The overall goal of the ASIST AP programme is to improve access of the population to employment opportunities and to economic and social goods and services through the effective provision of local infrastructure.

The immediate objective is to develop and integrate local resource-based strategies for sustainable pro-poor infrastructure provision into country investment programmes.

ASIST AP achieves its objectives through **four technical fields** of operation, or **pillars** which they are often referred to:

1. local level participatory infrastructure planning,

2. labour-based technology¹,
3. small-scale and community contracting, and
4. labour-based maintenance.

The original logframe contained 12 specific outputs of which one was later omitted (Reports and Publications produced). See Annex I.

1.5 Objectives of the Sida funded component of the ASIST AP

Although the Sida contribution to ASIST AP can be viewed as general financial support to the entire programme it has its own project document and logframe with specific outputs.

The Goal of this component is to contribute to the poverty reduction goals of different countries in the Asia Pacific region.

The Regional Objective is to improve the access of the rural population to basic, social and economic goods and services through the effective use of local resources.

The nine specific **outputs** to be realised are:

1. Improved capacity of decentralized Government units to more effectively deliver (pro-poor) sustainable rural infrastructure.
2. Local organization provided with a voice in the planning and implementation of infrastructure works
3. Innovative contractual mechanisms tested and established
4. Rural infrastructure maintenance procedures developed and in use
5. Local resource-based approaches disseminated and incorporated
6. Collaboration with international institutes and universities
7. Poverty focused approaches incorporated into Government policies and strategies
8. Development and dissemination of materials documenting best practices in relation to the delivery of rural infrastructure services
9. Gender audit of technical materials conducted

¹ The term labour-based has in recent years often been replaced by “local resource based” as these strategies aim to optimize the use of local labour, local materials and suppliers, local consultants and contractors, local governments and communities in the planning, construction and maintenance of infrastructure; hence giving it a wider connotation than labour-based definition.

1.5.1 Focus of the Sida component of ASIST AP

The Sida component of the programme focuses on the regional ASIST AP activities and specific country activities in Indonesia, Timor-Leste, Lao PDR, Cambodia and Sri Lanka. Both the regional and the country specific activities are of course integrated and part and parcel of the ASIST AP overall work programme of providing advisory support, information services and training on sustainable rural infrastructure services with a focus on the poorest countries in the region. ASIST AP and also its Sida funded components work both at the local and central level. At the local level it focuses on institutional capacity building of local partner institutions in such areas as local access planning, technology choice, the development of small-scale contracting and labour-based equipment supported infrastructure maintenance. At the central level it contributes to policy and strategy development to ensure that investments in rural infrastructure maximize the impact on poverty reduction, income generation and local skills development.

1.5.2 Additional Sida financial support to Tsunami affected areas

After the Tsunami struck in late 2004, Sida swiftly approved and dispatched additional funds for ASIST AP, to enable it to initiate activities in Indonesia and Sri Lanka. The main objective of this work was to contribute to the reconstruction of infrastructure assets, restoration of livelihoods and employment creation.

The funds were used to coordinate and prepare livelihoods programmes and assessing capacities of the local government organisations and the private small-scale contracting industry. Funds were also used for more direct implementation – for example skills training in concrete works and masonry works, courses for supervisors in labour intensive debris clearing, translation of training materials for labour-based rural road works etc.

The assistance given to project proposals resulted in projects aimed to strengthen the capacity of local governments, communities and small contractors and generate employment and income.

1.6 ASIST AP funding arrangements

Since the core programme took off in early 2000 it has been co-financed by the ILO, Danida, DFID, the Netherlands and Sida. During the second phase of the programme, the review period 2005 to 2008, ASIST AP has received funding from the ILO, DFID and Sida as shown in the table below.

Table 1 ASIST AP funding 2005 to 2008

Year	ILO	DFID ⁽¹⁾ (2)	Sida ⁽²⁾	Total	(%)
2005	170 000,00	678 127,00	264 761,00	1 112 888,00	27%
2006	235 000,00	651 245,00	189 996,00	1 076 241,00	26%
2007	460 000,00	334 791,00	112 030,00	906 821,00	22%

2008	451 000,00	-	544 190,00	995 190,00	24%
Total	1 316 000,00	1 664 163,00	1 110 977,00	4 091 140,00	100%
(%)	32%	41%	27%	100%	

(1) Actual expenditure for ASIST AP activities , (2) Figures include 13% programme support cost charged by ILO

The Sida contribution to ASIST AP has been SEK 6 million for the programme over a period of two years 2005 - 2006. After the Tsunami struck at the end of 2004 Sida decided to forward an additional amount of SEK 2 million for recovery activities. This became an equivalent amount of USD 275,000 of which USD 145,000 was used in 2005 (Indonesia and Sri Lanka) and remaining USD 102,000 in 2006 (Indonesia, Sri Lanka and Thailand)., and the overall Sida contribution to ASIST AP turned out to be USD 1,110,977.

It is not possible to distinguish and single out Sida funded activities within the programme as there has been a cross sharing of funds over the years between the ILO, DFID and Sida.

On the staffing side, Sida has funded one person over the four years –split into two years for the position as Infrastructure Management Expert and two years for the position of the Senior Infrastructure Specialist.

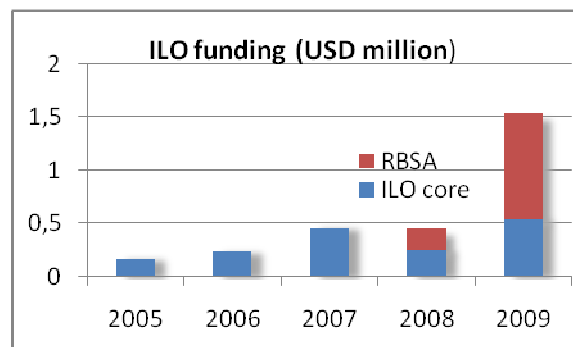


Figure 1 ILO funding 2005 to 2008

The ILO's funding has increased from USD 170,000 in 2005 to USD 1,504,000 for 2009 of which Dutch RBSA funding amounts to about USD 1 million in 2009.

1.7 Managerial and organisational arrangements

Project management arrangement - ASIST AP is based in Bangkok, and its current two-man expert team works closely with the three ILO sub regional teams in Manila, Bangkok and New Delhi and the various country offices in the Asia Pacific region.

ASIST AP has had a different profile than that of ASIST Africa – it has had a strong focus on rural accessibility issues and local resource based contracting modalities and it has worked more on policy level than on individual direct bilateral project level, while ASIST Africa has had more focus on individual projects.

There has been a drastic change in the resources compared with the previous period, 2000 to 2005. Due to

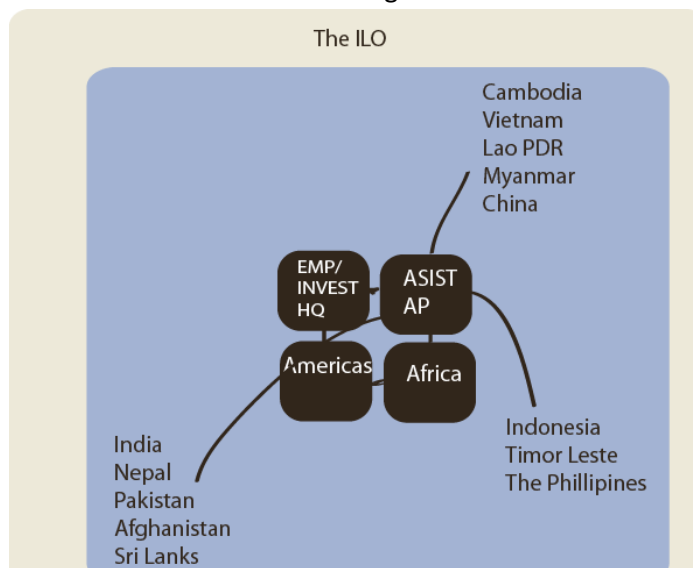


Figure 2 ASIST AP relations to the ILO's DWCP and projects

lower funding the team had to be reduced to about 50 % of what it was before. From being a team of five experts it is now down to two. This has severely affected the programme, which is further discussed under section Findings.

The organisational aspects of ASIST AP are described in adjacent figure.

Within the ILO, ASIST AP is one of four corners of the EIIP. It sits within the regional office of the ILO and it provides support to the countries shown in the Figure.

The programme is directly funded by the ILO, DFID and Sida, but it also works closely with other development partners such as the World Bank (WB) and Asian Development Bank (ADB).

ASIST AP has participated in World Bank missions in Bangladesh, Cambodia, Nepal, and Vietnam. They have also been part of ADB missions in Cambodia and Laos. Most of these missions were related to the various stages of preparation of loan projects.

ASIST AP has also been requested to participate in supervision missions, and in Nepal they were part of the evaluation mission to a WB rural infrastructure project. In Vietnam ASIST AP carried out several missions to establish the capacity of the private sector to meet the implementation requirements of a WB funded road works programme.

2. Background on evaluation

As Sida's funding is coming to an end in December 2008 there is a need for an evaluation and completion report. Following the ILO stipulated rules for bilateral funding of projects there should also be an independent evaluation for projects having a budget above USD 500,000. Although the focus of the assignment is on the evaluation of the Sida funded component of the ASIST AP programme the report is compiled in such a way it also serves as the completion report for the period of 2005 to 2008.

The main clients for this evaluation are the ASIST AP project management, EMP/INVEST and the ILO Evaluation Unit (EVAL) in Geneva, the ILO Regional Office in Bangkok, and Sida.

2.1 Purpose of evaluation

The purpose of the evaluation, as stipulated in the Terms of Reference, is recapitulated below:

Purpose: *"The evaluation is to consider the strategic contribution of the SIDA funded component to the overall objectives of ASIST AP as a regional programme. The evaluation also aims to make recommendations regarding the future of ASIST AP as an institutionalized ILO regional programme including suggestion for sources of possible financing, execution modalities and intervention strategy, regional and country activities."*

The purpose is two folded, and the first and main question to be answered is what has been achieved with the Sida contribution and what impact it has had on the overall ASIST AP programme. In order to answer this, the evaluation will assess whether the project has achieved its immediate objectives and to what extent it has contributed to the objective of the employment intensive investment programme to support poverty reduction strategies in the relevant countries. It will include consideration of whether the means of action have made contributions toward achieving ILO Regional Outcomes, the Decent Work Country Programme and the relevant country poverty reduction strategies. The evaluation will also look at strengths and weaknesses, opportunities and challenges of ASIST AP

Another question, or issue to be looked into, concerns the future of the ASIST AP and whether it has a future as an institutionalised ILO regional programme. This includes consideration of whether the programme should be continued, discontinued or modified; hence it will provide the ASIST AP management with views on measures that can be taken to make the programme more effective in the future.

In sum of section 2:

Evaluation and completion report in one

Sida funded activities cannot be singled out from the overall activities

Evaluation of the programme's services to:

- regional work and work in:
- Indonesia
- Timor-Leste
- Cambodia
- Lao PDR
- Sri Lanka

The main beneficiaries of the programme are the staff and stakeholders of the country programmes and projects

2.2 Scope of the evaluation

The programme has been running, in full operation, for a period of eight years, although this evaluation concerns only the last four years and the part of the programme that was funded by Sida. However, it was not possible to disaggregate Sida funded activities from the rest as the activities as these had been cross-funded over these four years in order to make appropriated use of available funding.

Originally Sida had an interest in supporting activities in Indonesia, Cambodia, Lao PDR and Sri Lanka. The dialogue between ASIST AP and Sida's headquarters met with some criticism from Sida's country offices that had not been sufficiently involved in the setting up of the programme. This delayed the contract with the ASIST AP and during this process it was decided to deal with the contribution in the form of basket funding instead although the four countries were still a priority among the countries that ASIST AP supports. When Indonesia gave Timor-Leste independence it became the fifth country of Sida interest.

At the time of entering into the agreement it was envisaged that 60 – 70 % of the funding would go towards the regional work of the ASIST AP and the remaining 30-40% towards country activities. It has proved to be quite the opposite as it has been driven by the demand for assistance. The evaluation is therefore giving focus to the activities in the five countries.

In assessing the programme the evaluation has, especially for the relevance and fit of the programme, considered the scope of the EIIP strategy, the various DWCP priorities at regional and country level for the countries supported by ASIST AP. It has also briefly assessed the country priorities and strategies to address poverty.

The regional work of ASIST AP has been evaluated based on the manuals and guidelines produced and to some extent through the questionnaire and the interviews made. The work in the five countries has been assessed through consultations with country experts and officials.

It is important to demarcate to which level the evaluation can be taken. The evaluation concerns the services that ASIST AP provides to programmes and projects and not the achievement of these. This is illustrated below. Accordingly the ASIST AP is evaluated on the inputs and impacts the programme has had on the projects and other initiatives it supported and not on the end beneficiaries, which in many cases are the rural poor people and the local institutions such as local government offices and the private sector contractors.

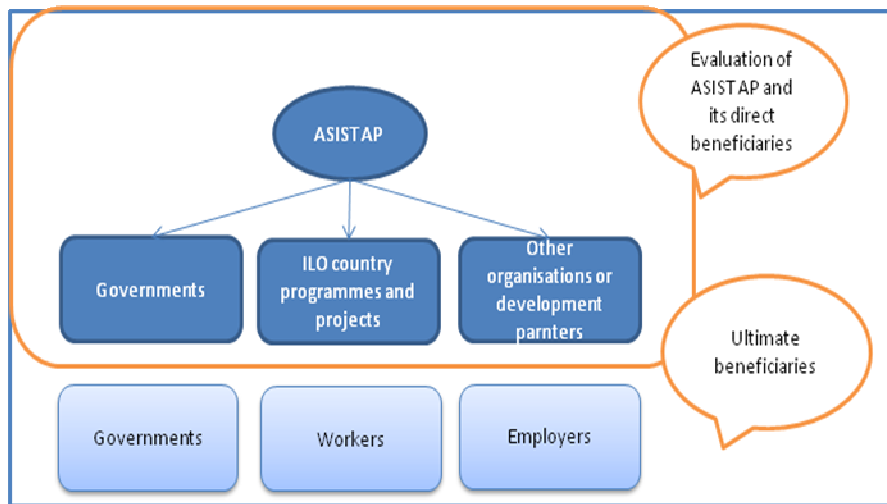


Figure 3 ASIST AP beneficiaries

As ASIST AP's role is to work as a catalyst and technical back-stopper to a number of stakeholders in various fora it is important to assess whether the collaboration efforts have been running smoothly or not. Concerning the collaboration with the stakeholders the evaluation will assess this at the following levels:

- The ILO head office
- The ILO regional office in Bangkok
- Country programmes and projects
- Donors and development partners and other collaborating partners

It will be of interest to assess whether the ASIST AP contributes to the objectives of the ILO in general and the EIIP in specific. Analyses of the objectives and methods of implementation and collaboration are therefore undertaken.

In the analyses work the evaluation considers the external factors that have impacted on the delivery of the outputs such as the decline in DFID funding and frequent occurrence of natural disasters and conflicts in the region.

2.2.1 Operational sequence of the evaluation

The evaluation has been carried out by Ulf Brudfors who reported to the Evaluation Officer Ms Pamornrat Pringsulaka of the ILO regional office in Bangkok. The Terms of Reference is shown in Annex A.

The evaluator spent two weeks in Bangkok, from 9 to 21 November 2008, interacting with the ASIST AP team and other concerned ILO staff at the regional office in Bangkok. The assignment started with introductory meetings with the project management and other ILO officials in Bangkok in parallel with review of project documents. No field visits were carried out so the interviews with country offices and project staff had to be conveyed via telephone and email. The people contacted were mainly from the countries for which Sida had expressed an interest to support. A questionnaire was

prepared (shown in Annex D) and sent out to 64 people in 12 countries to complement the information obtained through interviews to get a wider spread of “voices”. The survey result was encouraging and over 50% replied giving the evaluation useful information (58% responded whereof informed the evaluator they could not answer the questions, making it an effective despondence of 53% or 34 people). The report was written in Sweden and submitted to Evaluation Officer on 9 December 2008 in draft format and in final shape on 22 December 2008.

The evaluator is grateful to those who contributed to the study, the staff of the ASIST AP and other units in ILO; and the project staff and other counterparts who provided valuable responses to email questionnaires and who took their time to elaborate on certain aspects of the programme over the telephone.

2.2.2 Limitations of the evaluation

As no field visits were part of this assignment it may have reduced the intake of information. Interviewing an individual in person would most likely have revealed more information through body language and non-verbal messaging. However the review should be put in perspective of the amount of funding of this component of the programme.

Another limiting factor was that there existed no baseline data to compare the results with.

2.3 Structure of the report

This report is divided into eight main parts:

Section 1, Programme brief – presents a quick overview of the programme.

Section 2, Background on evaluation - describes the purpose and role of the evaluation, and the structure of the report.

Section 3, Methodology - presents the key descriptive information that is relevant to the evaluation report.

Section 4, Review of implementation – presents a brief run-down of the programme’s operations and achievements during the evaluation period.

Section 5, Findings – presents the major findings of the evaluation.

Section 6, Conclusions and - sums up the findings into cluster of conclusions

Section 7, Lessons learned – provides the platform for the recommendations

Section 8, Recommendations for future directions - provides the ASIST AP management with some aspects that need consideration for a refined programme

3. Methodology

3.1 Evaluation criteria

The “ILO Guidelines for Planning and Managing Project Evaluations 2006” sets the framework for which this project is evaluated. The evaluation adheres to the six criteria stipulated in the ToR, namely:

1. Relevance and strategic fit
2. Validity of design
3. Project progress and effectiveness
4. Efficiency of resource use
5. Effectiveness of management arrangements
6. Impact and sustainability

The report has followed the guidelines provided by the ILO and in particular the evaluation guide and score system although the order of the information presented in this report may differ slightly from the standard set-up. The evaluation adheres to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The above evaluation criteria gave rise to a number of questions to be addressed in the evaluation. The main approach to each evaluation criterion is given below. A more extensive list of questions is shown in Annex D.

Relevance and strategic fit – the first criterion concerns the effect Sida’s financial contribution has had on the overall ASIST AP programme. This was mainly a desk exercise assessing the links to national priorities, partnerships and networks. Through interviews and a questionnaire it established whether the actions taken have been appropriately responsive to the needs of the stakeholders.

Validity of design – the second criterion concerns the soundness of the logframe and its strategy in relation to meeting the needs of the country programmes. The logframe’s logic and its fit with the overall ASIST AP logframe was made. The major assumptions and risks were assessed to find out if they were adequately defined. The evaluator also discussed with the ASIST AP management the appropriateness of the indicators to establish whether these have been useful during implementation. The ASIST AP’s responsiveness to change in programme and project environments was also assessed.

Project progress and effectiveness – the third criterion concerns to what extent the programme achieved its anticipated results. The quality of these outputs was assessed based on how the “products” are used by the partners and implementing institutions. To show to what extent the interventions have been adopted by the countries the evaluator established five levels of “adoption” for the purpose of scoring:

Level 1 – Introduction of approach;

In sum of section 3:

Six evaluation criteria according to ToR

Evaluation methods:

Desk review

Interviews

Survey

Analyses

- Level 2 – Demonstration project;
- Level 3 – Mainstreamed at local;
- Level 4 – Mainstreamed at national level; and
- Level 5 - Institutionalised at national level

Credit can however not be attributed only to the work of ASIST AP although the programme has had an instrumental role to play in many of the countries. For example the work in Lao PDR is, in fact, driven by the ASIST AP, and the fact that the participatory infrastructure planning is now included in national strategy documents it is clearly an impact of the work of ASIST AP. In other countries the role of ASIST AP has been of less importance due to the local conditions and projects set-ups etc. However, the analysis shows to what extent the pillars of the programme are relevant and wanted by the countries.

A more direct way of evaluating the work of ASIST AP is to asses to what extent the outputs have been delivered successfully. For that another simple rating system was established on which each output was assessed. For easy reference the face symbol is used to symbolise to what extent the outputs have been delivered. This is the evaluator’s subjective scoring based on interviews.

Table 2 Subjective scoring criteria for outputs

Rating	Achievement	Viewed as
😊😊😊	All achieved	Excellent
😊😊	Achieved to a moderate or a large extent	Very good
😊	Achieved to an acceptable extent	Good
😐	Achieved to some extent	Fair/Poor
😞	not achieved or to little extent	Bad

However, it should also be mentioned that the programme outputs are reliant on the country programme and project staff; hence credit is to be shared for many of the outputs.

Efficiency of resource use – the fourth criterion concerns whether the activities undertaken were cost-efficient and if the objectives were achieved on time. Efficiency measures the outputs – either qualitative or quantitative - in relation to the inputs. The assessment of the results includes questioning if the activities could have been done in alternative way. Were the activities carried out in the most efficient way given the circumstances the programme found itself in with funds not coming forth as envisaged?

Effectiveness of management arrangements - the fifth criterion concerns to which extent activities attained their objectives. In evaluating the effectiveness of the programme the evaluation will answer to what extent the objectives were achieved and identify the major factors influencing the achievement or non-achievement.

Impact and sustainability - the sixth criterion is two-folded and it first concerns what happened (impact) as a result of the programme and what difference it has made to the beneficiaries at project and programme level. The effect on the end beneficiaries are beyond the scope of this evaluation and are not included in the assessment. The impacts could be either positive or negative and either direct or indirect. The sustainability aspects of the programme concerns whether the benefits of an activity are likely to continue should the service be withdrawn. Also the major factors which influenced the achievement or non-achievement of sustainability of the programme will be identified. Findings related to the likelihood of the programme to have longer-term development impacts are discussed.

3.2 Evaluation methods and data collection

Some of the above questions were best tackled by the evaluator alone by studying relevant documents and testing logframe logic etc., while others were best answered by the people who have been in close collaboration with the ASIST AP over the years. Hence there was a mixture of methods used to scrutinise and “pick-up the vibrations” of the project.

