

Mid-Term Evaluation of the Rural Development Programme for Timor-Leste (RDP 2003)

Draft Final Report

March 2007

Prepared by:

**Cardno Agrisystems Limited –
Lead Member of Agrisystems Consortium**



Project funded by the European Union

Agrisystems Consortium comprising: Cardno Agrisystems Ltd – Lead Company; Agri-Livestock Consultants Ltd; Megapesca Lda; Sogreah; VVMZ Spol SRO; World Development Consultants



Acronyms and Abbreviations

ACS	Assistance to Community Stabilisation in Timor-Leste Project
AMCAP	Ainaro and Manatuto Community Activation Project
AIM	Programme for Access Improvements to Markets in the Eastern Region
Aldeia	Sub-Village (Hamlet)
AMFITIL	Association of Micro Finance Institutions in Timor-Leste
ARP	Agricultural Rehabilitation Programme
ARP III	Third Agricultural Rehabilitation Programme
ARP II	Second Agricultural Rehabilitation Programme
ARP I	First Agricultural Rehabilitation Programme
ASC	Agricultural Services Centre
CAF	Community Activation Facilitator
CBO	Community Based Organisation
CDF	Community Development Fund
CEDAW	Convention for Elimination of All Forms of Discrimination Against Women
CEP	Community Empowerment Project
CFET	Consolidated Fund for East Timor
COA	Cattle Owner's Association
CPP	Community Participation Procedures
CSO	Civil Society Organisations
CTA	Chief Technical Advisor
DAC	District Agriculture Coordinator
DAO	District Agriculture Officer
DEC	District Employment Centre
DESD	Division of Employment and Skills Development
DFO	District Finance Officer
DIO	District Irrigation Officer
DoRB&FC	Directorate of Roads, Bridges and Flood Control
EC	The European Commission
ERR	Economic Rate of Return
ETIF	(UNOPS) East Timor Implementation Fund
EVTF	Employment and Vocational Training Fund
GDP	Gross Domestic Product
GoTL	Government of the Democratic Republic of Timor-Leste
Ha	Hectares
ICT	Information and Communication Technology
ILO	International Labour Organisation
IT	Information Technology
IRR	Internal Rate of Return
IOM	International Organisation for Migration
LDP	Local Development Programme
M&E	Monitoring & Evaluation
MCTPW	Ministry of Communications, Transport and Public Works
MoDE	Ministry of Development and Environment
MAFF	Ministry of Agriculture, Forestry and Fisheries
MoL	Ministry of Labour
MoPW	Ministry of Public Works
NDP	National Development Plan
NGO	Non-Governmental Organisation
NRM	Natural Resources Management
O&M	Operations & Maintenance

OALGD	Office of Administration and Local Government and Development
OCAP	Oecussie Ambeno Community Activation Project
OPE	Office for Promotion of Equality of the Prime Minister's Office
PERWL	Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor
PIU	Programme Implementation Unit
PME	(UNDP) Planning, Monitoring & Evaluation Unit
PMU	Project Management Unit
PRCD	(UNDP) Poverty Reduction and Community Development Unit
PPPS	(MAFF) Planning, Policy and Programme Services
PSC	Project Steering Committee
PSME	Programme Start-up and Management Expert
PSME	Programme Start-up and Management Expert
PWC	Project Working Committee
REDE Feto	Timor-Leste Women's Network
SALT	Sloping Agriculture Land Technologies
SCDO	Sub-District Community Development Officers
SDO	Sub-District Development Officers
SEP	Small Enterprises Development Project
SHG	Self-Help Group
SIP	Sector Improvement Programme
STAGE	Skills Training for Gainful Employment Programme
Suco	Village
TFET	Trust Fund for East Timor
TNA	Training Needs Assessment
TOR	Terms of Reference
TOT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Fund for Women
UNMIT	United Nations Mission in Timor-Leste
UNOPS	United Nations Office for Project Services
UNTAET	United Nations Transitional Administration in East Timor
UNV	United Nations Volunteer
VLW	Village Livestock Worker
WB	World Bank
WUA	Water Users' Association
YWA	Young Women's Association

Preamble

The Portuguese colony of Timor declared itself independent from Portugal on 28 November 1975 and was invaded and occupied by Indonesian forces nine days later. It was incorporated into Indonesia in July 1976 as the province of East Timor. On 30 August 1999, in a UN-supervised popular referendum, the people of East Timor voted for independence from Indonesia. On 20 May 2002, Timor Leste was internationally recognized as an independent state and the world's newest democracy.