Information has been drawn from three main sources:

1. Desk review based on programme documentation such as the programme documents, annual reports etc, previous evaluation studies and responses to these. See list of documents reviewed in Annex G. The established Sida logframe formed the basis for evaluating the objectives and outputs, and comparing it with the other relevant strategies of the ILO and in particular the EIIP and the DWCPs. For the regional work that concerns the production of guidelines, manuals etc a sample of documents were reviewed.
2. Interviews were held at the ILO regional office in Bangkok, principally to get a perspective on the evolution of the Programme, to understand how it operates across the other regional ILO programmes and how the administrative structure functioned. As the assignment did not include any travelling to country programmes, interviews with ILO country programme and project staff, and counterpart staff were undertaken through telephone interviews with officials from the five “Sida countries”. As has been mentioned in section 2 -“Background on evaluation” - interviewing people over the telephone is not as informative as meeting the individual in person as the body language and the non-verbal signals are missed out. People interviewed are listed in Annex B.

3. To supplement the information obtained through the interviews a survey was undertaken to obtain a wider spread of views on the work done by ASIST AP. Despite previous evaluations discouraging experiences with questionnaires a simple questionnaire of 12 questions (9 multiple-choice questions and 3 requiring some statements) were sent to ASIST AP beneficiaries with an encouraging feedback. 64 people were contacted through e-mail and 37 replied whereof 3 could not answer the questions. That makes it an overall response of 58% and an effective response of 53%. The selection of invitees was selected randomly from the list of contacts that ASIST AP has had over the recent years. The list contained ILO staff, local project staff, consultants, university lecturers and government officials from the following 12 countries: India, Pakistan, Sri Lanka, Cambodia, Myanmar, Lao PDR, Indonesia, Indonesia, Timor-Leste, the Philippines, Switzerland and Thailand. There was an encouraging reply rate of 60% with replies from all the countries. The questionnaire is shown in Annex E, the list of invitees in Annex C and the result of the survey in Annex F. Some of the returned questionnaires were followed up by discussions over the phone. The intention of the sampling was to get as many “field voices” as possible.

The above three forms of obtaining data and information formed the platform for the assessment of the programme. Emphasis was given to the stakeholder interviews, and the messages picked-up were then compared with the bigger sample of the survey. The analyses resulted in documented findings, conclusions, recommendations and lessons learnt.

4. Review of implementation

As this report has a dual purpose – of being an evaluation report, but also providing sufficient information to make it a completion report, this section will recapitulate the major inputs and achievements of the programme during 2005 to 2008. The information has been synthesised into tables and is presented in section 4.4 and 4.5. The information reviewed is naturally carried on to the following section 5 - “Findings”.

Support and assistance: ASIST AP mostly provides assistance and technical backstopping to the ILO country programmes and projects and in some cases directly to local stakeholders. The team also undertakes studies on their own related to challenges in the infrastructure sector in the various countries, such examples are: the maintenance studies in India and the Philippines; the impacts studies in Cambodia and Lao PDR; and the appropriate wage rate study in Timor-Leste. Hence ASIST AP does not implement projects. In order to make the presentation below as short as possible this message – of not being an implementer, but a support unit is not being repeated.

That ASIST AP is not only focused on providing support to projects is an advantage as projects tend to have a fairly short duration. ASIST AP also works directly with government organisations in the member countries. This aspect of their support is important as it is seen over a longer period and issues may also cover other sectors or relevance.

Level of initiatives implemented by the country programme and projects: this presentation aims at showing to what extent the initiatives suggested and supported by ASIST AP have been adopted by the country programmes.

4.1 Schematic overview

The below figures illustrates the sequential change of the programme concerning donors, countries and staff.

In sum of section 4:

ASIST AP provides technical assistance and advisory support to the ILO country programmes and projects; hence it is not an implementer

Budget ceased in 2005, which reduced the staffing down to a bare minimum of two experts, which has been too little for the mandate of ASIST AP. Despite this good progress has been made in several cases:

ASIST AP has been instrumental in mainstreaming:

- the local resource based approach to road works in Timor-Leste, Indonesia and Cambodia.
- participatory infrastructure planning in Cambodia and Lao PDR.

Reviews:	DFID				DFID Danida			Sida
No of staff:	4	5	5	5	4	3	2	2
No of Countries:	9				10			12
Donors: Danida	ILO, DFID, Danida and Netherlands				ILO, DFID (carry overs) and Sida			
	1998 to 1999	2000 to 2004			2005-2008			

Figure 4 Schematic overview 2000 to 2008

Figure 4 in section 1.7 illustrated the interaction that ASIST AP has with other ILO programmes and projects.

As seen is table below three countries have fallen out of the support given by ASIST AP while six new countries have come on board. Despite having to provide support to three more countries the inputs in the form of person-years of core staff has been halved compared to the previous period.

Table 3 Countries given support by ASIST AP 2000 to 2008

Region	Countries	2000-04	2005/06	2006/07	2007/08	2008/09
South East Asia	Indonesia	✓	✓	✓	✓	✓
	Philippines	✓	✓	✓	✓	✓
	Solomon Isl	✓	⊗	⊗	⊗	⊗
	Timor-Leste	⊗	✓	✓	✓	✓
East Asia	Cambodia	✓	✓	✓	✓	✓
	Lao PDR	✓	✓	✓	✓	✓
	Vietnam	✓	✓	⊗	⊗	⊗
	Mongolia	✓	✓	✓	⊗	⊗
	Myanmar	⊗	⊗	⊗	✓	✓
	China	⊗	⊗	⊗	✓	✓
South Asia	India	✓	✓	✓	✓	✓
	Nepal	✓	✓	✓	✓	✓
	dSri Lanka	⊗	✓	✓	✓	✓
	Pakistan	⊗	⊗	✓	✓	✓
	Afghanistan	⊗	⊗	⊗	✓	✓
Total	9	10	10	12	12	
Person-years	24,5	11,5				
Legend:	✓ Included		⊗ Not included			

4.2 Management aspects

Reduction of staff - in the previous five year period, 2000 to 2005, there were five experts working on the programme for most of the time giving it a total of 25 person-years. During the period of the evaluation the staff was reduced gradually from four to two giving it a total of 11 person-years over the four year period. The reduction of staff, to about half of what it was before, had serious implications on the work carried out by ASIST AP, especially since the number of countries to support increased from 10 to 12 during the same period.

The ASIST AP management, faced with drastic reduction of resources, had to make strict priorities and opted to reduce the support to some countries. India was such a country where activities were reduced to a minimum, unfortunately reducing the potential for ILO interventions in the field of employment intensive investments. Of the “Sida countries” Sri Lanka is the country that was left behind, and not much collaboration took place during the last four years.

With two experts in the office of ASIST AP and say ten countries to support the time given each country is not much. It was not possible to trace the time spend on each country or other activities, but discussion with the management revealed the following: 1/3 of their available time goes towards crisis responses; 1/3 country activities; and the remaining 1/3 goes towards other work

For two people there is 22 months of work available per year, theoretically. Assume that ten countries are given support to make the arithmetic easier. That gives a total input of 6 weeks per country per year. Of that the evaluator estimates that 50% of that time is done from the regional office in Bangkok - with work such as writing ToRs, searching for candidates and other project administration matters. This leaves 3 weeks for field work, which is equivalent to 1-3 trips per year depending on the nature of the work (the labour-based technology inputs (pillar 2) are often more time consuming than the planning exercises (pillar 1)).

Let see how this ties in with the field visits undertaken in recent years. The statistics available from 2005 to 2007 (7 months in 2005, 12 months in 2006 and 6 months in 2007) show that the team has spent 11 % in the field (45 of a total of 332 weeks). It varies considerably within the team. See annex E.

The survey revealed that most people are in contact with ASIST AP on a regular basis. Somewhat more than 50 % claim they are in contact

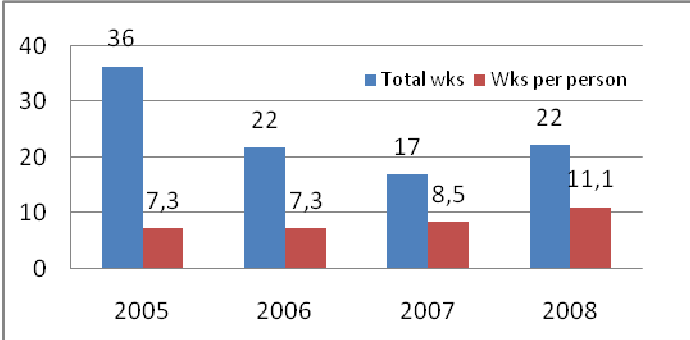


Figure 5 Field missions (total no of weeks and per person)

with ASIST AP bimonthly or monthly – either through telephone, e-mail correspondence or through meetings. Almost 80% of the respondents have the need of ASIST AP visiting them between 2 to 4 weeks per year. Assume three weeks per country and year gives a total input of 30 person-weeks per year.

In 2006 the three person- team spent 22 weeks in the field (29%). In 2007 it dropped slightly to 17 weeks for the two-man team. In 2008 the two experts have put in 22 weeks visiting the country programmes. The red bars in the figure show that the number of weeks per

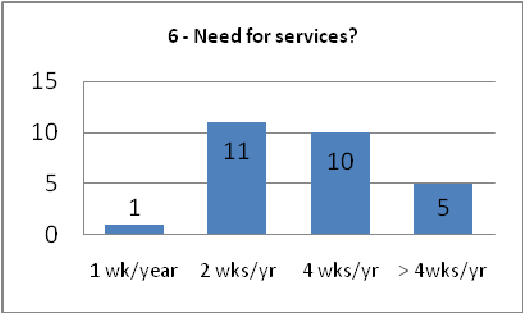


Figure 6 Question 6 in the survey - need for services

person has increased over the years from about 7 in 2006/07 to 11 weeks/person in 2008. In percentage terms it shows that the five person team spent about 14% of their time in the field while the two man team is up to about 25 % in 2008 (18% in 2007). The smaller team has been forced to do more travelling per persons and although they spend about a quarter of their time in the field it is not enough. Referring to the survey and question six, stakeholders request the services of ASIST AP in range of two to four weeks per year in their country. It is also fair to assume that the team would need an equal amount of time for backstopping each country from the regional office. With ten countries the country support will amount to some 60 weeks work per year. That leaves 36 (96 – 60) for crisis responses, the overall regional work and administration. Further, assume administration and finances will be about 20% of full working time it will come to some 18 weeks per year, and only leave 18 for crisis and regional work. The management has estimated that crisis responses take approximately 1/3 of the working time, which is equivalent to some 30 weeks.

The demand and supply equation is not feasible - a team of two can simply not meet the demand from the stakeholders. Compromises have been made and this is understandable as there was a drastic reduction in staffing. During the period of evaluation there have been several natural disasters in the region having had impact on the planned activities of the ASIST AP, who have put aside the medium and long-term plans in favour of meeting immediate demands from the field.

It should be mentioned that ASIST AP has had resources to procure experts to undertake work on behalf of the programme. However, these have in most cases been related to a specific task and cannot to fully replace the presence of ASIST AP staff on the ground.

Table 4 Staff positions 2000 to 2008

Positions of technical staff	2000	2001	2002	2003	2004	2005	2006	2007	2008	
CTA	◆									
Programme Coordinator/CTA		◆ ◆	○ ○	○ ○	○ ○	○ ○	□ □	□ ○	○ ○	
Senior Development Planner	□ □	□ □	□ □	□ □	□ □	□ □	□ □			
Senior Infrastructure Specialist		□ □	□ □	□ □	□ □	□ □	□ □	■ ■	■ ■	
DFID Seconded Engineer			□ □	□ □						
DFID Seconded Engineer					□ □					
Infrastructure Management (Man)Exp.						■ ■	■ ■			
Associate Infrastrucure Man. Expert					□ □					
Associate Infrastrucure Expert	◆ ◆	◆ ◆	◆ ◆	◆ ◆						
Associate Infrastrucure Expert		◆ ◆	◆ ◆	◆ ◆	◆					
Total number of technical staff	3	4	5	5	5	5	4	4	3	
Total number of person-years	25					11				
	Previous period					Period of evaluation				
Legend:	◆ Danida	□ DFID	○ ILO	■ Sida	◆ Netherlands					

4.3 External factors influencing the programme

The major external factors that have had an impact on the overall – not specially on the Sida component of the programme - programme are:

Natural disasters, and especially the Tsunami of late 2004. This affected the programme in both negative and positive ways. As a matter of urgency, works in Indonesia and Sri Lanka were given priority after the Tsunami. This drew on the resources of ASIST AP that had to put aside activities of the long-term planning, but it also provided opportunities to form new initiatives. A country like Indonesia, which had been lukewarm to the approach of labour-based road works opened their arms for such activities in the provinces of Aceh and Nias. After pilot projects were tested out a more substantial road rehabilitation project took off in 2006, and is now expected to enter into its second phase. The more recent natural disasters – the cyclone in Bangladesh and the earthquake in Pakistan - are other examples of crisis response activities that require the assistance of ASIST AP. There have been 23 natural disasters in the region over the last eight years, and having three per year the ASIST AP has learnt to accommodate for emergency work. The amount of time spent on crisis responses is estimated at 1/3 of full time work.

Decreased DFID funding. Despite a very positive evaluation in 2004, which recommended further support to ASIST AP, DFID suddenly changed its mind and decided to channel its funding through the ILO normal budget system. This came as a surprise to ASIST AP and it severely affected the programme as the group of experts could not be retained. The Sida funding came in about the same time and relieved the programme of some immediate stress of not being fully operational. The unused funds at the end of 2004 could, however, be carried over to the next period. The DFID funding came to an end at the end of 2007, although the funding over these two years was not problem-free. DFID charged work not done by ASIST AP, or under the control of ASIST AP, to the programme, which resulted in less funding than what had been agreed upon.

The launch of South East Asia Community Access Programme (SEACAP): About the same time as the decision of not funding ASIST AP DFID decided to launch and support the research programme SEACAP. This has complicated the “life” of ASIST AP as there is some rivalry between the two programmes. The SEACAP is, however, a research programme within the sphere of rural access interventions. The two programmes have different profiles, but there is also some common ground which has been difficult to share so far. Although the two programmes should have experiences to share the environment is not conducive for any substantial collaboration. The SEACAP receives far more funding than ASIST AP of a factor of 13 to 1 (million USD). The SEACAP activities have not had any financial influence on the Sida component of the programme, while in the countries of operations it may have had an impact on the role ASIST AP has played in the sphere of rural infrastructure as it is likely that ASIST AP had to play the “second fiddler” with less money and resources to offer the clients.

Decent Work Country Programmes (DWCP): Finally there is a positive factor that has had an impact on the programme. The DWCP is today better streamlined and ASIST AP has also found its place in this overall programme of the ILO. Before this integration took place ASIST AP was viewed as a programme on the side, now it is within the “system”. This is a very positive move.

4.4 Regional activities

The long-term sustainability of the approaches advocated by ASIST AP depends on its ability to influence national investment policies and provide collaborating partners with the means to implement these approaches. Therefore the regional activities are mainly related to the production of publications and to some extent participation in international networks and fora. For the purpose of this review the regional work has been divided into:

1. Guidelines and manuals
2. Research and reporting
3. Networking and integration
4. Preparations of new projects

For work carried out within the above categories but for the five countries are presented under each respective country, e.g. a manual produced specifically for one country is listed under activities carried out in that country.

ASIST AP has over the year placed emphasis on developing documents on best practises that can be obtained both at the country level but also at a regional or international level. A number of their documents have also been translated into local language to have wider reach-out.

The documents are published in three categories, namely Rural Access Technical Papers (RATP), Socio Economic Technical Papers (SETP) and Construction Technical Papers (CTP the old acronym for most ILO publications). A sample of documents produced were reviewed (see Annex G) and found to be of very high quality. They are well written and pedagogic in their style. ASIST AP produces everything from sizeable documents (the

“heaviest” – Building Rural Roads - being some 470 pages long) to short pamphlets of a few pages. The latter group of publications are extremely useful to hand over to government officials and other stakeholders as they are brief and to the point. The “brick” is an excellent reference book for all aspects of building rural roads – it contains all tried and tested appropriate construction techniques over the past 30 years.

The documents are to a large extent down-loadable from the internet. However, it is not possible to determine how frequent this service is used as the downloads are not counted automatically. Another shortcoming is that the ASIST DOC does not seem to work as intended. So are the documents used in the field? Difficult to say, but some respondents claim they are appreciated. On their usefulness an interviewee answered that his definition of a useful document was that it should “*maximise the cut and paste approach...*”. Or turning it around it could be expressed as reducing the time for tailoring the document for specific project use. It is likely that most practitioners adhere to this statement as they are faced with special conditions that cannot all be incorporated in the documents produced by ASIST AP. And most practitioners would like to put their “signatures” to documents produced. For the wider spread of the ideas advocated it is therefore important that the files also can be downloaded in Microsoft Word format.

ASIST AP has previously operated its own website and has had the control of what documents to distribute this way. This is no longer the case and ASIST AP is now part of the Web Content Management System established by the regional office (an updated version was released during the time of the mission). This is heartening and a step in the right direction. However, the link to the ASISTDOC – the library of EIIP documents – seems to falter.

Table 5 Regional activities

Regional activities	05	06	07	08
Guidelines and manuals				
Decent work in Nepal and Thailand	<input checked="" type="checkbox"/>			
IRAP Guideline for Nepal (English and Nepalese)	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Rural road maintenance in the Philippines				
IRAP Guideline for the Philippines			<input checked="" type="checkbox"/>	
IRAP Guideline for Mongolia			<input checked="" type="checkbox"/>	
Rural road maintenance in Madhya Pradesh			<input checked="" type="checkbox"/>	
Orissa IRAP operational manual (English and Oriya)				
Pamphlets as replacement for Programme document	<input checked="" type="checkbox"/>			
Building rural roads	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Rural road maintenance		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
IRAP Guidelines for the identification of projects under the National Employment sche	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
Community infrastructure in urban areas	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	

Revised version of training manual on contracting local infrastructure works	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Manual on EIP and Green Jobs	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Research and reporting		
Impact of political decision making on rural infrastructure development	<input checked="" type="checkbox"/>	

Networking and integration				
PIARC Seminar on Sustainable Access and Local Resource Solutions		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Scientific forum on Tsunami Response		<input checked="" type="checkbox"/>		
Training in "putting employment at the centre of public investments, ILO Turin	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
ILO and ADB collaboration			<input checked="" type="checkbox"/>	
DWCP	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Annual Asian Regional Meeting of the International Forum for Rural Transport and Development (IFRTD)	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
SEACAP workshop			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
City Alliance Roundtable discussion			<input checked="" type="checkbox"/>	
EIP Seminar, South Africa			<input checked="" type="checkbox"/>	

Preparations of new projects and initiatives				
Infrastructure for Rural Productivity Enhancement Project, IRAP, the Philippines	<input checked="" type="checkbox"/>			
Community Infra. Comp. of Employment through Local Development Project, Nepal			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Community Road Component of Earthquake Rehabilitation Programme, Pakistan			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Technical Assist. to the Reconstruction Project Cyclone SIDR Response; Bangladesh				<input checked="" type="checkbox"/>
Infrastructure and Jobs, Myanmar				<input checked="" type="checkbox"/>
Second phase ASIST				<input checked="" type="checkbox"/>
Local development through infrastructure and jobs (RBSA)				<input checked="" type="checkbox"/>

Influencing factors - The regional work has suffered the most from the reduced funding. There have simply not been enough resources to continue on the work that was previously done by the bigger team. Long-term plans have had to be shelved in favour of more urgent requests from the countries. It is understandable that a shift in work priorities had to take place in favour of more urgent matters on the ground. However a major effort has been made to complete the "Building Rural Roads" publication, which is a comprehensive document that required a lot of time. This document is now being printed and the web version is already on the ILO/ROAP web page.

The enhanced integration with the DWCP has had a positive impact on the programme as a whole. Activities are assessed and trimmed to fit in with the outputs of the DWCP’s outcomes.

Conclusion - It is difficult to assess the regional work as there is no baseline data. A number of documents have been produced, but with the data at hand it is not possible to evaluate if the delivery has been timely or cost efficient.

4.5 Country activities

The activities carried out in the five countries are grouped according to the four pillars of the programme, namely;

- 1. Participatory infrastructure planning
- 2. Labour-based/local resource based technology
- 3. Small contracting
- 4. Labour-based maintenance

Each pillar is also assessed as to what extent it has been adopted by the collaborating country. The last column of the tables shows the level of adoption.

- 1. Level 1 – Introduction
- 2. Level 2 – Demonstration
- 3. Level 3 – Mainstreamed at local level
- 4. Level 4 – Mainstreamed at national level
- 5. Level 5 – Institutionalised

4.5.1 Activities in Indonesia

Table 6 Activities in Indonesia

Indonesia	05	06	07	08	Level
Pillar 1 – Participatory infrastructure planning					2
Support to workshops (“kliniks”) on rural access planning	☑				
Designing, introducing, training and piloting IRAP in Nias		☑	☑		
Flyer and guidelines produced	☑				
Pillar 2 – Labour-based technology					3
Courses on debris clearing and concrete works (nos 2)	☑				
Road rehabilitation demonstration projects (nos 2)	☑				
Preparing project outline assisting in project design (roads)	☑				
Backstopping the above new road rehabilitation project (*)		☑	☑	☑	
Assisting in the preparations of an extension of the project				☑	
Assisting/supporting study on quality and costs of road works				☑	

Pillar 3 - Small-scale and community contracting			3
Assisting in the development of the local procurement system	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Pillar 4 - Labour-based maintenance			1
Assisting the review of road maintenance modalities in Aceh	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Assisting in reviewing KDP road maintenance modalities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Other support provided by ASIST AP			
General assistance to the ILO's Tsunami response strategy	<input checked="" type="checkbox"/>		
Yogyakarta earthquake rehabilitation support	<input checked="" type="checkbox"/>		
Providing inputs to the National Employment Strategy Support			<input checked="" type="checkbox"/>
Networking with universities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Conducted East Indonesia Studies (nos 3)		<input checked="" type="checkbox"/>	

The Tsunami - a major influencing factor: The Tsunami that hit Aceh and Nias at the end of 2004 severely affected the lives of the communities in these two provinces. The rest is well known when the aid organisations of the development partners rushed to the rescue. ILO's role on the ground became apparent. As mentioned earlier Indonesia had not been particularly keen on the labour-based approach to road work before, but the change came with the need to create employment and to restore the livelihoods for a vast majority of the people in north and west Sumatra.

ASIST AP had prior to the Tsunami been working on planning and policy issues seen over a longer horizon. Around the time of the Tsunami there was also a drastic change of staff of CMEA – the government institution that ASIST AP collaborated with, which changed the direction of the decentralised planning that had been on the agenda for a while. With the Tsunami the urgent need for improving the livelihoods of affected people became apparent, reducing the emphasis on policy work. However, this provided an opportunity to launch the other three pillars of ASIST AP.

Other observations: The BRR was a strong supporter of getting the local resource based project off the ground according to the methods prescribed by the ILO. As the project was to be funded by the Multi Donor Fund (MDF) (16 donors involved in the coordination) it took some time to get it off the ground. Moreover there was no agreement between the ILO and WB, at the time of preparing the project, and UNDP had to act as the "middle man".

The participatory planning attempt in Nias failed for various reasons despite having a strong support from the BRR person in charge. At the moment there seems to be no further plans to promote the planning approach.

Important achievements/milestones: The initial work of rehabilitating local roads according to the local resource based approach was a first stepping stone. The next was to get the “Capacity building for local resource-based road works in Aceh and Nias” approved by the MDF. The decision came in late 2005 and the project was launched in 2006. The local resource based approach to rehabilitation of the rural road network in Aceh and Nias had a slow start, but once the MDF funded project took off it has proved to work well and it has been recognised by the BRR and the development partners. A second phase has been approved by the MDF for additional 18 months and USD 5,4 million in June 2008. The ASIST AP has also initiated three studies in East Indonesia to identify the conditions for more work along similar lines of the project in Aceh. ASIST AP has also provided input into the National Employment Strategy support.

Future outlook: There is now a high demand for replicating the local resource based road rehabilitation project in other parts of Indonesia. This will give pillars 2 and 3 a wider outreach. There have been some efforts and initial work on highlighting the need for labour-based maintenance, but the work is still in its infancy. However, there ought to be considerable scope for this approach for the upkeep of the local road network.

4.5.2 Activities in Timor-Leste

Table 7 Activities in Timor-Leste

Timor-Leste	05	06	07	08	Level
Pillar 1 – Participatory infrastructure planning					-
Feasibility assessment of IRAP that resulted in no-go.					
Pillar 2 – Labour-based technology					5
Pilot project on rural road rehabilitation (1,7 km)					
Prepared project proposal - rural road management. Not a	☑			☑	
Backstopping the Cash for work programme					
Backstopping the Youth Employment Programme (YEP)		☑	☑	☑	
Technical inputs to UNDP/FAO/ILO tender. Not approved				☑	
Prepared a project – TIM-Works (EU, Irish, Norway)				☑	
Backstopping to the approved TIM-Works			☑	☑	
Pillar 3 - Small-scale and community contracting					1
Community contracting for road maintenance				☑	
Pillar 4 - Labour-based maintenance					1
Routine maintenance YEP & Norwegian comp. of TIMWorks				☑	

Other support provided by ASIST AP

Initiated and supervised wage assessment study



Influencing factors: the unrest in 2005 changed the priorities of the development partners that shelved the prepared project proposal on strengthening the local capacity for rural road management as AUSAid did not approve the proposal. There were also further riots in May 2006 that affected the initiatives on the ground.

The participatory planning approach was never tried in the country as there already was a system in place serving that purpose.

Important achievements/milestones: Successful implementation of the two “cash for work” programmes, which were implemented as crisis response measures during a 6 - month period had a tremendous impact in the country and the government and donors are now keen to replicate the approach to a larger extent. The WB is preparing a USD 50-60 million public works programme, WorkFare, for unskilled job-seekers to be funded by several donors and the government. TIMWORKS, as a National Workfare Phase I, is now up and running with Norwegian funding and other donors are to join in shortly. It is preparing national capacities to ensure effective integration of employment concerns in government’s infrastructure investment.

The work in Timor-Leste is a good example of how the ASIST AP inputs have evolved in a country: Started off as a small demonstration project of some USD 50 000 to demonstrate the use of labour-based technologies for road works, then medium sized projects in post-crisis conditions and component in the Youth Employment Programme (YEP) which gained recognition and now the WB plans of going large scale with recognition if the enhanced institutional capacity of the Secretariat of the State for Vocational Training and Employment to implement/manage some of the National Workfare Programme

Future outlook: ASIST AP has been instrumental in setting up the scene for local resourced based road works. Small scale contracting modalities are also under way and so is labour-based maintenance works. A possible role for ASIST AP would be to work more on the need for strategies and visions in close collaboration with the government.

4.5.3 Activities in Cambodia

Table 8 Activities in Cambodia

Cambodia	2005	2006	2007	2008	Level
Pillar 1 – IRAP:					3
Backstopping NRDP	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			and
Development of IRAP component on PRIP technical proposal		<input checked="" type="checkbox"/>			5
National workshop		<input checked="" type="checkbox"/>			

Final report	<input checked="" type="checkbox"/>				
Pillar 2 – Labour-based technology					3 and
Technical support to technology choice	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		5
Pillar 3 - Small-scale and community contracting					3
Contractor study			<input checked="" type="checkbox"/>		and
Contractor training		<input checked="" type="checkbox"/>			5
Pillar 4 - Labour-based maintenance					2
Assistance in developing the Mainstream labour-based Maintenance project	<input checked="" type="checkbox"/>				
Backstopping Mainstream project	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Supported the impact study on maintenance or rural roads		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Other support provided by ASIST AP					
Organised the Urban infrastructure works		<input checked="" type="checkbox"/>			
Local development proposals (nos 2)			<input checked="" type="checkbox"/>		

Influencing factors: The agenda of the development partners' agenda changed. In addition there was also a corruption case – the WB PRIP and other projects were put on hold due to a corruption scandal that took place of the time of implementing the new project.

Important achievements/milestones: The national work on mainstreaming IRAP is clearly an important milestone for ASIST AP. So is the establishment of an IRAP unit in Ministry of Rural Development (MRD). The success of the urban works project is another initiative worth mentioning. It is exemplified in the form of an e-mail received by ASIST AP, shown on the following page.

“Dear [REDACTED],

Yesterday, upon special request from the Chamka Samrong Community I visited the project area where we implemented our ILO funded pilot project on urban infrastructure. I was overwhelmed by the response from the community thanking ILO for their help. This year we had unprecedented very high rainfall in this area and as a result all the neighbouring areas of Chamka Samrong were inundated for weeks but thanks to the good roads, drainage and sanitation works built by us worked excellently well. The project area was not at all affected as the drains worked very well. I was just wondering the impact our pilot project made on the living conditions of the people. With as little as US\$ 52,000 we could make such a big difference to their lives. I take this opportunity to thank all of you for supporting this pilot project. My dream vision is if we can secure couple of million dollars and launch such activities in 100-200 settlements country wide in Cambodia or elsewhere.

Thanks and best regards,”

In Cambodia there is still a demand for adopting the basic concept of doing preventive maintenance. So far, it is only donors who insist on doing such work, whether it is machine or labour-based. The Ministry of Rural Development established labour-based maintenance procedures way back in 1998, but it appears that only foreign donor money is used for maintenance works! Routine maintenance using labour-based methods has been established in ten provinces in Cambodia, but it is questionable if any of them are currently carrying out any road maintenance at all!

Future outlook: after the successful results of ASIST AP interventions the ILO EIIP is without any new projects in the pipeline. Is this a sign that Cambodia is now ready to stand on its own feet when it concerns rural access? It is unfortunately not so. Cambodia is a donor oriented country that needs external resources and technical support for many years to come. As the ILO does not come with a big portfolio filled with funds, it will most likely rely on piggybacking on larger projects, such as those funded by ADB or WB.

4.5.4 Activities in Lao PDR

Table 9 Activities in Lao PDR

Lao PDR	2005	2006	2007	2008	Level
Pillar 1 – IRAP:					3
Provided support to MPWT to develop a procedure to improve rural access at district level to meet national poverty reduction goals.					and

Influenced the Rural Transport Infrastructure Programme					5
National workshop on rural transport – IFRTD/SEACAP	☑	☑	☑	☑	
Poverty study + NSDP	☑				
				☑	
Pillar 2 – Labour-based technology					2
Assisting in design, planning, implementation of rural roads	☑				
Backstopping Hoaphan and Champasak projects	☑	☑	☑	☑	
Undertook an impact study of two roads - the ADB “Shifting Cultivation and Stabilisation Pilot Project”		☑			
Pillar 3 - Small-scale and community contracting					2
Training and back-stopping construction management interventions					
Pillar 4 - Labour-based maintenance					2

Influencing factors: SEACAP is operating in the country with a programme of a budget of some USD 1 million (a total of USD 13 million for three countries), and it has become difficult for ASIST AP to retain its position as the funding from the ILO is so small compared to SEACAP’s funding portfolio. It has also been difficult to work in Lao PDR and to get projects approved. Government officials know the ILO has little funding and will therefore turn to other players such as ADB and WB.

Important achievements/milestones: a major milestone is that IRAP had been accepted and changed into PRTP. It now figures in the new transport policies. Labour-based routine maintenance forms part of the maintenance programme of the Government in Laos, but they do not subscribe to it for periodic maintenance, nor for rehabilitation/improvement works.

Future outlook: At this level the ASIST AP would bring lots of experiences. The regional office of the ILO has provided ASIST AP with USD 10,000 to develop a project along the lines of local infrastructure development. A possible scene for ASIST AP to work on would be the recent initiatives to work through Kum Bam – a cluster of villages. However, funding would have to be sought for the project.

4.5.5 Activities in Sri Lanka

Table 10 Activities in Sri Lanka

Sri Lanka	2005	2006	2007	2008	Level
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Pillar 1 – IRAP: Assistance to the implementation of IRAP in Ampara, development of a manual, review of project and a number of publications Backstopping the community infrastructure recovery and cash for work activities within Income Recovery Technical Assistance Programme	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	1
Pillar 2 – Labour-based technology 13 training modules on rural roads	<input checked="" type="checkbox"/>			-
Pillar 3 - Small-scale and community contracting				-
Pillar 4 - Labour-based maintenance Labour-based project seconded to UNOPS (1 million), training	<input checked="" type="checkbox"/>			-
Other support provided by ASIST AP Assistance in preparing a relief and rehabilitation programme				

Influencing factors: Sri Lanka was hit by the Tsunami at the end of 2004 and got the focus of the world’s development partners for a while. However, the government is not supported by development partners these days and as the ILO works through government it makes it difficult to operate in Sri Lanka.

Important achievements/milestones: There have been no major achievements by ASIST AP in the country. Sri Lanka has been one of the countries that have been given less priority when the resources have not been enough to cover all countries included in the programme.

Future outlook: With plans of having one technical specialist based in New Delhi, India, it is envisaged that some activities may be taken up again.

5. Findings

The ToR sets the framework for the analysis of the programme of which there are six groups of criteria:

1. Relevance and strategic fit
2. Validity of design
3. Project progress and effectiveness
4. Efficiency of resource use
5. Effectiveness of management arrangements
6. Impact and sustainability

5.1 Findings related to relevance and strategic fit

Relevance and strategic fit – the first criterion concerns the effect Sida’s financial contribution has had on the overall ASIST AP programme. This was mainly a desk exercise assessing the links to national priorities, partnerships and networks. Through interviews and a questionnaire it established whether the actions taken have been appropriately responsive to the needs of the stakeholders needs.

Sida funding crucial for the programme - It is without any hesitation clear that the Sida funding was crucial for the survival of the programme as DFID did not come forth with funding as anticipated. The Sida funds have been used wisely together with the two other sources of funding (remaining DFID funding from the previous period and ILO core funding) to carry out the programme activities to the best of the management’s knowledge. Sida also decided to provide extra funds for Tsunami affected areas in Indonesia and Sri Lanka, which enable pilot projects and other initiatives to take place that made way for full scale projects in Indonesia.

ASIST AP is an integral part of the EIIP and the DWCP – the programme has since its inception been the technical arm of the EIIP, and it has in recent years taken the steps to be an integral part of the DWCPs in the region. The assessment of the ten countries for which there exist a DWCP revealed that the programme contributes to relevant DWCP outcomes. The table below shows the outcomes that are relevant for ASIST AP for the two biennium’s 2006-07 and 2008-09.

In sum of section 5:

A full summary is shown in section 5.7 presented in the six criteria groups; hence only a few findings are stated below:

- Sida funding crucial for the programme
- ASIST AP is an integral part of EIIP and DWCP of ROAP
- Immediate objective of the Sida component is beyond reach

Table 11 ASIST AP's link to the DWCP 2006/07 and 2008/09

Country outputs the ASIST AP contributes towards		
Country	2006-07	2008-09
Indonesia	IDN 127 : Effective implementation of employment intensive and other livelihood programmes for crisis affected areas, especially Aceh, North Sumatra and parts of Eastern Indonesia	IDN 127 : Effective employment promotion in selected provinces, post-crisis areas, and autonomous regions of Indonesia
Philippines	PHL 102 : ILO constituents and key partners apply local development strategies to enhance economic and social opportunities for women and men in selected locations, including in Mindanao and other conflict areas	PHL 102 : Enhanced decent work opportunities for the disadvantaged
Timor-Leste		TLS 176: Enhanced rural employment, safety net, and economy through infrastructure investment, livelihoods programmes, and business development support.
Cambodia:	KHM 101 : Community based infrastructure supports rural employment and livelihood	KHM104: Increased employment opportunities and employment of women and men, and people with disabilities in the rural areas.
Lao PDR	LAO 104 : Rural infrastructure development and other livelihood strategies for employment creation and poverty reduction developed and implemented	LAO 102 : Participatory local development strategies for employment creation and livelihood improvement for rural men and women developed and implemented
Nepal	NPL 126 : More and better employment/income opportunities and improved access to social protection services, especially for the most vulnerable	NPL 127 : Increased availability of productive employment opportunities for needy groups in targeted areas

India	IND 102 : Integrated sectoral and area-based approaches for sustainable livelihoods, emphasizing informal economy workers	IND 102 : Comprehensive approaches developed to address concerns of youth and women workers and sustainable livelihoods developed in selected sector and States
Sri Lanka	LKA 101 : Youth and rural poor in selected economically disadvantaged and crisis affected districts will have increased access to more and better jobs	LKA 101 : Enhanced access to more and better jobs in economically disadvantaged and crisis affected areas
Pakistan	PAK126: Employment and Skills Development for vulnerable groups and those affected by earthquake 2005	PAK 102: Employment and Skills Development for women, youth & persons with disability
Afghanistan	AFG 102 : Afghan men and women have improved and equal access to decent employment through the implementation of ILO products and tools	AFG 102 : Afghan men and women have improved and equal access to decent employment through the implementation of ILO products and tools

Country codes according to the Strategic Management Module/ Implementation Planning (SMM/IP)

ILO constituents – the programme does not work directly with the ILO constituents, government, employers and workers as it works through projects and programmes, which in most cases are implemented by the ILO. The needs of the three constituents are addressed through the projects, which turns to ASIST AP for support and backstopping. However, there are also cases where ASIST AP works directly with government organisations without an ILO project to go through.

Development partners' priorities – Sida is changing its priorities in the region and will only focus on human rights issues and education in the years to come; hence the external funding of ASIST AP will come to an end. Sida will not directly be involved in infrastructure works for the years to come as an overall policy. DFID decided to change its funding mechanisms, but they are also moving away from the infrastructure sector although not as drastically as Sida. However, there are many other donors and partners in the field. ASIST AP has successfully been collaborating with WB and ADB. The projects that take shape in Timor-Leste are good examples of where ASIST AP's initiatives have influenced donor designs of projects. Donors such as the government of Norway, Irish Aid and the EC have taken on board projects designed by ASIST AP. The ILO can play a major role in assisting partners in securing that labour issues and local resource based approaches are taken into project designs.

5.2 Findings related to validity of design

Validity of design – the second criterion concerns the soundness of the log frame and its strategy in relation to meeting the needs of the ILO and the country programmes. The log frame of the Sida component was compared with the overall ASIST AP log frame for logic and fit. The major assumptions and risks were assessed to find out if they were adequately defined. The evaluator also discussed with the ASIST AP management the appropriateness of the indicators to establish whether these have been useful during implementation.

The four pillars - The ASIST AP set-up of working through the four pillars: local level participatory planning; labour-based/local resource based technology; small-scale and community contracting; and labour-based maintenance is sound and logic for the work that has been carried out. Although they are all linked to each other, pillars 2, 3 and 4 are very closely related. For the period under review this four pillar approach has been valid and flexible enough, while for the future there may be a need to change the “pillars” somewhat to accommodate recent changes in the development environment. This is further discussed in section 7 - “Lessons learned and recommendations for future directions”.

Responsiveness to change – with natural disasters happening frequently in the region there has been a demand for ASIST AP to assist in these crisis that have occurred. This has to some degree altered the long-term plans of the programme in favour of meeting immediate demands for country organisations. About as much as 1/3 of the available time has gone towards crisis responses.

Meeting the needs of the stakeholders – the ASIST AP has in most cases been involved in the design of new projects where stakeholder needs have been identified early in the process and the project documents reviews show there are aspects that need technical backstopping of ASIST AP. The survey also reveals that over 60 % of the stakeholders consider their needs being met by ASIST AP.

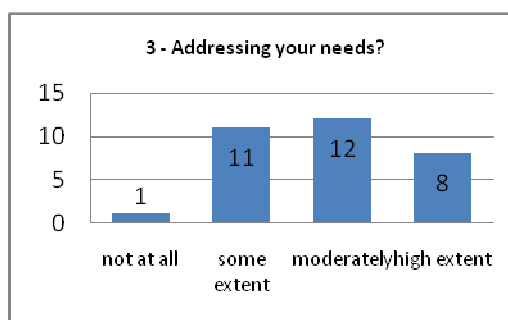


Figure 7 Question 4 of survey - addressing needs of stakeholders

A quarter of the respondents of the questionnaire would like assistance on managerial issues of their projects. This, one can say is outside the scope of the programme, as ASIST AP is not an implementer. However, it became apparent that the ASIST AP often acts as the interface between the “field” and the ILO headquarters or as one interviewee expressed it – “they are fire fighting on behalf of the Chief Technical Advisors (CTA) on bureaucratic matters...”.

The goals and immediate objectives warrant a few comments. The overall ASIST AP programme was designed under the motto “Mainstreaming Poverty Alleviation Strategies through Sustainable Infrastructure Development”. Its Goal and Immediate

objectives were defined as shown in the table below (left column). This evaluation is not to assess the overall log frame, but since it is interlinked to the Sida components log frame a few comments are made below.

Table 12 Goals and objectives of ASIST AP

ASIST AP	Sida component
<i>Goal – “Access of the population to employment opportunities and to economic and social goods and services improved through the effective provision of infrastructure”.</i>	<i>Goal – “To contribute to the poverty reduction goals of different countries in the Asia Pacific region”.</i>
<i>Immediate objective – “Local Resources Based Strategies for sustainable infrastructure provision integrated into country and donor capital investment programmes”</i>	<i>Regional Objective – “To improve the access of the rural population to basic, social and economic goods and services through the effective use of local resources”.</i>

The goal should be expressed as something the programme will contribute towards while the immediate objective is something that the programme will achieve if everything goes according to plan. The goal is normally expressed as “To contribute towards something ...”, but the words “contribute towards” are not spelt out as it is the explicit definition of a Goal. If one should be pedantic one could claim that the word “improved” in the goal is too vague. Improved it is, even with the smallest improvement for someone, and it therefore does not tell much. However, as a goal it might be okay, but not as an immediate objective as it is in the Sida logframe.

The immediate objective is normally expressed in past tense as it is something that will have been achieved once the programme is completed. The ASIST AP immediate objective is very ambitious at the same time as it is vague (see comment above). Does it refer to all country programmes of the ILO where ASIST AP is involved? Also local resource based strategies is wide in its definition, but it is understood that it refers to the four pillars in this context

The evaluator also understands that a lot of effort went into the design of the programme and to express it in simple terms. There is always a balance between simplicity and complexity. It is common that efforts are made to tweak words and expressions into a matrix format to get a programme document endorsed, just to see the log frame being left behind once the programme is up and running. This may well have been the case with the ASIST AP programme, but to the credit of the management they have reported on the outputs in the Annual reports, although lacking a bit in qualitative statements.

The implementation plan could not be followed – which is understandable after the Tsunami hit countries in the region and has been followed by other natural disasters that have required the attention of ASIST AP. Therefore it is not possible to assess whether the activities have been done on time. For the purpose of assessing the timely delivery the survey will answer this question. The progress reports have updated the

workplan and outlined the work ahead and that will suffice in a situation like the one that ASIST AP management constantly found themselves in.

The Sida goal is a “super goal” -The Sida goal is even higher than that of the ASIST AP programme. However, it could be seen as a “super goal” to which the programme is contributing towards. A pedantic comment on the log frame is that there is no need to state any assumptions as these work diagonally upwards in the LFA matrix; hence there should be no assumption for the goal.

The Sida immediate objective is beyond reach - The Sida regional objective, to be seen as the immediate objective, is very far fetched for a programme of two years duration, as it was originally designed for. Even with the four years to have an immediate objective which are in line with the overall ASIST AP programme’s Goal is out of reach. However, the indicators listed in the log frame are crispier and could well have served as the immediate objectives. These are:

- *“Increased regional understanding of the link between poverty reduction and sustainable rural infrastructure development through an effective use of local resources.*
- *Institutions responsible for rural infrastructure development strengthened and capacity for local resource-based rural infrastructure established in the Asia Pacific region.*
- *Country-specific procedures and tools for local resource-based strategies developed and used by Government or development banks in the Asia Pacific region”.*

The Sida log frame should have been a “nested” log frame – in the same way as the DFID logframe also should have been interlocked into the overall log frame. By default it would have brought down the ambition of the Sida component somewhat as it would only have been fulfilling parts of the ASIST AP logframe. In general, one can say that the objectives of the programme are understood and valid, but the level of ambition of the programme could have been reduced and also defined more stringently.

So are the nine outputs linked to the immediate objective and contributing to the goal? The outputs are all relevant, but as the ambition level is so high fulfilling these outputs will not automatically lead to the programme having achieved its immediate objective. ASIST AP is in no control of the immediate objective as the work is done by others. The activities carried out by ASIST AP will contribute to improved access and reduced poverty, but there are a number of other factors needed for the improved access to take place.