In late 1999, about 70% of the economic infrastructure of East Timor was laid waste by Indonesian troops and anti-independence militias, and 260,000 people fled westward. Over the next three years, however, a massive international program, manned by 5,000 peacekeepers (8,000 at peak) and 1,300 police officers, led to substantial reconstruction in both urban and rural areas. A conflict between elements of the military in mid-2006 over discrimination in the military precipitated a crisis which expanded to general violence throughout the country, but primarily centred in Dili. The political and civil unrest has led to the displacement of more than 15 per cent of the population of the country's capital.

Timor-Leste faces great challenges in continuing the rebuilding of infrastructure, strengthening the infant civil administration, and generating jobs for young people entering the workforce. The country has one of the highest rates of poverty in Asia, with 39.7% of the population under the chronic poverty level. Rural families have less access than urban families to basic infrastructure and services such as clean water, electricity, education, information access, health care, and sanitation.

With a view to contribute to making the transition from humanitarian emergency aid and the ensuing rehabilitation/reconstruction phase to a longer term development approach with tangible benefits for the rural poor, the EC allocated €25.5 million for 2003 to support the Government of Timor-Leste in attaining its overall objectives of poverty reduction and promotion of economic growth. The financing decision to support the Rural Development Programme (RDP I) was prepared with the overall objective to pursue overall poverty reduction, economic growth (and stability) in line with the Timor-Leste Government poverty reduction strategy and the National Development Plan. The programme supports six initiatives that contribute to rural development by increasing the capacity of the Ministry of Agriculture, Forestry and Fisheries (MAFF), restoring community infrastructure, empowering communities, increasing job opportunities, improving livelihood capacities and self-sufficiency (food supply) in rural areas. RDP I supports these initiatives through agreements with UNDP (with UNOPS, ILO and UNIFEM as executing agencies), IOM and the World Bank. The six components of the RDP I are:

Agency	Projects
UNDP	Access Improvements to Markets in the Eastern Region (AIM)
	Oecussi Ambeno Community Activation Project (OCAP)
	Skills Training for Gainful Employment (STAGE)
	Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in Timor Leste (PERWL)
IOM	Assistance to Community Stabilisation in Timor Leste (ACS)
World Bank	Agriculture Rehabilitation Project (ARP III)

The expected results of the programme are:

- Improved access to markets - key bridges repaired thereby opening up District roads in Viqueque and Lautem for vehicular use (main target group: farmers and traders). (UNDP-UNOPS/AIM);

- Livelihood opportunities restored through the adoption of improved agricultural technologies, food security and basic service delivery in Oecussi (main target group: rural population). (UNDP-UNOPS/OCAP);
- Increased employment through vocational skills training nation-wide (main target group: government staff, trainers and rural poor). (UNDP-ILO/STAGE);
- Enhanced rural women's leadership and participation through the empowerment of the women's civil rights nation-wide (main target group: rural women). (UNDP-UNIFEM/PERWL);
- 120 community based infrastructure projects in the Eastern region rehabilitated, e.g. markets, village water systems and community irrigation schemes (main target group: farmers and traders). (IOM/ACS);
- Capacity of the Ministry of Agriculture, Fisheries and Forestry (MAFF) and its development partners to support farmers in increasing sustainable production and income (main target group: government staff, farmers, development partners). (WB/ARPIII).

The programme, which overall has a duration of 60 months, started in March 2004.

As the Rural Development Programme has reached the mid-term of its implementation, a mid-term review (MTR) has been commissioned to evaluate the programme. The MTR Team is composed of three experts: (1) a Team Leader – Rural Development / Monitoring & Evaluation Specialist; (2) a Rural Business Development Specialist; and (3) a Rural Infrastructure Specialist. The objective of this MTR is to make an assessment, as systematic and objective as possible, of the ongoing RDP I programme, its design, implementation and results achieved to date. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, and likely impact and sustainability of the programme and its components. The supervision, monitoring and evaluation system and procedures in place, and EC visibility have also been assessed. The MTR specifically evaluates the RDPs six components, and how these work in convergence in sustainably developing rural areas and the rural population, with a special focus and a thorough assessment of the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. The mid-term review has been conducted from January 29 – March 30, 2007.