The indicators have been used when reporting on the outputs in the annual and semi-annual reports. However, many of the outputs and indicators are vague (this is further commented on in the section of achievements below). If this was deliberate or not is difficult to say as they may have been defined to allow flexibility in an ever changing environment. ASIST AP is operating in a region and will have to be prepared for changes

in country environments. It should be mentioned that the activities that stems from the above outputs are more descriptive. The indicators are not gender-sensitive and it is not possible to disaggregate gender data. However, one should bear in mind that for some of these outputs the gender aspects play a minor role.

5.3 Findings related to progress and effectiveness

In evaluating the effectiveness of the programme it was useful to consider to what extent the outputs were achieved and contributing to the objective of the programme. As stated above the immediate objective is beyond reach for a programme of this set-up and timeframe. However many of the outputs have been carried out successfully, but these in turn will not fulfil the programme objective. The outputs are presented below in tabular format and given a subjective rating as described in section 3- “Methodology”.

Table 13 Subjective scoring for achievements of outputs

Rating	Achievement	Viewed as
😊😊😊	All achieved	Excellent
😊😊	Achieved to a moderate or a large extent	Very good
😊	Achieved to an acceptable extent	Good
😞	Achieved to some extent	Fair/poor
😞	not achieved or to little extent	Bad

Stakeholders involved – ASIST AP works through projects and programmes. ASIST AP is foremost interacting with these through the management of these projects. The above analyses also provide information on how well these approaches have been adopted by the stakeholders. For the activities carried out with the four pillars the current ownership is also shown in section Review of implementation. ASIST AP acts as technical advisors to the various projects and programmes and there is a close interaction and exchange of experiences.

Influencing factors - the factors that derailed the programme and affected the outputs have been reported on in section 4 – “Review of implementation”.

Table 14 Output 1

Output 1	Indicators
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Improved capacity of decentralized Government units to more effectively deliver (pro-poor) sustainable rural infrastructure.	<ul style="list-style-type: none"> • At least 20 local Governments in the 4 focus countries trained in country-specific local resource based strategies. • At least 20 local Governments in the 4 focus countries use newly developed procedures and guidelines for planning and implementing rural infrastructure works.
	

Comment: The two indicators basically tell the same story as training goes hand-in-hand with use. The training would not have been undertaken if the procedures and guidelines were not to be used. The assessment of “the use” is better down some years from now.

Activities for this output have been carried out in all five countries. Cambodia and Lao PDR have been given the most support within this output. The following local government organisations have been trained and are now using the procedures and guidelines: Cambodia - Battambang, Pailin, Otdar Mencheay, Banteay Mencheay; Lao PDR - Houaphane, Champasack, Nga, Khoun, Viengkham; Indonesia - Nias, Nias South, Pidie, Biruen, Aceh Besar; Sri Lanka: Ampara; and all 13 districts in Timor-Leste.

As the indicators show the training has been tailored to country specific needs. Indonesia and Timor-Leste have had focus on actual road works while Lao PDR has had focus on contract management and Cambodia has covered all four pillars. and Sri Lanka have had focus on the participatory infrastructure planning.

Table 15 Output 2

Output 2	Indicator
Local organizations provided with a voice in the planning and implementation of infrastructure works	Local level planning guidelines established and in use in 3 countries (Indonesia, Laos, Sri Lanka).
	Participation during planning and resource allocation exercises in 4 countries (Indonesia, Laos, Cambodia, and Sri Lanka).

Comment: the second indicator is not particularly helpful as the method in itself is participatory by definition; hence they both express the same thing, except that the second indicator also includes Cambodia as the approach had reached further there in the previous period.

The plan was to have the methods established in three countries. In Lao PDR it has been established successfully. In Indonesia (Nias Island) it was tested unsuccessfully. In Sri Lanka it has been used successfully in Ampara, but very little backstopping input has gone into this and it is doubtful how established the method is. In Cambodia it has been established in the Ministry of Rural Development, which is a big achievement. It now figures in strategy documents and the method is applied by newly established IRAP unit in the ministry.

Table 16 Output 3

Output 3	Indicators
Innovative contractual mechanisms tested and	2 country specific technical and management documents developed for local Government and contractors (Laos and Cambodia).

established



Training on small-scale contracting and contract management for 10 local Governments (Laos and Cambodia).
2 country specific technical and management documents in use by local Government and contractors (Laos and Cambodia).

Comment: The word innovative could be a bit misleading. In this sense it means to develop contractual modalities that would suit the small-scale contractors and their clients. There are several comprehensive legal documents issued by internationally recognised organisations such as the International Federation for Consulting Engineers (FIDIC), the World Bank and the Institute of Civil Engineers, UK.

This output has been fulfilled to some extent. The ASIST AP as opted for the FIDIC’s (International Federation of Consulting Engineers) “Short form of Contract” and this is on its way of getting the FIDIC contract format accepted by all parties. Internal ILO bureaucratic procedures have, however, put spanners in this wheel, but it is likely to be resolved after some two years of advocating this contracting modality. Works in Timor-Leste have within the framework of cash-for programme (training in ILO administrative and finance terms). The Timor-Leste cash for work programme is closely articulated with the district Employment Centre and a computerised database system has been set up and most likely to be transferred to Government in support of its enhanced procurement capacity. For the future it is likely that Timor-Leste will follow in the steps of Indonesia and introduce the FIDIC contract modalities in the year to come. In Cambodia and Lao PDR the road works contracts have been according to contracting rules laid out by the ADB, hence no new and better contract documents. However, the contracting procedures advocated by ASIST AP are more than the contract document. Assistance has been given in setting and carrying out the modalities around the contracts used. This means procedures, such as interim and final payment certificates, how to decentralise the flow of funds for effective payment to contractors who have completed work satisfactory, supervision of contracts etc. In Sri Lanka there has been nothing done along these lines as projects have not been in place. Training on contracting modalities have been carried out in Lao PDR (2), Cambodia (4) and Indonesia (5), giving a total of 11 local governments being trained in new contracting modalities. Moreover, in Cambodia, Indonesia and Timor-Leste community contracting have been tried.

Table 17 Output 4

Output 4	Indicators
Rural infrastructure maintenance procedures developed and in use	2 country-specific maintenance procedures developed (Indonesia and Laos). Training on maintenance procedures conducted in 2 countries (Indonesia and Laos). 2 country-specific maintenance procedures in use (Indonesia and Laos).



Comment: The output is a bit vague and the indicators do not help much to narrow it down. It is not SMART.

In Cambodia maintenance procedures for rural roads have been developed and are now in use in the areas where the ILO has been working. In Lao PDR there has been no

progress on this output. In Indonesia and Lao PDR there have been some studies undertaken during 2007 and 2008, but it is still in its infancy. The first steps towards this have also been taken in Timor-Leste in 2008. In Sri Lanka there will be some work undertaken next year through an UNOPS project.

Table 18 Output 5

Output 5	Indicators
Local resource-based approaches disseminated and incorporated 	4 country-specific approaches developed (Indonesia, Laos, Cambodia and Sri Lanka). 3 Government programmes incorporate elements of local resource-based strategies (Laos, Cambodia and Sri Lanka). 3 ADB and WB programmes incorporate elements of local resource-based strategies (Laos, Cambodia and Sri Lanka).
Comment: The output and its indicators could have been tighter in their definitions.	

The output refers to pillar 2 – local resource based infrastructure works. In Timor-Leste it has been a success were the government has adopted the approach fully and made it they way of building low volume roads. Two ADB projects in Lao PDR have partly adopted the approach and one large programme in Cambodia. In Indonesia the MDF has funded the first phase of the road rehabilitation project in Aceh and Nias and the second phase will soon commence. In Sri Lanka there has been no progress on this output.

Table 19 Output 6

Output 6	Indicators
Collaboration with other regional institutions 	Country participation in dialogue and meetings of 2 international organizations (Indonesia, Laos, Cambodia and Sri Lanka). 2 in-country universities engaged in promoting and developing activities and research and curricula development (Indonesia, Laos).


There is an on-going dialogue with all countries involved. ASIST AP has provided support to the ILO training in Turin and in Bangkok, which have trained one person per year for each country including Timor-Leste. From the past there was a set-up in Indonesia for collaboration with universities, but during the period of evaluation this faded out due to lack of resources for (and from) the local counterparts. ASIST AP participates in International Federation for Rural Transport Development (IFRTD) annual seminars and has also attended SEACAP seminars.

Table 20 Output 7

Output 7	Indicators
Poverty focused approaches incorporated into Government policies and strategies. 	Components of local resource-based strategies integrated or incorporated into 3 Government policies and strategies (Indonesia, Laos and Cambodia).

In Cambodia and Lao PDR there exist advanced drafts of national strategies. Cambodia is the most advanced in Rural Infrastructure strategies. The Rural Transport Infrastructure Policy in Lao PDR is amended and will be taken into a sector wide approach programme support by WB. In Indonesia there is work on establishing a National Employment Strategy which ASIST AP provided input into.


Table 21 Output 8

Output 8	Indicators
Development and dissemination of materials documenting best practices in relation to the delivery of rural infrastructure services. 	3 poverty analyses assessing the link between poverty reduction and sustainable rural infrastructure development through an effective use of local resources

Comment – Output and indicator not matching entirely, as there is only one indicator while there should have been others to pick up the work done on production of publications unless these were not to be funded by Sida. However, it seems funds have been contributing to production of manuals and guidelines.

Four poverty studies have been undertaken in Lao PDR (2), Cambodia and Vietnam. In addition ASIST AP has produced and disseminated a number of documents (see section 4 “Review of implementation”, regional activities) of very high quality. The output is given two smiling faces as it is not possible to determine to what extent the publications have been delivered as intended. Another concern is how well the poverty studies have been disseminated and are known to important stakeholders

Table 22 Output 9

Output 9	Indicators
Gender audit of technical materials conducted 	Gender experts review 4 guidelines before finalization (Indonesia, Laos, Cambodia and Sri Lanka).

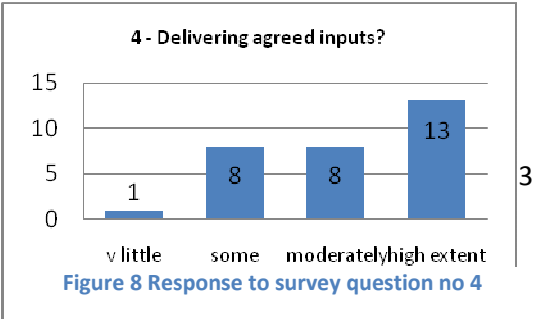
Comment: The output is a bit crude as it does not specify why these audits are carried out. As stated above it is not possible to disaggregate gender data.

There has been some attempt to review some documents, but nothing serious that is worth reporting on. This output has not been successful.

5.4 Findings related to efficiency of resource use

Efficiency measures the outputs --qualitative and quantitative --in relation to the inputs. It signifies that the programme uses the least costly resources possible in order to achieve the desired results. Were activities cost-efficient and were objectives achieved on time? It is difficult to assess the timeliness of the programme activities as the original work programme was not followed due to explanations given above.

No alternative way of offering the same type of services - When assessing



efficiency of a programme it is often useful to compare activities and outputs with alternative ways of implementation. Given the conditions in 2005 there were hardly any other cost-efficient alternatives to test. An assessment of ASIST Africa some years ago reached the conclusion that it would not be cheaper to move ASIST activities into another international or private organisation.

Stakeholders are generally satisfied with the deliverables - the survey reveals that the respondents were generally happy with the issue being given support and the timely deliverables.

The respondents of the questionnaire rank the timely deliverables by ASIST AP as good. 70% are satisfied (moderately or to a high extent) with the timely deliverables by ASIST AP. This is a remarkable feedback as the team has been restricted to only a few experts covering many countries. As many as 63% (moderately or to a high extent) of the respondents of the survey, as shown in Figure 8, are satisfied with that ASIST AP is addressing their needs. ASIST AP is addressing the needs of the country programmes and the programme is delivering on time.

Whether the resources have been used strategically to achieve the objectives is difficult to say, but the three sources of funding have been put in common programme basket and used to the best of the management abilities. When specific inputs have been needed the management has called in experts on external collaboration contracts, which is not too costly.

5.5 Findings related to effectiveness of management arrangement

The effectiveness measures the extent to what the management has managed their mandates, monitoring of project, backstopped the projects and collaborated with other projects and programmes. To a large extent the statistics behind the findings are presented in section 2.2 – “Management aspects”; hence they are only briefly repeated in this section.

The management capacity has been inadequate due to shortage of funds- It is acknowledged that the programme has been down to its bare minimum of resources and it is envisaged that the deliverables may have been somewhat delayed. However, based on the above analyses and the result of the questionnaire it seems ASIST AP is delivering.

It is not possible to determine how much project work that have been undertaken as there are no records on individual activities. Based on the information of field visits undertaken during the period it seems more time could have been spent in the field. There is also a big variation between the team members on time spent in the

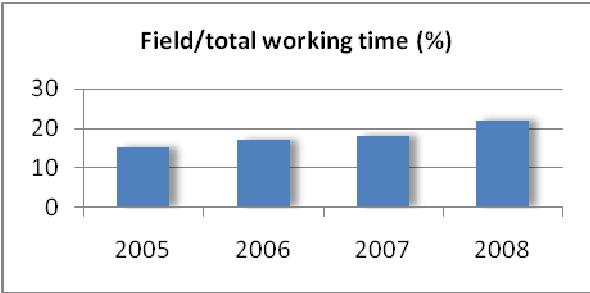


Figure 9 Field time of total working time available

field. Based on the time in the field it is not likely that the team has had time to undertake any substantial monitoring of ongoing activities. Instead they have had to focus on the most critical backstopping and establishment of new projects and initiatives. However, time in the field does not reveal the whole story – the evaluator estimates that an equal amount of time is used for project follow-ups and preparation of tasks such terms of references, identifying candidates etc., which is done from the office in Bangkok.

The Responsiveness has been good- despite having only two experts for the last two years the programme has been responsive according to survey and the interviews undertaken. Somewhat more than 60 % of the stakeholders consider ASIST AP to pay attention to their needs and about 70% are satisfied with the timely deliverables. The latter may seem high considering the small size of the team. Is it possible with such a good result? Interviews revealed that the team seems to respond quickly to requests. It should also be acknowledged that some countries have been given a lower priority and may not have had much interaction with ASIST AP. Two such countries are India – were there have been other ILO experts on the ground covering similar tasks – and Sri Lanka which has more or less phased out of collaboration. In conclusion it has not been possible to meet the demand from all country stakeholders. Seen from the evaluator’s overview perspective, it seems the team have managed well to respond to the needs of the projects and programmes that have been prioritised.

Sufficient monitoring of projects has not been possible - How effectively does the programme monitor project performances and results with only two experts? There has been very little time for such activities with the scarce resources at hand. How that role of ASIST AP can take shape to ensure the infrastructure projects deliver results of good quality is further discussed in later sections of the report.

The communication has been good between the ASIST AP and the country offices and projects – this is also confirmed by most of the interviewees, although one ILO staff mentioned that the role of ASIST AP could be made clearer.

ASIST AP received little backstopping from EMP/INVEST - ASIST AP is working very much on their own without having much backstopping from EMP/INVEST and other headquarter based branches of the ILO. The reason for this is that EMP/INVEST also has very few resources, and needs to share its support between three continents. The dialogue in general with EMP/INVEST is very good. Although ASIST AP is now well integrated into the ROAP it has always managed on its own.

5.6 Findings related to impact and sustainability

Assessing the impact of a programme is mainly to assess what has happened as a result of the programme? This could be either positive or negative changes, and it may be directly or indirectly, intended or unintended.

Impact of the ILO activities in the five countries - The table below shows the impact, or the level of adoption of the pillars advocated by the ASIST AP. However, the levels cannot be ascribed to the ASIST AP directly as the projects have been carried out by other ILO officials and counterparts responsible for projects and programmes on the ground. However, it is apparent that in some of the countries the ASIST AP has had instrumental role. One example of this is the work in Timor-Leste, which has gone through all five levels in a very short time. From the introduction and the demonstration rehabilitation project of a 1.7 km long road the local resource based approach is now being mainstreamed and institutionalised.

Table 23 Pillars Impact in the selected countries

5 – Institutionalised at national level	Cambodia Lao PDR	Cambodia Timor-Leste	Cambodia	
4- Mainstreamed at national level				
3 – Mainstreamed at local level	Cambodia Lao PDR	Cambodia Indonesia	Cambodia Indonesia	
2 – Demonstration at project level				<ul style="list-style-type: none"> • Lao PDR • Cambodia
1 – Introduction	Indonesia Sri Lanka			Indonesia Timor-Leste
Pillar	1 – participatory planning	2 – local resource based technology	3 – Small scale contracting	4 – labour-based maintenance

Sri Lanka on the other hand has suffered from the reduced funding and less support from ASIST AP and the introduction of the participatory planning has not been given the avenue it could have had after having produced guidelines in the local language and having had training conducted for national staff.

The intensive support to Cambodia and Lao PDR has resulted in them having reached an institutional stage of implementing appropriate means of promoting rural infrastructure access. However, it should be acknowledged that these two countries have been given support over a long period of some 15 years or so even before ASIST AP was established. Although having had a long time of support the two countries represent a situation where there is a gap in the intervention logic. The approach to participatory local infrastructure planning is in both countries now accepted and adopted at the highest governmental level as the approach is being built into national strategies. However, both countries jumped the step of having the approach being mainstreamed at the national level before it is taken into national strategies and plans. Work has been mainstreamed at the local level and found to be successful and then been brought into the desks of the decision makers and planners without having been used nationwide first. Although it is heartening to see that the methods have been adopted at the highest level of the government

The programme has immediate impact on the projects - The evaluation does not concern the end beneficiaries such as the local rural people earning and income from the infrastructure provision. The beneficiaries of the programme are the project implementers and other institutions in direct contact with ASIST AP for implementing the approaches within the EIIP concept. It is unlikely that Timor-Leste had been in current advanced level of implementing employment intensive investments on the island without the assistance of ASIST AP.

It is not possible to assess how many people have been influenced by the ASIST AP interventions and without the national project there would not have been much impact. The ASIST AP provides its expertise to the programmes, which in turn implement the activities. To assess to what extent the ASIST AP inputs have reached the end beneficiaries cannot be done without assessing the various projects. Impact studies have been carried out by ASIST AP on four particular projects.

Concerning the sustainability aspects whether the benefits of the programme are likely to continue after the programme has been withdrawn it must be noted that a programme of this nature requires a longer term of operation before one can assess these aspects. All respondents to the questionnaire indicate that they have a need for further assistance. As many as 96% would like an input of more than two weeks per year and more than 50% would need double the amount of support (four weeks or more)

A major factor that has contributed to the result is the competent ILO staff on the ground who are capable implementing the methods.

ASIST AP has previously been trying to build up a cadre of regional staff to support projects. This initiative has not gained much momentum. There are, however, a few local experts who are now engaged in other countries than their own and this is heartening. According to reports they perform very well, but they are too few. To some extent there have also been restrictions within the UN system of having national professional performing duties outside their home countries, which have lessened their exposure to work related issues needed in order to become a regional expert.

5.6 Summary of findings

The major findings are summarised below under each criteria group. The number of findings has been limited to maximum four for this presentation. The text under each heading is kept at a minimum as the findings have been explained and elaborated upon in the previous section.

Table 24 Findings related to relevance and strategic fit

1	Findings related to relevance and strategic fit
1.1	The programme is relevant and fits in strategically with all the DWCPs of ROAP and the framework of EIIP. ASIST AP is an integral part of these programmes.
1.2	ILO constituents – the programme does not work directly with the ILO constituents, government, employers and workers as it works through projects

and programmes, which in most cases are implemented by the ILO. However, the end beneficiaries are of course these three constituents were local government, contractors and consultants from the private sector undertakes local infrastructure interventions based on available local resources, which to a large extent is constituted by local men and women.

1.3 Sida's contribution to the programme has been crucial for this second phase. Its withdrawal from the programme when this phase comes to an end is due to Sida's change of overall priorities where infrastructure works is no longer a prioritised area of development cooperation in the region.

1.4 ASIST AP is appreciated by development partners and called upon for project designs by organisations such as the WB and ADB, which shows its strategic role.

Table 25 Findings related to validity of design

2 Findings related to validity of design

2.1 The project has been designed according to the logical framework approach (LFA) and it contains all the parts required, although the objectives, outputs and indicators could have been made firmer and clearer. Gender disaggregated data cannot be found in the logframe, which is mainly due to the nature of the services that ASIST AP provides to project and programmes.

2.2 The immediate objective is beyond reach and it is also vague in its definition. The Sida logframe should have been a "nested" logframe, and as such given a more modest and reachable immediate objective.

2.3 The outputs are all relevant and have satisfactory been fulfilled, but these results will not lead to a fulfilment of the immediate objective (see above)

2.4 The original implementation plan was just an outline of activities to be carried out. External factors such as natural disasters, and also changed priorities within countries have had an impact on the planning. The programme has therefore had a more pragmatic approach to planning and listened with a sensitive ear to the requests that have come in from the countries.

Table 26 Findings related to progress and effectiveness

3 Progress and effectiveness

3.1 Most outputs have been delivered to a large extent and this is commendable under the given circumstances. The results can, however, not be directly attributed to ASIST AP as the programme works through national projects, which have their fair share of successful implementation.

3.2 Several external factors affected the programme negatively and made it difficult to keep the long-term plan in place. Hence it became more of fire fighting and keeping the programme afloat and providing as much services as possible.

3.3 Significant results have been achieved in Timor-Leste, Cambodia, Indonesia and

Lao PDR, while Sri Lanka was left behind and has accordingly not had that much success.

- 3.4** The stakeholders are generally satisfied with the service provided by ASIST AP as the programme responds to their needs and delivers on agreed inputs.

Table 27 Findings related to efficiency of resource use

4 Findings related to efficiency of resource use

- 4.1** In general the scarce resources have been used wisely by the management by using all three sources of funding in the most efficient way.
- 4.2** It is not possible to determine whether the services were delivered on time, but the stakeholders are generally satisfied with the services delivered.
- 4.3** It is difficult to see that the services offered could have been done in a more cost-efficient way, although there could have been a stricter prioritisation. It is however acknowledged that it is difficult to pull out of initiatives already started; hence ASIST AP may have been obligated to continue work in some countries despite not having the resources to do so.
- 4.4** Less time could have been spent on producing documents in favour of allocating time to the respective countries. There is a fine balance to strike as this work is also important as ASIST AP is in pole position and needs to have the most relevant documentation at hand for distribution.

Table 28 Findings related to effectiveness of management

5 Findings related to effectiveness of management arrangements

- 5.1** The management capacity has been inadequate due to shortage of funds
- 5.2** The programme has been responsive to the developments of the DWCP and now forms an integral part of them
- 5.3** The programme communicates effectively with the projects in the field and often also works as the interface between the field and the ILO headquarters
- 5.4** ASIST AP works with minimal support from EMP/INVEST, but is more closely linked to the branch than previously.

Table 29 Findings related to impact and sustainability

6 Findings related to impact and sustainability

- 6.1** As there exist little technical and transportation expertise within the ILO country office it is not likely that ASIST AP beneficiaries would have managed on their own without the support of the programme; hence it has had a good impact on these ILO interventions, which is confirmed through interviews and the survey undertaken.
- 6.2** Although some immediate impacts have been shown and with that some prospects for sustainability of the pillars advocated by ASIST AP, a programme

such as ASIST AP should be seen over a longer period. Working with a vast number of stakeholders in a large region takes time and effort.

6.3 ASIST AP has to some degree built up small cadre of national experts who can undertake work in the region, but it is not enough to meet the demand

6. Conclusions

These main conclusions are summary judgements of the findings presented in the previous section. As the findings have been elaborated upon above, this section goes straight into the overall conclusion of the programme with only brief statements of the main conclusions. This is then followed up by lessons learned and recommendations for future actions in the following sections.

Funding of the programme

1. Sida's contribution to ASIST AP has been crucial to keep the programme "afloat" as the DFID was not funding the second phase of the project as envisaged. Without the Sida support the programme would have faltered had not any other donor come to the rescue. Sida has also been accommodating in extending the timeframe of the programme enabling the management to use the scarce funds appropriately and effectively.
2. The ILO has increased its funding substantially to the programme over the recent years showing its appreciation for the work done by ASIST AP and pointing out the importance of having a regional programme promoting infrastructure works for local development.

Need for the programme

3. The programme has filled an important role in the support to projects that deals with infrastructure works for local development. It is in the forefront, and no other institution has the wealth of knowledge and experience within this field; hence there is a need for the programme to continue its services for a longer period.
4. Accordingly, there is a demand for ASIST AP to continue its work. As many as 75% of the survey respondents consider "buying" their services indicating that the assistance is valued by its beneficiaries. A majority of the respondents would also like if to continue in its current form while as many as 39% consider a different set-up.
5. The programme now fills a role in the DWCPs by contributing to national outcomes and it is an important "regional arm" of the EMP/INVEST.

In sum of section 6:

This section is a summary of its own; hence only a few points are stated below:

- Increased ILO funding indicates its appreciation for its "regional arm" of the EMP/INVEST
- The programme fills a role in the DWCP
- ASIST AP has added leverage to many projects and initiatives
- A two-man team is not enough to cater for the demand

Management of the programme

6. Due to the reduction of funding the management has had to reduce its core staff and has had to make priorities of work to be undertaken, which has resulted in that some countries received less support than the previous period and thereby many opportunities may have been lost for creating employment in the local infrastructure environment.
7. A two-man team, which has been the operational long-term capacity of ASIST AP in the last two years, has not been enough to provide the services as intended when the programme was designed. However, stakeholders rate the services of ASIST AP highly. The programme pays attention to their needs to a large extent and the team deliver inputs as agreed. Moreover, they serve as the interface between the field and the headquarters of the ILO, which is appreciated by project managers (CTAs).
8. This evaluation may not be as positive as the DFID evaluation in 2004, but it takes cognisance of the hard and good work of the ASIST AP team. The reduced team has done a commendable job in covering such a broad technical field and vast geographical area!
9. Although there is a fine balance to strike between regional “office work” and country “field work” the latter should have been given preference. Production of publications could have been shelved for some time or could have been taken over by short-term experts with tangible outputs to deliver. This would have freed up some time for the core staff.

Outputs of the programme

10. The outputs of the programme are relevant and have to a large extent been delivered satisfactorily, but the objective of the programme is beyond reach as the project design was too optimistic in what the programme could deliver as a whole.
11. The programme outputs and activities fall under the country programmes outcomes. In most cases they contribute to these outputs and in one specific case they have their own outcome to fulfil in Lao PDR (during 2006-07 they also had one on their own in Cambodia). The ILO has reduced the number of outcomes per country and aims for three per country to make them more

manageable and it is therefore logic that the ASIST AP activities will only contribute to the larger outcomes.

Impact of the programme

12. The programme has added leverage to many of the projects carried out by the ILO through its expertise and its network of contacts (roster of experts for projects). It has also assisted project managements in their dialogue with country offices and the ILO headquarters. Without this support the projects would not have made such good progress.

13. The programme has not had the resources to monitor and control the quality of projects properly. The quality control has instead been in the form of responding to requests from projects where the team has had the opportunity to direct or give feedback on initiatives taken or proposed in projects.

14. Although the evaluation does not lend itself to assess the impacts the programme has had on the end beneficiary (note the immediate objective –“ *To improve the access of the rural population to basic, social and economic goods and services through the effective use of local resources*”) it is likely that the programme has been instrumental in designing projects in such a way that the substance of the four pillars are given enough attention, which in turn has an impact on the people living in rural areas.

7. Lessons learned

The lessons learned are based on the evaluation, but generalisations are made beyond the programme being evaluated. The lessons learned are split into four groups:

A programme of this nature and technical and geographical coverage requires:

1. adequate resources in order not to spread too thinly across the member countries.
2. to have its staff in the field to a large extent, not only to accommodate the immediate needs of the stakeholders, but also to be “on the ground” for stakeholder dialogues on further initiatives.
3. a long term strategy and a long period of support provided it member countries to ensure methods and approaches are sustained.

What is a suitable role for ASIST AP?

4. ASIST AP has effectively added leverage to organisations in the sphere of jobs and infrastructure, and its role of acting as a catalyst can be very effective in ensuring that ILO “values” are understood and promoted. The ILO is a small player on the development field and among the UN family and therefore need to seek alliances and more muscles through larger projects and initiatives to have a more substantial impact on the society at large.
5. Natural disasters and other related crisis will be recurring and the programme should make room to accommodate this in its long term planning (experience shows that some 30% of ASIST AP time has gone towards crisis responses). The programme will not only provide assistance in the immediate situation of relief (many others are equally or better equipped to offer such services), but more importantly it will tailor approaches for the medium to long-term perspective of restoring livelihoods and developing local economies. This interface is extremely important and a role ASIST AP is well acquainted with.
6. The programme’s move from being a bit alienated from other activities of the regional office to being an integral part of the DWCPs has been appreciated within the ILO. There is also a clear need for technical competences in the field of infrastructure work, which offers vast opportunities for employment in both

In sum of section 7:

This section is summary of its own; hence only a few points highlighted:

- ASIST AP role as a catalyst - very important, and appreciated by other partners
- Planning - to accommodate activities related to natural disasters and other crisis
- Technical competence - needed in the field of infrastructure works
- Opportunities - lost in promoting jobs and infrastructure due to low capacity of ASIST AP

urban and rural areas. In general the vast potential for job creation in the infrastructure sector is acknowledged by all three constituents of the ILO and the push for this has not been stronger in many years.

7. ASIST AP will remain the technical arm of EMP/INVEST and it is encouraging to learn there is good dialogue and common understanding of how the future activities should be carried out.

Programming

8. A long-term programme must be designed with flexibility to allow for changes to take place. ASIST AP has shown that this is possible. The programme has so far mainly been focusing on the conditions in the rural areas. As there is now a change of focus among many IFIs towards urban areas it is likely that urban environments will attract more attention than it has in the past.
9. Moreover, ASIST AP has been mainly focus on providing access through the provision of rural infrastructure provision, which is extremely important, but other ILO initiatives have also met with appreciation. One such successful initiative was the urban works in Cambodia, which could preferably be replicated in many parts of this region.
10. Another area where ASIST AP has a clear role is on the impact of employment. Many of the projects may have statistics on people employed, but very seldom is there an impact assessment on the society at large. Although four studies have been carried out on the impact of local resource based infrastructure works there is need to for more work in this field and for proper dissemination of facts.
11. Due to the lower priorities of some countries during this period of scarce funding it is likely that many opportunities for the ILO to take part in promoting jobs and infrastructure works were lost.

Funding

12. Although the programme was given superlatives in DFID evaluation of 2004 it did not lead to continued funding as DFID changed its funding mechanism. The programme was taken by surprise. Could these signals have been picked-up earlier through a more active dialogue with DFID's headquarters? Improved communication and frequent networking with the donor agencies would assist in the planning and design of programmes, but the question is whether the ILO

has the resources for this? Probably not. Although having the ASIST AP team spending more time in the field and also given the country office their due respect will lead to an increased interaction with the development partners.

13. This point follows on to the previous. Once the Sida component of the programme was approved and launched there was very little interaction between Sida and the ILO concerning the programme. ASIST AP has produced and submitted progress reports as outlined in the project document, but there has been very little follow up from Sida. There would have been an advantage if the ILO headquarters and Sida had kept the dialogue open during the time of implementation. That would have enabled both parties to raise issues above the programme level. However, this depends very much on the individuals involved and can be more or less conducive. (It would not have changed Sida's decision of discontinue funding as this is a political and strategic decision taken by Sida not to directly support infrastructure works.)

14. As many donors seem less inclined to earmark funds for specific programmes, it is likely that the ASIST AP will have to operate within the internal ILO funding mechanism such as the new complementary RBSA funding. The programme has already been successful in getting RBSA funding for 2009, and the opportunities that lies within the funding modality must be further explored. Another way of funding would be to get direct funding from projects for specific tasks to be carried out by ASIST AP.

Size and set-up of management

15. Is it a lesson learned that two experts can do the job, which five people did in the previous period? This is not the case! The level of ambition had to be reduced over the last period of the second phase, but in hindsight it may be that five was one too many. Ideally, the team should operate with four experts whereof three should have broad engineering background, i.e. the wider scope of engineering where the values of the ILO are well known and appreciated. The three experts would then be complemented by a planner/economist. The line between engineering and planning is of course flexible as the importance is to ensure delivery of the required services. The "softer" issues of infrastructure works are at the heart of the ILO and this competence should also be covered. Instead of having a person with this background on the team it would be advisable for ASIST AP to collaborate with the other units of the ROAP and the country offices.

8. Recommendations for future directions

The recommendations stems from the conclusions and lessons learned above and will therefore not be extensively elaborated upon further in this last section of the report.

Table 30 Recommendations concerning funding

Action: Secure funding	By
One possible source of funding will be the ILO RBSA. The programme has already been successful in obtaining such funding for 2009. This should be further explored.	ASIST AP in collaboration with EMP/INVEST and ROAP DWCP
Another source of funding is the direct project funding. All projects within the sphere of the ASIST AP mandate ought to have a component for technical expertise built in addition to the normal ILO backstopping services.	ASIST AP and ILO country offices, ROAP DWCP

Table 31 Recommendation concerning focus of work

Action: Widening the horizon of works	By
More focus should be given to urban infrastructure works	ASIST AP in collaboration with EMP/INVEST and DWCP
There is a need to bring in more environmental aspects of infrastructure works in line with ILO policies. It is also an opportunity to show the advantages of small scale environmental friendly infrastructure works	ASIST AP and ILO country offices
With above two aspects in mind the ASIST AP management should consider changing its pillars to align itself more to the latest developments of the EMP/INVEST strategies of working through thematic approaches	ASIST AP and EMP/INVEST

In sum of section 8:

This section is summary of its own; hence only a few points highlighted:

- RBSA and direct project funding – the likely funding scenarios of ASIST AP in the future
- A four-person ASIST AP team would be ideal, but would require more funds that is available in 2009
- More focus on urban infrastructure works
- More focus on “green jobs”

Table 32 Recommendations concerning management and country focus

Action: Management restructuring and country focus	By
<p>With three experts on the programme in 2009 there should be more time allocated for field activities. Although this may seem as a substantial increase it is an increase from a low level.</p>	<p>ASIST AP management</p>
<p>A four-person team would be desirable should funding be available. This would be ideal and allow at least two experts to be based in recipient countries to give the programme a better presence in countries of high potential for expansion.</p>	<p>ASIST AP management</p>
<p>Should there be an increasing potential for work in a country or sub-region the management should consider the possibility of placing one person in the sub-region. There is already a decision to place the incoming expert in New Delhi, India to cover the South Asia sub-region. However, splitting the two-man team in Bangkok may have negative impacts as the synergy of having two experts operating from the same office and filling in for each other is lost.</p>	<p>ASIST AP management</p>
<p>Liaising with other development partners should be given a priority in the work.</p>	<p>ASIST AP management</p>
<p>Short-term experts to be recruited for specific tasks with tangible outputs to free up time for the core staff to work actively in the recipient countries and represent continuity of the programme. Task that could be suitable for this type of work is assessments of projects, compilation of documents.</p>	<p>ASIST AP management</p>
<p>There is also a need to re-visit the priorities made during the course of the programme concerning to what extent each individual country should receive support. Some countries that were given less support in recent years, may have big potential, such a country would be India. Other countries such as Cambodia and Lao PDR seem to fall out of focus as funding of project seems a problem. It is important that a priority is made to ensure a maximum yield of the investments made.</p>	<p>ASIST AP management</p>

Annexes

- A. Terms of reference
- B. List of persons interviewed
- C. List of people invited to participate in the survey (questionnaire)
- D. List of evaluation questions
- E. Questionnaire
- F. Result of survey
- G. Reference documents
- H. Consolidated comments and on the draft evaluation report incl. responses
- I. ASIST AP logframe from 2005
- J. Field missions 2005 to 2008
- K. Executive summary for the ILO webpage

**Terms of Reference
for an independent final evaluation
of**

**Support to “Sustainable Rural Infrastructure Development Services for
Poverty Reduction in the Asia Pacific Region” (ASIST-AP)**

Project code: RAS/04/12/SID

Donor: SIDA

Projects’ budget: USD 1,110,977

Project duration: Jan 2005 – Dec 2008

Implementing Agency: International Labour Organization (ILO)

Geographical coverage: Regional with special focus on Indonesia, Timor-Leste, Laos, Sri Lanka and Cambodia

Evaluation date & duration: November-December 2008

TORs Preparation date: October 2008

1. Introduction and Rationale for Evaluation

ASIST AP is a programme of the ILO Regional Office for Asia and the Pacific (ROAP) based in Bangkok. It is defined technically within the framework of the ILO’s Employment Intensive Investment Programme (EIIP) and functions as the regional arm of EIIP. The objectives and outputs of the ASIST AP programme are part of the overall framework of objectives of the EIIP.

ASIST AP started as a regional programme in 1998. Since then the core programme has been co-financed by the ILO, Danida, DFID, Sida and the Netherlands. DFID core funding stopped at the end of 2007 while Sida core funding will end on December 31, 2008. The overall goal of the ASIST AP programme is to improve access of the population to employment opportunities and to economic and social goods and services through the effective provision of local infrastructure. The immediate objective is to develop and integrate local resource-based strategies for sustainable pro-poor infrastructure provision into country investment programmes. Local resource based strategies aim to optimize the use of local labour, local materials and suppliers, local consultants and contractors, local governments and communities in the planning, construction and maintenance of infrastructure. ASIST AP achieves its objectives through four technical fields of operation: local level participatory infrastructure planning, labour-based technology, small-scale and community contracting and labour-based maintenance.

The ILO, recognizing the demand for EIIP services from the member States and the central policy role that EIIP now plays within the ILO strategic programme, has increased funding for the EIIP/ASIST including core expert positions in Asia Pacific. The core unit in

Bangkok is also backstopping a number of EIIP country projects (current portfolio around 16 million USD).

According to the ILO policy on project evaluations, there is a need to conduct an independent evaluation at least once during the project lifetime for all projects that have budget over USD 500,000. The independent evaluation of ASIST SIDA funded component is therefore proposed. The last evaluation of ASIST AP programme took place in late 2004 and the ILO Evaluation unit undertook the global strategy evaluation of EIIP which also encompassed ASIST AP in 2006. The period of 2005-2008 overlaps with the Sida funded project. It is thus proposed that the independent evaluation to be carried out relies mainly on the review of relevant documents that have been produced and supplement by the interviews with key stakeholders. The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standard.

2. Background on projects and context

ASIST AP is a regional programme receiving core funding from ILO, DFID and Sida during the period 2005-2008. ASIST AP is the regional arm of the ILO's Employment Intensive Investment Programme (EIIP) and has initiated various country activities which are now separately funded in support of the overall EIIP programme objective.

The Sida support project focuses on the regional ASIST AP activities and specific country activities in Indonesia (and Timor-Leste) Laos, Cambodia and Sri Lanka. The project activities are integrated and become part and parcel of the ASIST AP overall regional work programme. The project provides advisory support, information services and training on sustainable rural infrastructure services with a focus on the poorest countries in the region. The project works both at the local and central level. At the local level it focuses on institutional capacity building of local partner institutions in such areas as local access planning, technology choice, the development of small-scale contracting and labour-based equipment supported infrastructure maintenance. At the central level it contributes to policy and strategy development to ensure that investments in rural infrastructure maximize the impact on poverty reduction, income generation and local skills development.

The Development Objective of the project is to introduce local resource-based strategies (or components) and contribute to the poverty reduction goals of different countries in the Asia Pacific region through improved access of the rural population to basic, social and economic goods and services through the effective use of local resources.

The immediate objective of the project (SIDA funded component) is to strengthen institutions and develop the local capacity in the Asia region to improve the access for the rural population by a more effective, pro-poor, delivery of rural infrastructure services.

The specific outputs to be produced under SIDA funded component are as follows:-

1. Improved capacity of decentralized Government units to more effectively deliver (pro-poor) sustainable rural infrastructure.
2. Local organization provided with a voice in the planning and implementation of infrastructure works
3. Innovative contractual mechanisms tested and established
4. Rural infrastructure maintenance procedures developed and in use
5. Local resource-based approaches disseminated and incorporated
6. Collaboration with international institutes and universities

7. Poverty focused approaches incorporated into Government policies and strategies.
8. Development and dissemination of materials documenting best practices in relation to the delivery of rural infrastructure services.
9. Gender audit of technical materials conducted

Several of the above outputs were produced as described in various project progress reports.

Project management arrangement

The ASIST AP programme has a regional focus based in Bangkok. The team is multidisciplinary and works closely with the three ILO sub regional teams in Manila, Bangkok and New Delhi and the various country offices in the Asia Pacific region.

3. Purpose, Scope and Clients of the evaluation

Purposes: The evaluation is to consider the strategic contribution of the SIDA funded component to the overall objectives of ASIST AP as a regional programme. The evaluation also aims to make recommendations regarding the future of ASIST AP as an institutionalized ILO regional programme including suggestion for sources of possible financing, execution modalities and intervention strategy, regional and country activities.

The evaluation will assess whether the project has achieved its immediate objectives and to what extent it has contributed to the objective of the employment intensive investment programme to support poverty reduction strategies in the relevant countries. It will include consideration of whether the means of action have made contributions toward achieving ILO Regional Outcomes, the Decent Work Country Plans (DWCP) and the relevant country poverty reduction strategies. It will also look at strengths and weaknesses, opportunities and challenges. The evaluation will be produced as a final project completion report which can be submitted to the donor

Scope: The evaluation focuses specifically on the SIDA funded component to ASIST AP. It takes into account all interventions, geographical coverage, and the whole period of SIDA funded component under ASIST AP framework (2005-2008).

The evaluation will have to take into consideration the scope of the following frameworks:

- EIIP strategy
- ILO relevant DWCP priorities at regional and country level
- Relevant country priorities and strategies to address poverty

The evaluation also needs to consider external factors that have impacted on the delivery of the outputs such as the decline in DFID funding and frequent occurrence of natural disasters and conflicts in the region.

Clients: The principal clients for this evaluation are the project management, Employment Sector at ILO HQ, **RO-Bangkok, ILO EVAL unit and Donor (Sida).**

4. Key Evaluation Questions/Analytical Framework

The evaluation should address the overall ILO evaluation criteria such as **relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations 2006*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. Any other information and questions that the evaluator may wish to address may be included as the evaluator see fit. Suggested key specific issues to be addressed are as follows: -

A. Relevance and Strategic fit

1. *Strategic use of SIDA contribution. How have these SIDA funded means of action contributed/ or had any added value to the larger initiatives? Other initiatives include the context within which ASIST AP is implemented. (Review concept and design of the project documents (DFID and Sida) as well as the ASIST AP programme document and other relevant programme and strategy documents and programme priorities of the Emp/Invest unit in Geneva, ROAP in Bangkok and the Decent Work Country Programmes of the countries).*
2. *Have the means of action been appropriately responsive to the needs of the national constituents and changing partners' priorities?*

B. Validity of design

3. *To what extent the design of the means of action is sound in addressing the ILO and country's needs? Have the means of action been appropriately responsive to political, legal, economic and institutional etc. changes in the project environment?*
4. *Is the intervention logic of the means of action coherent and realistic?*
 - a. *Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypotheses?*
 - b. *What are the main strategic components of the means of action? How do they contribute and logically link to the planned objectives? How well do they link to each other?*
 - c. *Who are the partners of the means of action? How strategic are partners ("change agents") in terms of mandate, influence, capacities and commitment?*
 - d. *What are the core elements of the main means of action? Are they appropriate and effective to achieve the planned objectives?*
 - e. *On which risks and assumptions were those means of action built upon? How crucial are they for the success of the interventions? How realistic is it that they do or do not take place?*
5. *How appropriate and useful are the indicators described in the project documents in assessing the progress of relevant means of action? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?*

C. Project progress and effectiveness

6. *Examine the extent to which the programme has produced the anticipated results (as identified in the underlying Sida and programme documents, their quality and how they have been used by partners).*
 - *Is sufficient progress towards the planned objectives being made? Will the planned objectives likely to achieve upon completion?*
 - *Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?*
 - *How have stakeholders been involved in the implementation? How effective*

has been in term of establishing national ownership? Is the management and implementation participatory and is the participation contributing towards achievement of the objectives?