Executive Summary

As the First Timor-Leste Rural Development Programme is very much a sum of its components, this executive summary provides a snapshot of the relevance, efficiency, effectiveness, impact, and sustainability of Access Improvements to Markets in the Eastern Region, the Oecussi Ambeno Community Activation Project, the Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in Timor Leste, Skills Training for Gainful Employment, Assistance to Community Stabilisation in Timor Leste, and the Third Agricultural Rehabilitation Project. The presentation of the components analysis in the executive summary differs from the structure of the analysis in the main report. The executive summary reviews the components individually, whereas in the main report the analysis is focused on the DAC criteria as applied to each of the components. The purpose of this structure is to provide a stand-alone overview of the components in the executive summary and more detailed analysis in the main report.

Access Improvements to Markets in the Eastern Region

The AIM component is felt by the MTR to very relevant as the need to facilitate the country's economic and social development through the rehabilitation and reconstruction of the 5 bridges is very important for the eastern region comprising the districts of Lautem and Viqueque. An efficient road network which includes the five bridges hold the key to fulfil the rich agricultural potential of that region.

The efficiency of the AIM component has been hindered by UNOPS project management on the ground which has been ineffective as the executing agency of the component. Significant early delays in the initial component activities for the design, tendering and procurement has resulted in a rushed construction contract to complete the bridges in an eight month period. Due to the weak preparation and initial management of the project, the amount available under the grant agreement was short 700,000 USD. At the time of the MTR, the construction phase was a minimum of six weeks behind schedule.

In terms of AIMs effectiveness at the time of the MTR the progress was 43 % of the contract price and 12 % of the physical work, excluding off-site manufactures of trusses. The labour intensive approach adopted by the contractor is an effective way to best increase the income to poor people and provide short term employment opportunities to the communities living near the project site, mainly as unskilled and semi skilled labour. An effective site monitoring of the construction work progress is carried out by the consultant (through monthly reports). The contractor has been fortunate to date in that the works have been able to continue during the rainy season due to lower than normal rainfalls; however, if the rains increase during March and April (also rainy season months), concrete works will likely be delayed, leading to a further delay in the overall project. The forthcoming election of 9 April may also have a very adverse effect on the completion of the work.

The successful completion of the AIM component should have a positive impact. The agricultural potential in the regions is identified as high. Improved access to major markets should contribute to overall poverty reduction by permitting the farmers to sell their surplus crops. This component is much more than a rural development project. It is more a national project focusing on transport and communication through the rehabilitation of the national road network. It goes far beyond the immediate beneficiaries of the component

The sustainability of the component will depend on the MoPW and MoTC successfully maintaining the bridges as well as the road linkages and other intermediate spans that are linearly linked to the constructed bridges. UNOPS should formulate an exit strategy for the project, which mainly focuses on lessons learned and building sustainability and commitment for the MoPW and the beneficiaries. Additional indicators should be included in the

recommendations such as the recurrent maintenance cost. The experience should be systematized and comparisons made with similar situations in the country to bring to light differences, which have to be explained and justified. This will help also in deciding with type of design to be used and / or recommended in the future. Serious thought should be included about analyzing the real possibility to finish the works on time. A way to rehabilitate the existing smaller structures between the newly constructed bridges, such as roads culverts, should be proposed.

Oecussi Ambeno Community Activation Project

The continued relevance of OCAP is evident in that the programme addresses core needs of food security and income generation in this remote district. These remain fundamental priorities for the majority of Oecussi's population. However, an over-ambitious design has led to a diverse number of activities (particularly in relation to the number of programme personnel), some of which have limited contribution to restoring sustainable livelihood opportunities. Concentration /consolidation into fewer actions would improve the programme's ability to achieve its purpose.

In terms of the effectiveness of OCAP, the fragmented management structure between UNDP, UNOPS Asia and the project staff in Oecussi has greatly hindered progress. The majority of programme decision making is occurring from the UNOPS Asia office in Bangkok. Although the intermediate level field staff are dedicated and provide good support to programme delivery, there is a noticeable vacuum due to the absence of senior level programme staff. Replacement of senior project personnel is taking a considerable period of time with a consequent slowing of progress. There is also limited technical expertise guiding the implementation which has resulted in inferior works being developed under the Community Development Fund activity. 18 CAFs have been hired but at a project salary rate which is considerably higher than civil service rates. The programme's expectation that the CAFs will be recruited by MAFF following the programme conclusion is unlikely given that MAFF now employs its own CAFs and the differential in salary rates. The ratio of operations to programming budget is high: human resources, local office and action costs, and administrative costs (management fee) constitute 48.4 % of the overall budget. OCAP also does not optimise cost-effective strategies. For example, community activation and community development training has been purchased from an Indian training provider. However, as UNDP / UNOPS have implemented a similar five-year community activation project in Ainaro and Manatuto (AMCAP) lessons learned and training could have been brought in from AMCAP for considerably less cost.