7. *Assess the significant of the results achieved; what are the immediate effects; to what extent have countries and donors used and adopted policy advice and/or technical support.*
 - Are the partners using the outputs produced? Have the outputs been transformed by the partners into the expected outcome (immediate objectives)?
8. *Identify factors that have facilitated or deterred the realization of the programme's objective (2005-2008) as well as significant/practical lessons (positive and/or negative) derivable from experience gained during implementation of programme activities. Describe how these experiences may guide future activities of the programme.*
 - In which areas (geographical, technical issue) do the interventions have the greatest achievements? Why is this? and what have been the supporting factors? How can ILO build on or expand these achievements?
 - In which areas seem to have the least achievements? What have been the constraining factors and why? How can they be overcome?
 - What, if any, alternative strategies would have been more effective in achieving the planned objectives?
9. *Review the activities planned for the remaining of the ILO 2008-2009 biennium and describe how this will affect the programme after core donor funding phases out in late 2008. Describe new trends and major changes in the programme and assess their relevance and feasibility.*

D. Efficiency of resource use

8. Assess the efficiency of ASIST AP in delivering its services.
 - Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve objectives?
 - Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?
 - Have the funds and activities been delivered in a timely manner?

E. Effectiveness of management arrangement

9. Assess the timeliness and responsiveness of the programme to current changes in the operating environment and demand for services (refer to the internal ILO environment (ROAP priorities, DWCPs) and the external environment (donors, countries, development priorities).
 - Are management capacities adequate? To what extent it is linked to DWCP capacity set up, is there coherence and integration with other initiatives?
 - Does the governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibility by all parties involved particularly key stakeholders
 - Do the overall interventions receive adequate political, technical and administrative support from its national partners?
 - If there is a national project steering or advisory committee, do the members have a good grasp of the strategy? How do they contribute to the success of the interventions?
 - How effective is communication between project team, the Country Offices, the Regional Office, SROs, EMP/invest at ILO HQ as responsible technical

department, and the donor? How effective is communication between the project team and the national implementing partners?

- Do the projects receive adequate administrative and political support from the RO, SRO, ILO Country Offices, field specialists and EMP/Invest at HQ?
- How effectively do the management of the project to monitor project performance and results?

F. Impact and Sustainability

10. *Assess the long-term relevance and sustainability of the ASIST AP strategy and approach and make recommendations regarding the future of ASIST AP as an institutionalized ILO regional programme. Describe sources of possible financing, execution modalities and intervention strategy, regional and country activities.*

- Can observed changes (in capacities, institutions, transparency, policies, procedures etc.) be causally linked to the project's interventions?
- How effective and realistic is the existing strategy? Are the means of actions gradually being handed over to the national partners? Once the external funding ends will national institutions and implementing partners be likely to continue the relevant means of action or carry forwards its results?
- Are national partners willing and committed to continue with the certain means of action? How effectively have those interventions build national ownership?
- How effectively has the ILO interventions built the necessary capacity of people and institutions (of national partners and implementing partners)?
- Are the results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?
- Can the approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the interventions? If so, how has the strategy been adjusted? Have positive effects been integrated into the strategy? Has the strategy been adjusted to minimize negative effects?
- Should there be some sort of a continued means of action on migration to consolidate achievements?
- How will ILO field specialists and other ILO initiatives continue to support the work and the ILO partners to ensure sustainability,
- What handover opportunities can be found, possibly being picked up by other project or ILO staff?

5. Main Outputs of the Evaluation

The main outputs of the evaluation are: -

- First Draft of evaluation report (by Dec 5, 2008)
- Final draft of evaluation report incorporating comments received (by December 22, 2009)
- Evaluation summary (according to ILO standard template) (by December 22, 2009)
- The evaluation report will be written as the final "project completion and evaluation report – 2005-2008" that can be submitted to Sida in early 2009.

The "Project Completion and Evaluation Report" should contain the following contents: -

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of

evaluator(s), date of submission of evaluation report).

- Abstract
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

6. Methodology

The consultant will travel to Bangkok to meet with the ASIST team and ILO staff based in Bangkok, review documents and conduct telephone interviews with stakeholders in selected countries.

The followings are the suggested methodology which could be adjusted by the evaluator if considered necessary for the review/evaluation process and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the evaluation manager.

- Review of relevant documentations;
- Discussions with stakeholders based in ROAP e.g. ILO staff in Bangkok
- Telephone interviews with stakeholders in selected countries

Source of Information: Sources of information and documentation that can be identified at this point:

- EIIP strategy
- Project documents
- All progress reports
- Relevant DWCP documents

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

7. Management Arrangements, Work Plan and Time Frame

Management arrangements: Evaluation Manager is responsible for the overall coordination, management and ensure follow up of this evaluation. The manager of this evaluation is Ms. Pamornrat Pringsulaka, Evaluation Officer of ROAP whom the evaluator reports to. EVAL will provides support to the evaluation process and does quality control of the process and of the report.

Evaluator's tasks: The evaluation will be conducted by an external independent evaluator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above.

Stakeholders' role: All stakeholders particularly the project teams, RO Bangkok, ILO country offices and ILO HQ will be consulted and will have opportunities to provided inputs to the TOR.

The tasks of the Projects: The project managements provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluator during the evaluation mission.

A work plan and timeframe:

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager/ Project manager	Oct 2008
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	End Oct 2008
Finalization of the TOR	Evaluation Manager	End Oct 2008
Approval of the TOR	EVAL at ILO HQ	
Selection of consultant and finalisation	Evaluation Manager/ EVAL	Oct 2008
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project manager	
Ex-col contract based on the TOR prepared/signed	Project manager	End of Oct 2008
Brief evaluators on ILO evaluation policy	Evaluation Manager	10 Nov. 2008
Evaluation Mission	Evaluator	10-21 Nov. 2008
Drafting of evaluation report and submitting it to the EM	Evaluator	First draft by Dec 5, 2008
Sharing the draft report to all concerned for comments	Evaluation Manager	6 -12 Dec. 2008
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	12 Dec 2008
Finalisation of the report	Evaluator	22 Dec 2008
Review of the final report	EVAL	
Submission of the final report to EVAL	Evaluation Manager	15 January 2009

Resources Required: The following resources are required from the projects.

- Cost of hiring external evaluator
 - Fee 25 working days
 - Travelling cost and DSA

The lump sum contract amount is USD 16,600 based on the breakdown below:

Fee	25 days, USD 450 /day	USD 11,250
Travel -Thailand	Airfare USD 2,200	USD 2,200
DSA Bangkok	14 days USD 225/day	USD 3,150
	Total	USD 16,600

Travel schedules, means of transport are subject to prior arrangement with ILO

Annex B List of persons interviewed

Name	Organisation	Designation
Try Meng	Cambodia Government	Government official
Pamornrat Pringsulaka	ILO ,Thailand	Evaluation Officer
Björn Johannessen	ILO AP, Thailand	Senior Infrastructure adv.
Chris Donnges	ILO ASIST AP, Thailand	CTA/ programme coord.
Alan Boulton	ILO, Indonesia	Country Director
Walter Illi	ILO, Indonesia	CTA, Nias
Parissara Liewkeat	ILO, Indonesia	Programme Officer
Steve Marshall	ILO, Myanmar	Country Director Myanmar
Mukesh Gupta	ILO, Myanmar	CTA Cambodia
Terje Tessem	ILO, Switzerland	Head of EMP/INVEST
Christine Nathan	ILO, Thailand	Workers Specialist
Dragan Radic	ILO, Thailand	Employers Specialist
Oktav	ILO, Thailand	Regional Programme Off.
Guy Thiijs	ILO, Thailand	Deputy Country Director
Suradee Bharasiri	ILO, Thailand	Senior Programme Ass.
Bill Salter	ILO, Thailand	Director Sub-Regional EA
Karin Klotzbücher	ILO, Thailand	Head of Regional Progr.
Jose Assalino	ILO, Timor-Leste	CTA EIIP works
Tomas Stenström	ILO, Timor-Leste	TA TIMWORKS
Ounheauabe Siriphone	Lao PDR	MCTPC, Head of Division
Belal Hussain	Lao PDR	Consultant BAC project
Soutannouvong Souksakong	Lao PDR	Consultant BAC project
Karin Andersson	Sida, Sweden	Infrastructure Advisor
Lars Karlsson	Sida, Sweden	Infrastructure Advisor
Upali Delapchitre	Sri Lanka	IRAP implementer
José Maria Soares	Timor-Leste Govern.	Government official
Danang Parikisit	UGM, Indonesia	Head of Department

Annex C: List of people invited to participate in the survey (questionnaire)

Name	e-mail address
Beusch, Andreas	abeusch@spin.ch
Folkard, Adam	Adam_folkard@yahoo.com
Jose Assalino	assalino@ilo.org
Bas Athmer	<a href="mailto:wilbas@vw<s.nl">wilbas@vw<s.nl , athmer@ilo.org
Bhadrasiri, Suradee	suradee@ilo.org
Blenk, Werner	Blenk@ilo.org
Bogui, Andre	bogui@ilo.org
Boulton, Alan	boulton@ilo.org
Chellani, Anjana	anjana@ilo.org
Crucia, Antonio	crucaini@ilo.org
Danang Parakesit	Dan-dan@indo.net.id
Day, Vanda	vanda@ilo.org
Dissel, Serge Cartier van	Serge.cartier@gmail.com , cartier@dds.nl
Rajbhandari, Gagan	Gagan.ilokabul@undp.org
Gilani, Saad	saad@ilo.org
Gupta, D P	D_p_gupta@vsnl.net , dpgupta@ilo.org
Gupta, Mukesh	Mukesh_c_gupta@hotmail.com , gupta@ilo.org
Illi, Walter	Illi@ilo.org
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Khaliq, Manzoor	manzoor@ilo.org
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Sengdarith	ksengdarith@yahoo.com
Li, Donglin	lidl@ilo.org
Li, Shengjie	li@ilo.org
Liewkeat, Parissara	parissara@ilo.org
McCarthy, Gerry	maccarthy@ilo.org
Marshall, Steve	marshall@ilo.org
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Ngy, Chanphal	mrdngycp@forum.org.kh
Wismadi, Airf	Pustral-ugm@indo.net.id
Ghulam, Murtaza	Gmk1954@yahoo.com
Tsukamoto, Mito	tsukamoto@ilo.org
Nagata, Atsushi	nagata@ilo.org

Annex D: List of evaluation questions

Evaluation criterion 1 - Relevance and strategic fit

1. Strategic use of SIDA contribution. How have these SIDA funded means of action contributed/ or had any added value to the larger initiatives? Other initiatives include the context within which ASIST AP is implemented. (Review concept and design of the project documents (DFID and Sida) as well as the ASIST AP programme document and other relevant programme and strategy documents and programme priorities of the Emp/Invest unit in Geneva, ROAP in Bangkok and the Decent Work Country Programmes of the countries).

2. Have the means of action been appropriately responsive to the needs of the national constituents and changing partners' priorities?

Evaluation criterion 2 - Validity of design

3. To what extent the design of the means of action is sound in addressing the ILO and country's needs? Have the means of action been appropriately responsive to political, legal, economic and institutional etc. changes in the project environment?

4. Is the intervention logic of the means of action coherent and realistic?

a. Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypotheses?

b. What are the main strategic components of the means of action? How do they contribute and logically link to the planned objectives? How well do they link to each other?

c. Who are the partners of the means of action? How strategic are partners ("change agents") in terms of mandate, influence, capacities and commitment?

d. What are the core elements of the main means of action? Are they appropriate and effective to achieve the planned objectives?

e. On which risks and assumptions were those means of action built upon? How crucial are they for the success of the interventions? How realistic is it that they do or do not take place?

5. How appropriate and useful are the indicators described in the project documents in assessing the progress of relevant means of action? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?

Evaluation criterion 3 - Project progress and effectiveness

6. Examine the extent to which the programme has produced the anticipated results (as identified in the underlying Sida and programme documents, their quality and how they have been used by partners).

- Is sufficient progress towards the planned objectives being made? Will the planned objectives likely to achieve upon completion?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- How have stakeholders been involved in the implementation? How effective has been in term of establishing national ownership? Is the management and implementation participatory and is the participation contributing towards achievement of the objectives?

7. Assess the significant of the results achieved; what are the immediate effects; to what extent have countries and donors used and adopted policy advice and/or technical support.

- Are the partners using the outputs produced? Have the outputs been transformed by the partners into the expected outcome (immediate objectives)?

8. Identify factors that have facilitated or deterred the realization of the programme's objective (2005-2008) as well as significant/practical lessons (positive and/or negative) derivable from experience gained during implementation of programme activities. Describe how these experiences may guide future activities of the programme.

- In which areas (geographical, technical issue) do the interventions have the greatest achievements? Why is this? and what have been the supporting factors? How can ILO build on or expand these achievements?
- In which areas seem to have the least achievements? What have been the constraining factors and why? How can they be overcome?
- What, if any, alternative strategies would have been more effective in achieving the planned objectives?

9. Review the activities planned for the remaining of the ILO 2008-2009 biennium and describe how this will affect the programme after core donor funding phases out in late 2008. Describe new trends and major changes in the programme and assess their relevance and feasibility.

Evaluation criterion 4 - Efficiency of resource use

8. Assess the efficiency of ASIST AP in delivering its services.

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve objectives?

- Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?

- Have the funds and activities been delivered in a timely manner?

Evaluation criterion 5 - Effectiveness of management arrangement

9. Assess the timeliness and responsiveness of the programme to current changes in the operating environment and demand for services (refer to the internal ILO environment (ROAP priorities, DWCPs) and the external environment (donors, countries, development priorities).

- Are management capacities adequate? To what extent it is linked to DWCP capacity set up, is there coherence and integration with other initiatives?

- Does the governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibility by all parties involved particularly key stakeholders

- Do the overall interventions receive adequate political, technical and administrative support from its national partners?

- If there is a national project steering or advisory committee, do the members have a good grasp of the strategy? How do they contribute to the success of the interventions?

- How effective is communication between project team, the Country Offices, the Regional Office, SROs, EMP/invest at ILO HQ as responsible technical department, and the donor? How effective is communication between the project team and the national implementing partners?

- Do the projects receive adequate administrative and political support from the RO, SRO, ILO Country Offices, field specialists and EMP/Invest at HQ?

- How effectively do the management of the project to monitor project performance and results?

Evaluation criterion 6 - Impact and Sustainability

10. Assess the long-term relevance and sustainability of the ASIST AP strategy and approach and make recommendations regarding the future of ASIST AP as an institutionalized ILO regional programme. Describe sources of possible financing, execution modalities and intervention strategy, regional and country activities.

- Can observed changes (in capacities, institutions, transparency, policies, procedures etc.) be causally linked to the project's interventions?

- How effective and realistic is the existing strategy? Are the means of actions gradually being handed over to the national partners? Once the external funding ends will

national institutions and implementing partners be likely to continue the relevant means of action or carry forwards its results?

- Are national partners willing and committed to continue with the certain means of action? How effectively have those interventions build national ownership?
- How effectively has the ILO interventions built the necessary capacity of people and institutions (of national partners and implementing partners)?
- Are the results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?
- Can the approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the interventions? If so, how has the strategy been adjusted? Have positive effects been integrated into the strategy? Has the strategy been adjusted to minimize negative effects?
- Should there be some sort of a continued means of action on migration to consolidate achievements?
- How will ILO field specialists and other ILO initiatives continue to support the work and the ILO partners to ensure sustainability,
- What handover opportunities can be found, possibly being picked up by other project or ILO staff?

Questionnaire – Review of ASIST AP

A five minute survey

of what you think about the ASIST AP and its role in your work environment.

An opportunity for you

to make your voice heard in giving the future directions of the ASIST AP

Enter your choice within the brackets, e.g. [3]. Questions 8,9 and 11 requires few words such as [Policy making, employment issues, or whatever you like to state]. If the question is not relevant to your work situation you leave it blank.

1. **In which ASIST AP field has the collaboration taken place?** [] More than one option may apply
 1. rural access planning, poverty reduction and employment strategies
 2. labour-based/local resource based technology,
 3. small-scale and community contracting,
 4. labour-based maintenance.
2. **What services do you require from ASIST AP?** [] More than one option may apply
 1. Project identification and formation, monitoring and supervision of projects
 2. employment and social issues
 3. managerial issues and technical back-stopping of projects
 4. crises responses
3. **Is ASIST AP addressing the needs of your institution/programme/project?** []
 1. not at all,
 2. to some extent,
 3. moderately,
 4. to a high extent
4. **To what extent has ASIST AP delivered the agreed inputs?** []

1. very little,
2. to some extent,
3. moderately,
4. to a high extent

5. **How often are you in contact with the ASIST AP per year?** []

1. never or seldom,
2. one or twice a year,
3. every second month
4. monthly or more

6. To what extent do you need their services in your country? []

1. One mission of one week per year
2. Two missions a year of each one week's input,
3. Three to four missions a year of each one week's input
4. More than four mission a year of each one week's input

7. Is the current frequency and extent satisfactory of the services provided today?

1. No, we need more input to introduce and develop jobs and infrastructure initiatives
2. No, on-going work needs more assistance than was is provided
3. No, we manage with ongoing work but miss out on opportunities for more work
4. Yes

8. What are the main strengths of the ASIST AP?

1. List a few aspect of which the are particularly good at:

- i. []
- ii. []
- iii. []

9. What are the main weaknesses of the ASIST AP?

1. List a few aspects were they can improve their services:

- i. []
- ii. []
- iii. []

10. Do you foresee a need for ASIST AP in the future? []

1. no, there is little or no need → no need to answer question 9 and 10
2. yes, as it is as a regional ILO programme
3. yes, but in a different shape within the ILO
4. yes, but with another organisation

11. How would you like to see the role of the ASIST AP in the future?

1. Suggestions in few words:

i. []

ii. []

iii. []

12. Are you willing to pay for additional services delivered by the ASIST AP should you have the funds? []

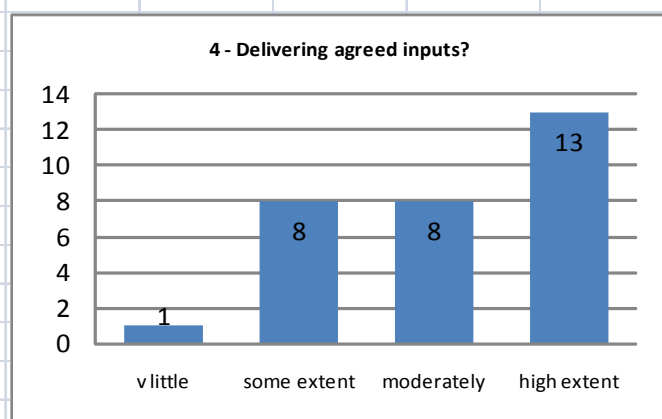
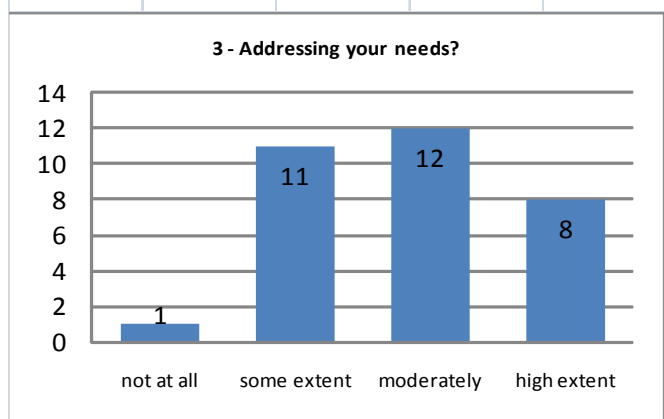
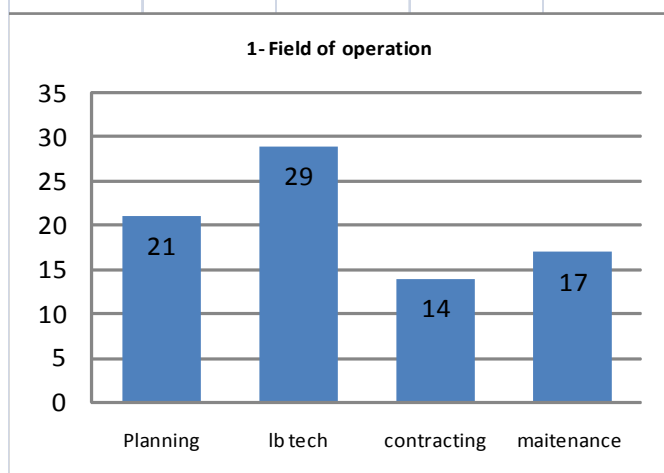
1. no, I consider this the responsibility of the ILO "in-house" service
2. no, additional work can be procured from other sources (e.g. intuitions or individuals)
3. yes, but only for work that is clearly outside the scope of the normal ILO service
4. yes, I see the value of "buying" additional work from ASIST AP rather than from others

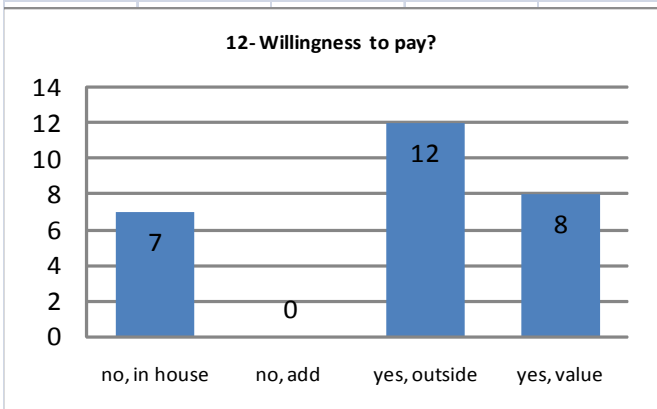
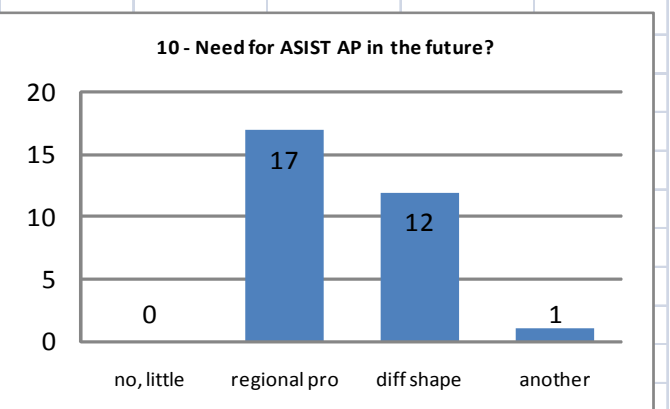
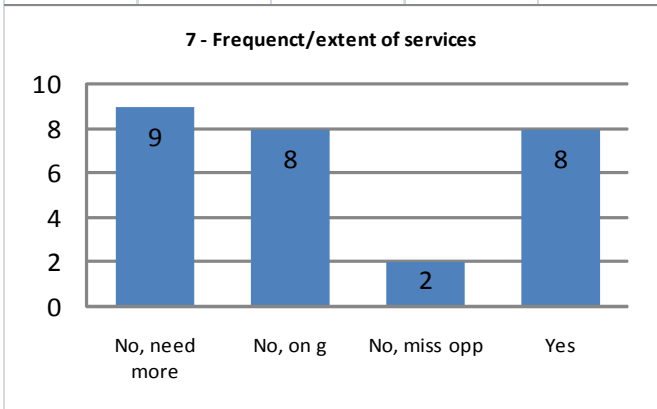
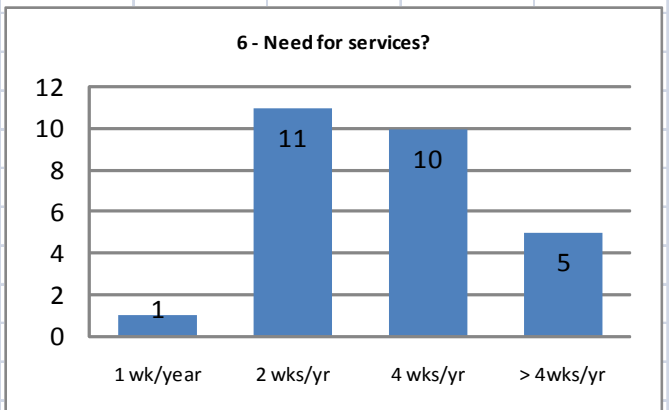
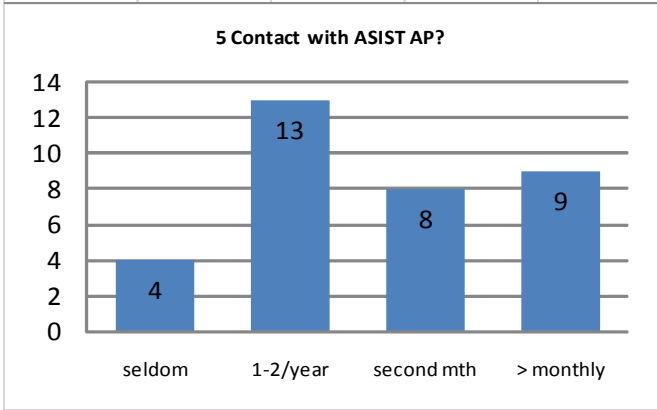
Annex F: Result of survey

Survey results

No of questionnaires sent out:	64			
No of responses:	37	58%		
No of respondents who could not answer:	3			
No of answered questionnaires	34	53%		
No of countries represented among the respondents:	12			

Full question	Shorted question for presentation below
1. In which ASIST AP field has the collaboration taken place?	Field of collaboration
2. What services do you require from ASIST AP?	Services required?
3. IS ASIST AP addressign the needs of your institution/programme/proeject?	Addressing your needs?
4. To waht extent has ASIST AP delivered the agree inputs?	Delivered the agreed inputs?
5. How often are you in contact with the ASIST AP per year?	Your contact with the ASIST AP per year?
6. To what extent do you need their services in your country?	Need for their services in your country?
7. Is the current frequency and extent satisfactory of the services provided today?	Freq./extent satisfactory of the services prov.?
8. what are they mains trengths of the ASIST AP?	Need for ASIST AP in the future?
12. Are you willing to pay for additional serviced delivered by the ASIST AP should you h	Willingness to pay for additional services?





Question 8 - What are the main strengths of the ASIST AP?

Ref 1

- eye opening for policy maker
- organising international experiences/experts
- provide training materials

Ref 2

- rural accessibility planning
- labour based technology

Ref 3

- technical knowhow
- local issues

Ref 4

- None

Ref 5

- Depository of international experiences

- Inputs in programme designs

Ref 6

- Implementing labour based road construction and maintenance
- Implementing rural roads programs

Ref 7

- They are the only group of civil engineers and infrastructure planners in ILO
- Rural Road Maintenance techniques, community contracting

Ref 8

- addresses effectively the poverty issue through rural road accessibility
- an integrated part of the ILO strategy in promoting decent work agenda in those under or least developed countries.

Ref 9

- Technical services provided in a timely manner
- Good quality of technical services
- Very good team player

Ref 10

- Technical backstopping, policy issues, project formulation, resource mobilisation, CRISIS Response
- Helping projects in dealing with the bureaucracy of ILO, HR, Financial issues and any dispute resolution with HQ and Regional Offices
- ASIST-AP always accessible to the projects for any issues or any fire fighting with ILO or Government or donors. ASIST-AP is GREAT.

Ref 11

- Experienced staff

Ref 12

- well refined tools
- strong links with the field
- strong knowledge on local contexts/situations

Ref 13

- strong experience in the country
- solid contacts and networks to tap
- strong technical capacity that makes advocacy possible

Ref 14

- policy development
- capacity development

Ref 15

- rural infrastructure development/rehabilitation

Ref 17

- Capacity building , skills transferring
- Designing of tools and systems suit with country environment
- Rich of experience, strength on research and designing of Programme and projects fit well with current and future needs

Ref 18

- Employment Generation
- Local Contractors development
- Rural Infrastructure rehabilitation

Ref 19

- Technical expertise on rural infrastructure , IRAP, LBAT, small-scale and community contracting, rural road maintenance, labour based

Ref 20

- Lesson learnt/ best practice
- Methodology
- Training Module

Ref 21

- Having the required knowledge

- dedication to the subject
- support provided

Ref 22

- Providing networking information to IFRTD and always willing to share information and provide assistance in networking in the region
- IFRTD network can work with ILO ASIST as an implementer of Rural Transport interventions on the ground)

Ref 23

- Advisory on Labour based road maintenance system and management
- Local resource based technology on rural road construction and maintenance

Ref 24

- Policy making
- Introduction of appropriate technology
- Involve stakeholders at grass-root level

Ref 25

- Project development
- locally-oriented approaches, use of local resources, including human resources
- good grasp of local dynamics]

Ref 26

- Policy making
- Introduction of appropriate technology
- Involve stakeholders at grass-root level

Ref 27

- Technical Expertise
- Rich Knowledge base
- Responsiveness

Ref 28

- technical and advisory skills

- identification of consultants
- backstopping projects

Ref 29

- none

Ref 30

- Accessibility Planning
- Capacity Building
- Knowledge Transfer

Ref 31

- Solid technical knowledge
- Approach well tested in a number of countries

Ref 32

- Training needs assessment for rural construction and maintenance.

Joint study mission with WB and Sri Lanka Institute of local governments done in 1984 - Report

Ref 33

- Infrastructure work
- Short term employment creation

Ref 33

- Infrastructure work
- Short term employment creation

Ref 33

- Infrastructure work
- Short term employment creation

Ref 36

- Fast review & clearance of infra projects

Ref 37

- Strong technical expertise
- A good pool of specialists, including consultants who can be called upon at short notice
- Good networking
- Grasp of grass-roots realities

Question 9 - What are the main weaknesses of the ASIST AP?

Ref 1

- sustain in longer period the support
- focus on pilot activities
- engage in on-going national programs

Ref 2

- social inclusion
- multi-disciplinary approach

Ref 3

- none

Ref 4

- none

Ref 5

- Quality of programming support so that national programme agenda moves forward
- Low delivery capacity – two technical staff for the whole region? As a result of this, support is sporadic and key target issues (i.e., resources mobilization and programme continuity as well as knowledge on local scenes are lacking.
- Poor targeting and not strategic. While two staff cannot ideally deliver, a roster of consultants to provide quality support to country projects/programmes is small. There seems to exist a handful of national experts (or no experts) at all who are eloquent on EIIP and can provide cost-effective services.

Ref 6

- Recruitment was unreasonably slow and difficult
- Adherence to agreed time schedules is weak

Ref 7

- Don't respond in time, may be their workload is too much
- They need to have a data base of consultants that can be mobilized quickly

Ref 8

- improved communication and advocacy in promoting the ASIST strategies for poverty reduction and sustainable livelihood

Ref 9

- The number of EIIP specialists with ASIST AP should be increased.

Ref 10

- ASIST-AP is not adequately equipped in terms of enough manpower – specialists. Asia and Pacific is a wide spread area and with increase in various poverty alleviation initiatives and natural disasters in the region, the demand for ASIST assistance has increased manifold.
- If ILO /Donors have to make more meaningful interventions, ASIST AP needs to be better equipped in terms of manpower and resources
- With half of the world population becoming urban, there is shift of poverty from rural to urban areas. ASIST-AP has already launched few initiatives for Urban Infrastructure. This is one area where ASIST -AP should focus and improve their services

Ref 11

- Limited staff that can spend longer time to fully support the programme

Ref 12

- need for new, brighter ideas
- need to develop new technical experts, keep on using the same consultants and expert
- focus on crisis response and maintenance work

Ref 13

- the programme does not always explicitly relate work with elements of the DW agenda
- national officer does not always anchor ASIST programme into overall programme of office
- national officer does not always solicit collaboration of other colleagues, capitalising on their work

Ref 14

- project identification and formulation, specifically for generating employment with not so big budget
- Developing implementation strategy
- Crisis response

Ref 15

- support for recruitment of project personnel, but in particular international personnel
- more consistent and constant follow-up both externally and in-country

Ref 17

- Very limited fund for implementation or testing the tools and systems

Ref 18

- Frequency of technical support/backstopping
- Learning from other experiences
- Transformation or integration of new initiatives piloting to mainstreaming within the country environment

Ref 19

- shortage of staffing (technical staff)

Ref 20

- providing more wider perspective of consultant
- providing timely technical backstopping
- policy development to fit in the country specific needs

Ref 21

- lack of resources
- not providing sufficient support to our country programme

Ref 22

- ILO ASIST mainly deal with infrastructure development where as they can promote Rural Transport services as one area that create employment.

Ref 23

- none

Ref 24

- Too much central role.
- Advice in paper, no or very little implementation demonstration

Ref 25

- strengthen incorporation of core labour standards or use of or reference to ILS

Ref 26

- Too much central role.
- Advice in paper, no or very little implementation demonstration

Ref 27

- Develop a larger cadre of technical experts

- Build on the current capacity of Documentation
- Enlarge the canvas of activities from “roads” to other types of infrastructure]

Ref 28

- limited time to spend on country level activities and developing and seeking out new opportunities for projects

Ref 29

- none

Ref 30

- Participatory Planning and Implementation
- Research and Development on Labour based and Equipment supported technology
- Learning by Doing activities Decentralisation of rural infrastructure Services

Ref 31

- huge demands which are not met by current ASIST AP capacity
- More capacity on manmade and natural disaster/early economic recovery
- Backwards link to humanitarian work by other agencies transition strategy

Ref 31

- Training Needs Assessment for Rural Roads Construction & Maintenance Joint study Mission with World bank & Sri Lanka Institute of Local governance done in 1984 - Report Bank

Ref 33

- None

Ref 33

- mainly labour intensive short term employment
- More investment required

Ref 34

- None

Ref 35

- None

Ref 36

- None

Ref 37

- ASIST-AP, at times, has tended to work autonomously. Briefings of ASIST-AP staff, at the inception of their work with ILO, to ensure their integration into the overall ILO network/structures happens, are critical. It needs to be ensured that ASIST-AP staff are aware of the ILO's structure and the need for dialogue with the ILO country offices structure on any activity planning that they do at country levels. This is critical to ensure that the ILO Offices in the country, who are in the forefront, do not end-up having to defend ASIST-AP activities in the country. This will ensure that activities are demand-driven, the constituents are in-the-picture, within the framework of the DWCP/workplans, sustainability issues are strengthened and lessons/results of the work are fed into broader discussions and policy dialogues.

Questions 11 - How would you like to see the role of the ASIST AP in the future?**Ref 1**

- act as TA within government program
- engage in the university teaching curricula development

Ref 2

- mainstreaming ILO's knowledge

Ref 3

- strengthen university links for better outreach
- promote research to enhance know-how
- technical assistance

Ref 4**Ref 5**

- Technical advisory services as Quality Assurance unit for projects and programme
- Quality Assurance on external inputs
- Support in partnership management with key agencies such as the World Bank, ADB at the country level particularly in their technical units related to infrastructure

Ref 6

- The "centre of excellence" profile strengthened
- Ability to offer professional services rather than focusing on managing programs

Ref 7

- Developing programmes/projects, assisting the country offices in mobilizing resources, finding/hiring professionals and providing needed backstopping to projects
- Providing the needed assistance to countries in the area of infrastructure

Ref 8

- work more closely with the ILO country teams and build up synergies with other ILO programmes for delivery of the decent work country programme
- ASIST needs a stronger capacity for rapid response to the crisis/disaster affected countries/areas

Ref 9

- ASIST AP can play a major role in employment creation in post-conflict countries. Almost all of the South Asian countries are in conflict or post-conflict situation. Therefore, there is a need to increase the number of EIP specialist within ASIST AP. In this way, ILO will have a higher visibility in the field of peace building and employment generation.

Ref 10

- As ASIST-AP is the regional arm of EMP/INVEST, there is a strong need to strengthen it to meet the challenges within the framework of ILO Decent Work Agenda
- Poverty Alleviation Programs dealing with both urban and rural poverty infrastructure and post disaster recovery should be the main focus areas of ASIST-AP interventions in the region. It is a pity that most other UN Agencies such as UNDP / UNICEF are laying extra special emphasis on creating their regional centres while very little attention is paid within ILO .
- For future interventions ASIST-AP should focus not only on the rural roads but on poverty alleviation integrated projects which include employment creation through local resource based community driven approaches, empowerment of communities, skills training, micro finance and promotion of private sector local contractors.

Ref 11

- technical backstopping
- to support country offices in identifying funding opportunities for projects

Ref 12

- technical advisory services – resource on available tools, technologies
- think tank on appropriate strategies
- stronger research agenda

Ref 13

- underline how ASIST can be a strong entry point for DW agenda
- engage ASIST colleagues to expound more explicitly its strengths
- use programme as entry points for work at local level

Ref 14

- concrete inputs in TC project development focussed on employment
- capacity development for infrastructure work monitoring

Ref 15

- Technical support in areas that provide labour intensive employment programme, but only where they can provide consistent technical inputs and back-up

Ref 17

- Play more role in poverty reduction in developing countries
- Designing of projects to support poverty eradication policy

Ref 18

- Technical Support and backstopping
- Development new initiative and support for mainstreaming
- Financial for Learning and R & D

Ref 19

- To provide technical expertise on EIIP

Ref 20

- Providing regular overview labour based infrastructure development
- Timely technical input and backstopping
- More study on country specific need for labour based infrastructure programme

Ref 21

- more resources
- network of national staff in different country offices linked to ROAP and EIIP- Geneva
 - more pro-active in resource mobilisation when on mission to the different countries

Ref 22

- Work more closely with governments and concentrate on general Rural Transport development by deviating from rural transport infrastructure
- Gear up ILO ASIST (as the pioneer in Rural Transport development) to face challenges coming from people/organisations/funders who tries to reinvent the wheels. It needs more interaction with ADB, JICA/JBIC , AusAID etc in the region.
- ILO ASIST AP and IFRTD AP would be an ideal joint venture in asia and Pacific for the future

Ref 23

- Advisory and technical back stopping on employment, technology on labour based roads construction and maintenance

Ref 24

- Theoretical advise should be followed by implementation, even if at a small scale
- Local ILO staff should work more closely with respective department/division etc. of a country. Central assistance from Bangkok is less effective

Ref 25

- continued collaboration in project development and resource mobilization – e.g. , disaster response, rural development
- Continue advocacy to promote ASIST programme in ADB/IFIs since infrastructure development is a major component of their development assistance

Ref 26

- Theoretical advise should be followed by implementation, even if at a small scale
- Local ILO staff should work more closely with respective department/division etc. of a country. Central assistance from Bangkok is less effective

Ref 27

- Have a pool of Technical Experts
- Networking among agencies involved in Employment-intensive, Labour-Based Technologies and their capacity building
- Develop role models and share it widely through different

Ref 28

- more capacity to assist at country level with development work
- technical advise and backstopping projects
- identification of good consultants

Ref 29

- none

Ref 30

- Participatory Planning and Implementation
- Research and Development on Labour based and Equipment supported technology
- Learning by Doing activities Decentralisation of rural infrastructure Services

Ref 31

- more frequent & rapid response missions

Ref 33

- None

Ref 33

- Sustainable long run employment

Ref 34

- None

Ref 35

- None

Ref 36

- Assist in identifying/backstopping those EIIP projects that compliment productive asset provision for economic recovery & growth while creating jobs

Ref 37

- As an integral linked part of the ILO, in tune with DWCPs/workplans/needs of the countries in which it works with a demand-driven approach and with a broader progmatic vision.

Annex G: Reference documents

Author	Title
ASIST AP	Programme document: Mainstreaming Poverty Alleviation Strategies through Sustainable Infrastructure Development
ASIST AP	Annual Report 2005/06
ASIST AP	Annual Report 2006/07
ASIST AP	Annual Report 2007/08
ASIST AP	Progress report 2005 on Use of Additional Sida Funds, May 2005
ASIST AP	Second Progress report on Use of Additional Sida Funds, March 2006
ASIST AP	Concept Note: Employment Creation in Urban Areas (Phase 2)
ASIST AP	Proposal for RBSA allocation
ASIST AP	RBSA Urban Workplan 2009
ASIST AP	Access, Rural Transport and Poverty Reduction
ASIST AP	Infrastructure and Poverty Alleviation; Some lessons from the ILO's Work on the Pro-poor Delivery of Rural Infrastructure
ASIST AP	ADB Takes the Lead on Rural Road Works Using LBAT in Cambodia
ASIST AP	Decentralisation and the Delivery of Rural Infrastructure Services
ASIST AP – Sida	E-mail correspondence with Sida 2005-2008
ASIST AP, Bjørn Johannessen,	Mission Report Employment Generation and Rural Infrastructure Development in Timor-Leste, Timor-Leste, 4 - 16 May 2008,
ASIST AP, Bjørn Johannessen,	Mission Report: Infrastructure Development using Labour-based Methods Timor-Leste, 22 - 26 September 2008
ASIST AP, Bjørn Johannessen,	Building Rural Roads
ASIST AP, Bjørn Johannessen,	Small-scale Contracting – Lessons learnt
ASIST AP, Chris Donnges,	Improving Access in Rural Areas
ASIST AP, Chris Donnges, Geoff Edmonds, Bjørn Johannessen,	Rural Road Maintenance : Sustaining the benefits of Improved Access
ASIST AP, Geoff Edmonds,	Creating Jobs: Capacity building for local resource-based road works in selected districts in NAD and Nias - Local Resource-Based Road Works Approach: A Study of Cost and Benefit
ASIST AP, Geoff Edmonds, Bjørn Johannessen,	Building Government Capacity for Rural Infrastructure Works
ASIST AP/Sida	ASIST AP Project Proposal to Sida, November 2006 (Project Document)
Eddie Bynens	An independent Evaluation of the Project Creating Jobs: Capacity building for

	local resource-based road works in selected districts in NAD and Nias
ILO	Checklist for Evaluation Reports
ILO	Evaluation Guidance: Concept and policies of project evaluations
ILO	Evaluation summary guide
ILO	Evaluation Summaries
ILO	Evaluation Guidance: Planning and managing project evaluations
ILO EMP/INVEST	Programme Document 2004
ILO, Paul Munters,	Jobs or Machines: Comparative Analysis of Rural Road Work in Cambodia
Management Frontiers	Evaluation of the outputs and assessment of the relevance of technical assistance provided to the integrated rural accessibility planning (IRAP) project component of the UNOPS community access programme (CAP)
OECD	DAC Criteria for Evaluating Development Assistance
OECD	DAC Network on Development Evaluation
Richard Longhurst, Carla Henry	Independent Evaluation of ILO's Strategy for Employment Creation through Employment-intensive Investment
Sara Ladbury, John Howe	An Evaluation of the Advisory Support, Information Services and Training Programme – Asia Pacific Region (ASIST_AP)

Independent Evaluation of RAS/01/12/SID

Consolidated comments on the draft evaluation report

[The evaluator's brief comments are made after each point for your easy reference.](#)

Overall comments: - Overall the report is comprehensive (which should serve the dual purposes), logical, and rather well organized. The visual graphic has helped made the report more interesting. TOR has been well respected and most points are addressed. The problem of the project's immediate objective is well analysed.

Some issues on the scope of the evaluation:

The scope of the evaluation seems to go beyond the SIDA funded component as many things mentioned in the report seems to go beyond the SIDA funded component. This is understandable having known the nature of ASIST AP. However, the evaluation refers to broader scope at some points and refers to the narrow scope (just on SIDA components) on other points. For example, from the text, it's understood that SEACAP is the competitor of ASIST AP vis-à-vis fund mobilization but it's not so clear how SEACAP would have adversely affected the SIDA funded component in achieving its immediate objective? Did it prevent the programme from achieving the objectives under SIDA LF (perhaps of certain countries e.g. Lao PDR)? Perhaps needs to make clear from the beginning of each section that e.g. the section of external factors –refer to broader external factors that affect the overall ASIST AP (not just SIDA funded component). Suggestions would be that for certain criteria - broader scope may be appropriate e.g. management effectiveness, structure of ASIST AP, regional activities... but certain criteria e.g. progress and effectiveness, efficiency of resource used should be focused only on SIDA funded components if possible.