A weakness in the effectiveness of OCAP is noted in relation to its key result two: *Increased agricultural production to improve food security and income*. A number of agricultural activities have been implemented with varying degrees of success and overall potential for success. Successful and less successful activities are identified in greater detail in the report.

In regards to OCAPs impact the MTR would observe that given the component's slow rate of implementation, OCAP is having a marginal impact on improving overall poverty reduction. The programme is having a more noticeable impact in terms of food security, improving nutrition and improved agricultural / environmental practices. Implementation will need to be scaled up considerably during the remaining period of the programme for OCAP to contribute to a longer term development impact.

At the mid-term it is difficult to determine the sustainability of OCAPs programme benefits. It is expected that farmers will continue to benefit from improved agricultural techniques and seed varieties. Also, infrastructure such as ponds, drip irrigation and small scheme irrigation works will continue to yield benefits after the program completion providing they are well-maintained. But the replicability and expansion of these activities in the absence of

programme funding is unlikely due to costs. Although MAFF is scaling up its staffing in Oecussi, its ability to support such a wide variety of activities and large number of community groups is unlikely.

Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in Timor-Leste

PERWL was designed in three components with the overall aim of increasing women's participation in the political and social development of East Timor. Thereby raising awareness of the need to improve gender equity in order to reduce poverty and promote all aspects of development. (Budget allocation: €0.63 million over 3 years)

The project was approved for funding despite an extremely weak proposal:

- The document made no provision for a training needs assessment (TNA) prior to the design of training; the training material had already been identified.
- This training material called; "Transformative Leadership, Politics and Community" was highly conceptual and unsuited to the target group. (It required very extensive simplification along with talented and confident training facilitators.)
- The existence of high levels of illiteracy is mentioned but no analysis is made to determine the implications for training rural women.
- Very little reference is made to the necessity of training men in gender awareness; essential in order to achieve effective change at the community level.
- Aspects of the budget were unrealistic.

There were initial delays in project start-up. The project document was subsequently re-written about one year into implementation, but this was too late to redress the flawed design.

Project implementation has been undertaken with dedication and sincerity both by the staff of PERWL and its partner organisations. The activities have been presented in comprehensive reports to the EC. As a bi-product of the training under Component One a new training programme was developed called "Strengthening the Role of Women Leaders in the Suco Council"; this was based on a TNA. However, the material remains conceptual and dominated by the written word; additional support is required in order to develop training material fully adapted to the needs of all members of the target group. Extensive ToT should also be provided.

On-going monitoring and evaluation of activities has been undertaken although UNDP provided little support and there was a relative absence of critical analysis. No gender specialist has been provided by the EC to monitor the project, or the larger programme.

A base-line study has been conducted called the "Feminisation of Poverty". This is intended to assist the Government in meeting its responsibilities under CEDAW. This study has encountered problems, partly due to the 2006 crisis, but reportedly due to its design also.

Skills Training for Gainful Employment

STAGE aims to reduce poverty and promote economic growth by promoting employment and income generation in the rural areas. Building national capacity at the Ministry of Labour and Community Reinserion (MLCR) to deliver demand-driven enterprise and skills training was the starting point of the programme. (Budget allocation €5.09 million over 5 years)

The programme document gives a sound analysis of the underlying realities of East Timor and of the considerable challenges for promoting employment in a country dominated by subsistence agriculture and low levels of literacy. Most initial design shortcomings have been redressed during implementation. It is debatable whether employment could be better tackled by promoting of SMEs rather than micro income-generating activities, but there are

many constraints in both areas. By focusing on capacity building the programme has addressed a key problem for the new Government.

The programme has provided considerable support to its partner organisations, primarily; four District Employment Centres, a number of business and vocational training centres and to a lesser extent four MFIs. This support has centred on improved working practices and the development of training material. An Employment and Vocational Training Fund has been established with clear guidelines and these have been replicated in a separate fund established by the MLCR. An interactive Labour Market Information database is being developed. Many results have been realised and others remain in the pipeline, the programme now needs to concentrate on consolidating its achievements, along with a possible expansion into new districts. The high level of international TA has proved a good investment with, for example, no early resignations and effective counterpart development.