Response1: Sida scope versus overall scope: it is difficult to demarcate as most of the Sida contributions have gone towards the overall programme.

Response 2: SEACAP is a competitor, but it has not had any effect on the funding available from Sida, which have not to my knowledge provided any funds for SEACAP. However, seeing it from the perspective of the other donor, DFID, one could argue that funds that could have been given to work on rural infrastructure interventions are now being channelled through SEACAP instead. SEACAP has not interfered with the programme, but as it has more funding in its portfolio one could expect that SEACAP is therefore

given preference over ASIST AP among stakeholders in the rural infrastructure sphere.

Response 3: The external factors that affected the programme, are as you say, factors affecting the whole programme and not specially the Sida. However one cannot distinguish the Sida component and the overall programme. The text will be amended slightly to make the issue clear..

Response 4: Progress and effectiveness is having its focus on the five “Sida countries”, although I have included a table on the regional work. Also the outputs are according to the Sida logframe

Annex

Need to check when refer to annex in the text whether they are really corresponded to the right annexes.

Response 5: As it was in draft format I referred to all as x until I knew exactly how many should be included. I have added two of which one was your instructions (data on field mission). The other one contain these notes.

Acronyms

Need to add more acronyms e.g. BRR, CMEA, RBSA, ASIST AP etc.

Response 6: All the acronyms have been included.

Specific comments

Page 12, table 1, the figures for DFID are: USD 678,127 (2005), USD 651,245 (2006) and USD 334,591 (2007). The DFID figures are somewhat confusing as DFID has charged their own expenditures to our budget which we can not claim as ASIST expenditures. The DFID figures above are the actual expenditures through us. In addition you may want to add a footnote that the DFID and Sida figures includes the 13% programme support cost charged by ILO.

Response 7: The information I had did not match. To use the actual expenditure figures makes sense. I have now updated the table and the text with the information above and the following point (page 12) is noted and corrected.

Page 12: The USD 1,110,977 Sida budget includes the core contribution of 6 million SEK **plus** the additional 2 million SEK for the Tsunami activities!

Response 8: See comment above.

Page 13: last para: ASIST sits with the regional office (ROAP), not within the DWCP of the ROAP.

Response 9: A careless mistake that has been corrected.

Page 16: on the response rate of the questionnaires sent... please check against the percentage mentioned on Page 21. They are not consistent (50% or 60% response rate?). Also on the dates of final shape...it will be slightly delay.

Response 10: As we had some late comers I have now updated the entire survey, which is included as an annex. I have also updated the figures in the report. There are some minor changes – nothing that changes the picture or conclusion. 37 people replied of whereof 3 could not answer. That makes it an overall response of 58% and an effective response of 53%.

Response 11: The final date of this report will be 22 December as in the ToR.

Page 20: last para, 64 people were contacted.. (some other place mentioned 65 people)..please check. It will be useful if it's possible to summarize those people in the list into different categories– whether how many are ILO staff, local project staff, consultants, and government officials from the 12 countries (in stead of giving all the names). ..also if possible disaggregated by gender.

Response 12: See comment above. To separate the data into groups as you suggest may prove a bit difficult as I do not have all “original respondents”, e.g. the people from Indonesia I do not have a complete picture of who they were. Also some names on the list I cannot judge the gender as some names are unfamiliar to me.

Page 23: para 2 – last sentence –“...1/3 goes towards other work”. Since it's 1/3 then it will be good to know what the other work is like. Could you give some examples?

Response 13: The sentence has been deleted and the whole paragraph has been substantially re-work and I trust I explanatory

Page 23, the information on time in field will have to be updated with the latest data I sent last Friday. Please include the table in the Annexes.

Response 14: This information has been updated and a new annex has been included.

Page 23. Just before chapter 4.3 there is a sentence which seems odd?

Response 15:Yes, it was odd. It was there for my own guidance. It has been removed.

Page 26 – last para, The ASIST AP is now part of the Web Content Management System (not the webpage system)...though it is not quite yet there.

Response 16: Thanks – did not know the name. It has been changed in the text.

Page 26 table: DW in Nepal and Thailand (2005), IRAP Guideline for Nepal (2005 English, 2006 Nepali), SEACAP workshops (2007 and 2008)

Response 17: The table has been updated.

Page 32: table 9, level pillar 4 is 2.

Response 18: The table has been updated.

(general comment: the lay-out of the tables could be improved: does not look attractive in black/white print-out)

Response 19: I do not know if this applies to all tables. I have printed in B&W and thought it came out okay. The tables are more effective when printed in colour. I have not changed the layout of the tables as there are so many of them and I prefer to keep it uniform throughout the report

Page 34: SEACAP operations in Laos is bigger than 1 million I think. Total size SEACAP is much bigger, I think it is in the order of USD 13 million for 3 countries but the split is not equal.

Response 20: Information used in text.

Page 36: table 12: suggest you do not highlight anything in bold. There are no direct ASIST AP outcomes. These are all country outcomes to which ASIST AP contributes. To some outcomes the contribution is more easily recognized but it doesn't mean that we contribute more to these than to others...

Response 21: The highlight is removed.

Page 38: ILO constituents: this is an important error: we do work directly with Government (i.e. one of the three constituents). AS discussed in Bangkok when using the diagram: ASIST works directly with 1) ILO offices at various levels; 2) country projects and 3) partners (which include Governments at national and local level) and national and international institutions such as universities, IFRTD, ADB, World Bank..... (same comment table 25 - page 50).

Response 22: Yes, I know. I will change the wording and will also include an illustration to that effect.

Page 41: Is it possible to assess whether the **direct recipient** who ASIST identified to work with in each country are the right and strategic partners?

Response 23: In general I would say they are the right ones. However, not having been to these place and environments it is difficult to state it firmly.

Page 41: what is the 'nested' log frame? –it is similar to the 'cascading logframe' that e.g. Immediate objective of larger programme (ASIST AP) should be equivalent to Development Objective of smaller components within that programme (e.g. SIDA funded component in this case), the output level of ASIST AP programme logframe should be equivalent to the Immediate objective level of the SIDA component LF, etc. accordingly.

Response 24: Yes, this is correct. I have not heard about the “cascading logframe”, but the meaning is the same. Another common word for it is “interlocking”.

Page 42: Cambodia - Battambang, Pailin, Otdar Meanchey and Banteay Meanchey. Laos - Houaphane, Champasack, Nga, Khoun and Viengkham

Response 25: could not decipher my notes, but the last one is now also Included.

Page 49: the para before last, last sentence – mentioned the impact studies have been carried out by ASIST AP on four particular projects (what is this? What is the 4 particular projects? What are the results? Is it possible to refer to the results in the studies?

Response 26: These are studies that show the overall impact on the community at large for the interventions carried out. I would prefer not to dwell on this as it does not directly show the impact of ASIST AP, but the interventions that took place.

Page 53: The ILO has increased its funding: not EMP/INVEST

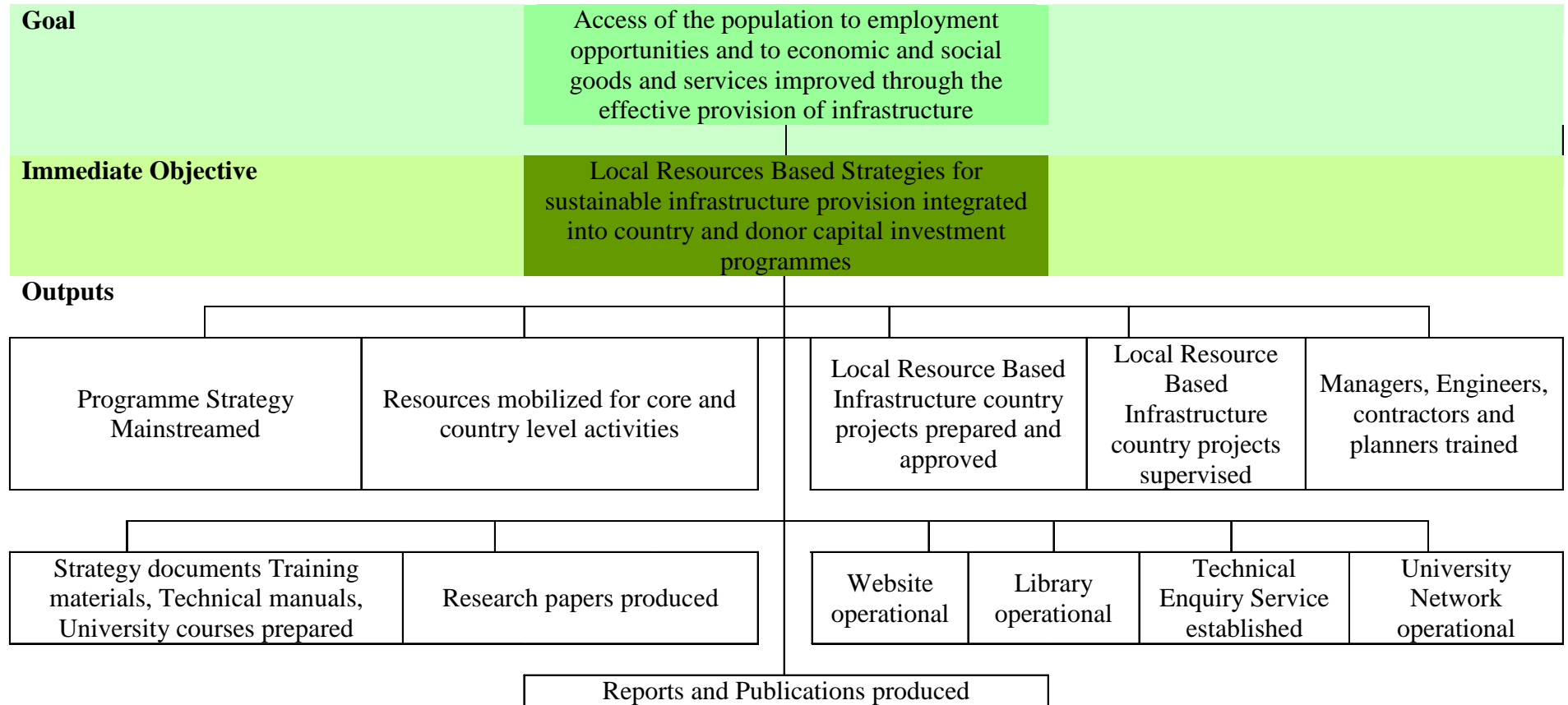
Response 27: Understood and changed.

Typo's on page 25 "DFID charge work, page 26 "an interviewee's answered", page 30 "local resourced based project", same page "has also imitated", page 31 " as the already was system", page 33 "is another worth", page 48 "cannot be ascribed the ASIST AP, page 51 (table 27: "attributed ASIST AP" and "Lad PDR" and " behind have accordingly"), page 53: countries received less support than the previous period", page 57: as DFDI change (2).

Also on page 38 para 2 (“...ASIST AP will come to an end. Sida..”

Response 28: Typos are corrected. I also found a few additional ones that have also been corrected.

Annex I: ASIST AP logframe from 2005



2007																						0						
person	jan	coun	feb	coun	mar	coun	apr	coun	may	coun	jun	coun	jul	coun	aug	coun	sep	coun	oct	coun	nov	coun	dec	coun	coun	Total	wk	
CTA																										0	0	
Infr Man																										0	0	
CTA/Dev						gene 8 va			ino, 6 tha						cam, 6 ind		4 vie		sa,in 11 d		phi,c 9 am		4 ind			48	10	
Infr Spe				4 ino		gene 8 va									5 pak		8 sa				3 cam		9 pak			37	7	
Second																										0	0	
total		0		4		16			0		6		0		0		11		12		11		12		13		85	17
2008																						0						
person	jan	coun	feb	coun	mar	coun	apr	coun	may	coun	jun	coun	jul	coun	aug	coun	sep	coun	oct	coun	nov	coun	dec	coun	coun	Total	wk	
CTA																											0	0
Infr Man																											0	0
CTA/Dev		5 Ban		5 Ind		10 Lao		phi, 10 Ind		Nep, 10 It					5 Indo		Lao, 10 Sri		Swi, 10 ph		5 Nep						70	14
Infr Spe								9 Tur		9 Tim				9 Pak				14 Tim									41	8
Second																											0	0
total																											111	22
2005-2008																						0						
person	jan	coun	feb	coun	mar	coun	apr	coun	may	coun	jun	coun	jul	coun	aug	coun	sep	coun	oct	coun	nov	coun	dec	coun	coun	Total	wk	
CTA																											32	6
Infr Man																											57	11
CTA/Dev																											258	52
Infr Spe																											138	28
Second																											2	0
total																											487	97
<i>figures in italics are estimates of duration of field work</i>																												



Evaluation Summaries



Evaluation: Support to “Sustainable Rural Infrastructure Development Services for Poverty Reduction in the Asia Pacific

Annex K: Executive summary for the ILO webpage

Quick Facts

Countries: Asia and Pacific, with special focus on Indonesia, Timor-Leste, Lao PDR, Sri Lanka and Cambodia

Mid-Term Evaluation: Final Evaluation

Mode of Evaluation: Independent

Technical Area: Rural infrastructure works

Evaluation Management: The ILO ROAP, Bangkok, Thailand

Evaluation Team: Ulf Brudfors

Project Start: January 2005

Project End: December 2008

Project Code: RAS/04/12/SID

Donor: Sida, Sweden USD 1,110,977

Key Words: employment, local resource based infrastructure interventions, community development, capacity building, development projects, technical cooperation, participatory development, local economic reconstruction and development, poverty alleviation, sustainable development, urban development, small enterprises, construction industry,

road transport, environmental protection, natural disasters

Background & Context

The Sida component of ASIST AP

The Sida contribution to ASIST AP can be viewed as general financial support to the overall ASIST AP programme, but it has its own project document and logframe with specific outputs.

The Goal of this component is to contribute to the poverty reduction goals of different countries in the Asia Pacific region.

The Regional Objective is to improve the access of the rural population to basic, social and economic goods and services through the effective use of local resources.

The nine specific **outputs** to be realised are:

1. Improved capacity of decentralized Government units to more effectively deliver (pro-poor) sustainable rural infrastructure.
2. Local organization provided with a voice in the planning and

implementation of infrastructure works

3. Innovative contractual mechanisms tested and established
4. Rural infrastructure maintenance procedures developed and in use
5. Local resource-based approaches disseminated and incorporated
6. Collaboration with international institutes and universities
7. Poverty focused approaches incorporated into Government policies and strategies
8. Development and dissemination of materials documenting best practices in relation to the delivery of rural infrastructure services
9. Gender audit of technical materials conducted

The Sida component of the programme focuses on the regional ASIST AP activities and specific country activities in Indonesia, Timor-Leste, Lao PDR, Cambodia and Sri Lanka.

ASIST AP ways of working

ASIST AP achieves its objectives through four technical fields of operation:

1. local level participatory infrastructure planning,
2. labour-based technology ,
3. small-scale and community contracting,
4. labour-based maintenance

ASIST AP works at both local and central levels:

- At the local level it focuses on institutional capacity building of local partner institutions in such areas as local access planning, technology choice, the development of small-scale contracting and labour-based equipment supported infrastructure maintenance.
- At the central level it contributes to policy and strategy development to ensure that investments in rural

infrastructure maximize the impact on poverty reduction, income generation and local skills development.

ASIST AP provides technical assistance and advisory support to the ILO country programmes and projects; hence it is not an implementer

Present situation of project

The programme has been running, in full operation, for a period of eight years split into two phases. When entering the second phase, 2005 to 2008, funding ceased unexpectedly from DFID. With reduced funding the management had to reduce its staffing gradually from five to two.

The programme is now at a cross-roads as external donor funding is ceasing at the end of the year. However, internal ILO funding has been secured and in fact to the amount that the programme can now be expanded again.

Despite the low level of funding during the period under review, good progress has been made in several cases, and ASIST AP has been instrumental in mainstreaming:

- the local resource based approach to road works in Timor-Leste, Indonesia and Cambodia.
- participatory infrastructure planning in Cambodia and Lao PDR.

Purpose, scope and objectives of the evaluation

The purpose of the evaluation was to assess what impact the Sida contribution had on the overall ASIST AP programme. It also provides recommendations for future directions

of the programme. As the Sida support ceases at the end of 2008, this report will also serve as the completion report for Sida.

The evaluation covers the regional work carried out by ASIST AP in 2005 to 2008 with particular assessment of the activities carried out in Indonesia, Timor-Leste, Cambodia, Lao PDR and Sri Lanka.

It was not possible to disaggregate Sida funded activities from the rest as the activities as these had been cross-funded over these four years in order to make appropriated use of available funding.

Methodology of evaluation

Information has been drawn from three main sources: a desk based review on selected documentation; interviews with ILO staff and other stakeholders; email questionnaires to ILO staff and those knowledgeable about the programme but external to ILO.

Main Findings & Conclusions

- The programme is relevant and fits in strategically with all the DWCPs of ROAP and the framework of EIIP. The programme has evolved from being somewhat alienated in the past to become an integral part of all the ten countries for which there exist DWCPs. ASIST AP is further appreciated by development partners and called upon for project designs by organisations such as the WB and ADB, showing its strategic role.
- Sida's contribution has been crucial for this second phase as other external sources of funding ceased unexpectedly. The ILO core funding

has, however, increased over the years, but it has not been enough to keep the programme on course as intended. The reduced funding, due the withdrawal of DFID funding, forced the management to gradually reduce its number of staff from five to two experts. In general, the scarce resources have been used wisely by using all three sources of funding (DFID carry-over funds from the pervious period, ILO and Sida) in a common basket for meeting the demand from the countries in the most efficient way.

- The programme has not only been affected negatively by the reduction of funds it has also suffered from being called upon for the numerous natural disasters having occurred in the region. The ASIST AP has been strategically placed and has responded quickly to these requests. This has of course eaten into its resources, but the crisis responses have also provided opportunities for ASIST AP to collaborate with new partners. ASIST AP's added value to this is not so much for the immediate relief, but more importantly for design of initiatives for the medium and long-term restoration of livelihoods and development of the local economy.

The outputs of the programme are all relevant, but they will not lead to a fulfilment of the immediate objective as it is beyond reach. The Sida objective was far too optimistic for such a short period of implementation, and it is also vague in its definition. Most outputs have been delivered to a large extent and this is commendable given the circumstances ASIST AP found itself in with reduced funding and "distractions" in the form of natural disasters. The results can, however, not be directly attributed ASIST AP as the programme

works through national projects, which have their fair share of the successful implementation.

- The programme has added leverage to many of the projects carried out by the ILO through its expertise and its network of contacts. It has also assisted project managers in their dialogue with country offices and the ILO headquarters. Without this support the projects would not have made such good progress. The programme has, accordingly, filled an important role in the support to projects that deal with infrastructure works for local development

Recommendations & Lessons Learned

The text below is organised in the order of lessons learned and recommendations:

- The management capacity has been inadequate due to shortage of funds and its work can be characterised as fire fighting and keeping the programme afloat and providing as much services as possible. It has not always been possible to make the right priorities and to provide services required and some countries have, accordingly, been given less attention than originally envisaged. This is not sustainable in the long-term as a programme of this nature requires: adequate resources in order not to spread too thinly across the member countries; to have its staff in the field to a large extent, not only to accommodate the immediate needs of the stakeholders, but also to be “on the ground” for stakeholder dialogues on further initiatives.
- The programme needs a flexible strategy over a longer period of

support to ensure methods and approaches are sustained in the member countries. This requires more substantial funding, which leads over to the next lesson learned.

- ASIST AP will be reliant on ILO funding and needs to explore these opportunities. As many donors seem less inclined to earmark funds for specific programmes, it is likely that the ASIST AP will have to operate within the internal ILO funding mechanism such as the new complementary RBSA funding. Another way of funding would be to get direct funding from projects for specific tasks to be carried out by ASIST AP. The survey indicates that ILO country offices and projects are willing to pay for such services falling outside the normal scope of the ILO backstopping. This is heartening and should also be taken further by designing projects with a technical component for ASIST AP. It should be noted that this should be in the form of well defined activities with tangible outputs as to distinguish them from the normal technical backstopping that the ILO offers. By doing so, it is likely that ASIST AP could attract additional funding for expansion of the team.
- There is a clear need for the technical competences that ASIST AP holds in the field of infrastructure work. And ASIST AP’s role is not only to backstop projects technically, it has an important role to fill in the design of new initiatives for jobs and infrastructure development as its approach offers vast opportunities for employment in both urban and rural areas. The programme brings valuable elements into the equation of fulfilling the DWCP outcomes. The potential for job creation in the infrastructure sector is acknowledged by all three constituents of the ILO;

the demand has not been stronger in many years.

- A demand driven focus requires a revisit of the four pillars. A long-term programme must be designed with flexibility to allow for changes to take place, and ASIST AP has shown that this is possible. However, the programme has so far mainly been focusing on the conditions in the rural areas. Now there is a change of focus among many IFIs towards development work in urban areas, and it is likely that urban environments will attract more attention than it has in the past. The same applies to environmental issues which receives great international attention. The evaluation therefore recommends that the ASIST AP management revisits the four pillars to accommodate these demands. The four pillars holding the platform of ASIST AP can already today be trimmed down as three of them are basically part and parcel for the same thing - the execution of labour-based or local resource based infrastructure works.

- A demand driven focus also requires a revisit of the country demands and potentials. Some of the countries that were given less support in recent years, may have big potential, such a country would be India. The evaluation recommends that the countries are once again screened to find out where it is likely to yield a high return on the investments made.

- Impact of local resource based infrastructure interventions. After some 30 years of operation in this field there is still a lack of proof of the impacts these interventions have on the community at large. And the burning question is – why does it not happen naturally (a bigger question than the evaluation can

accommodate)? In order to bring about policy, institutional and philosophical change it is important that the ILO show the impacts. Studies of this nature and the dissemination of their findings can be very useful in influencing governments and major lenders to change policies and practices. The ASIST AP, and the ILO for that matter, is a small player in the development field, but its role can be pivotal in creating more decent work for large number of people at the same time as the much needed local infrastructure is developed and maintained locally.