The programme is considered to have achieved considerable success at the mid-term point of its implementation. A very high degree of sustainability has been re-designed into its set-up and to date there are many positive impacts at Ministerial/Departmental level. Already some staff from the programme have been transferred to the Government's payroll. A Gender Unit has been established which is being institutionalised within MLCR.

Assistance to Community Stabilisation in Timor-Leste

The relevance of the ACS component is noted in its two phased approach. The development of the second phase was based on the lessons learned during the first phase. The second phase has adequately incorporated additional projects: water – flushed latrines, hygiene and sanitation trainings, training of the newly elected suco councils.

The efficiency of the management and implementation, including the delivery and supervision has permitted the achievement of most of the physical projects during the three years.

In terms of effectiveness the activities are prioritized and implemented by the communities. The component is primarily a demand driven programme responding to the real needs of the communities with voluntary participation in the construction. The component has followed a two phased strategy. In contrast to phase one covering all the sub – districts, phase two covers only six selected sub - districts (46 sucos). Phase two also focuses more on strengthening communities and the newly elected suco councils to identify and prioritise their basic needs. The component should be able to complete all of the projects except five water supply projects (80 % completion expected in March 2007). In general, there is a good degree of technical capacity according to generally accepted standards.

The impact of the component is noted in that 98% of beneficiaries surveyed by ACS, mostly of which are women, acknowledged having extra time for additional income generating activities.

In terms of sustainability there has been no formal working relationship established at the national level (which is essential to support of the component by the GoTL as well as for receiving the programme assets, including the vehicles). In this project, sustainability has been based on the communities' voluntary work and responsibility (water committees) and suco councils rather than government institutions. There is no likelihood that GoTL will be able to continue the activities at the end of the programme.

Third Agriculture Rehabilitation Project

The relevance of ARP III is indicated through its close alignment with the National Development Plan (2002 – 2007) which promotes poverty reduction. ARP III is also in line with the Stability Programme which emphasizes a stronger focus on agriculture. The

irrigation rehabilitation and management component (sub-component 2) was reviewed and revised in September 2005 to be in line with the government policy. All the selected schemes are lying within the 72.000 ha prioritized by the government to be irrigated for its high agricultural potential. The services to farmers component (sub-component 3) aims to increase MAFF's capacity at the central and local levels to deliver timely and relevant information and foster two-way communication. The programme management (sub-component 4) is highly relevant in developing the capacity of the MAFF.

In terms of efficiency, the following is noted:

- Sub-component 2: Despite the disturbances of 2006, the irrigation subcomponent has achieved almost all its physical targets;
- Subcomponent 3: Information to farmers has made moderate progress and the technical adviser has been mobilized. Agribusiness services unit was delayed but is now operational and is producing regular newsletters (also in electronic format). Agricultural service centres continue to under-perform against expectations and there is an ill-advised consideration within the MAFF to expand the number of ASCs rather than consolidate existing centres and rationalize their performance.
- Subcomponent 4: Some of the core activities of the ARP III have been institutionalized within the MAFF budget.

The effectiveness of ARP III is indicated through a 120% achievement of rehabilitated irrigated area, a 55% rehabilitation of farm-to-market roads, and 100% of the Caraulun scheme rehabilitated. A problem in terms of effectiveness is that despite increasing the amount of available irrigable land there is insufficient capability to prepare the land.

The impact of ARP III will be significant. Increased capacity of the MAFF is already evident with its greater national budget allotment and increased scale of programming activities. The long-term impact of rehabilitating the irrigation schemes will greatly contribute to food security and increased income generation once the land preparation bottleneck is resolved. The IT sub-component of ARP III should have a significant impact beyond its immediate project purpose. The sharing of the technology resources across several ministries will greatly improve communication from the centre to the districts.

Generally the results of ARP III indicate a high level of sustainability. There is a growing support received from the GoTL and some activities are progressively embedded in the national budget such as the O&M of the schemes. The construction of the irrigation schemes has been carried out by the beneficiaries themselves as paid labour. Usually, a small part of the salary is retained for the strengthening of the newly formed or existing WUA.

Other Issues Relevant to RDP 1:

The value-added of having a single agency (UNDP) managing the four components implemented by the other agencies has not materialised. Delays in implementation and project reporting persist and more significant emphasis is required by UNDP to ensure that the sub-implementing agencies are performing as required. It is likely that the EC would have benefited from having separate contracts with each of the implementation agencies (as it has with the World Bank and IOM) as the relationship would be more direct.

There has also been no added value in having the monitoring and evaluation function being performed by a non-implementing agency. In the original programme documents, each component had a M&E budget line (AIM: 244,036 Euros; OCAP: 234,788 Euros; PERWL: 23,241 Euros; STAGE: 332,935 Euros (TOTAL: 835,000 Euros) which was subsequently transferred back to UNDP to assume the M&E function. It is uncertain how UNDP will be able to expend such a large budget for M&E purposes.

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Section One: Relevance of the Rural Development Programme and its Components

This section of the report assesses the objectives of the Rural Development Programme in light of the challenges which the programme was created to resolve. This section also reviews the context of Timor-Leste's rural development and addresses how the programme has and has not adapted to the changes in the sector.

1.1 Programme for Access Improvements to Markets in the Eastern Region

The overall objective of this RDP component is to pursue overall poverty reduction and empowerment of rural communities in line with the Timor-Leste government's poverty reduction strategy and the National Development Plan.

According to the agreement between EC and UNDP, the result is the rehabilitation and reconstruction of five key bridges thereby opening access for rural communities along the Viqueque – Los Palos road to major markets. It is designed to facilitate the country's economic and social development through the bridges rehabilitation and reconstruction of the 5 bridges which hold the key to fulfil the rich agricultural potential of the eastern region of Timor-Leste comprising the districts of Lautem and Viqueque.

The need to facilitate the country's economic and social development through the rehabilitation and reconstruction of the five identified bridges is still relevant for the eastern region comprising the districts of Lautem and Viqueque, and for the country as a whole. An efficient road network which includes the five bridges, hold the key to fulfil the rich agricultural potential of that region.

GoTL policy

The project supports the National Development Plan and is in line with the Stability Programme adopted in January 2003 by the GoTL after the riots of 2002 which emphasized job creation. The project is using labour intensive construction methods for the bridges and supports the participation of qualified national construction companies.

The project addresses also the United Nations Development Assistance Framework (UNADAF) which called for the rehabilitation of the country road network. In this respect, it contributes to achieve the Millennium Development Goal such as eradication of extreme poverty; also the UNDP Country Programme Outline (CPO) 2003 – 2005 which proposes the realignment of UNDP assistance from emergency rehabilitation to institutional and individual capacity building and policy development in areas aimed at improving the socio – economic conditions of the population.

Finally, the programme falls within the EC strategic focus on rural employment and agricultural low productivity by improving access to markets and other infrastructure.

Baseline

In addition to the data collected in the feasibility study, an estimate of traffic volumes on the main road network was done in January 2002.

1.2 Oecussi Ambeno Community Activation Project

The Oecussi Ambeno Community Activation Programme (OCAP) is a five-year programme with an overall budget of €3.36 million. The programme is specifically designed to respond to the special needs of the 48,000 population of the enclave of Oecussi Ambeno, one of the country's poorest districts.

The overall objective of OCAP is the restoration of sustainable livelihood opportunities for the residents of Oecussi Ambeno District. OCAP's strategy is the empowerment of communities whereby the people lead the development process.

The continued relevance of OCAP is evident in that the programme addresses the core needs of food security and income generation. These remain fundamental priorities for the majority of Oecussi's population.

The relevance of programme components and their linkage to the programme objective is less established. An over-ambitious design has led to a diverse number of activities (particularly in relation to the number of programme personnel), some of which have limited contribution to restoring sustainable livelihood opportunities. A concentration / consolidation into fewer actions would improve the programme's ability to achieve its purpose.

OCAP's strategic entry point is through various types of community groups. The long-term sustainability of this approach of working through community groups needs to be assessed, particularly now that there have been more durable local government structures formed through the Suco council elections.

The means of interaction with the communities via the programme's Community Activation Facilitators (CAFs) is being replicated by the MAFF who have employed their own CAFs. MAFF is also replicating some of OCAP activities such as nurseries and sloping agriculture activities.

A baseline survey was completed 29 months after programme commencement. The quality of the baseline survey, however, is very poor and it will be difficult to use the data as any type of benchmark for assessing the performance of the programme in realising its objectives.

1.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

The proposal for the PERWL component was for a three-year programme, at a proposed cost of €0.63 million, to enhance rural women's participation in nation building in Timor-Leste. It is part of an integrated strategy focused on facilitating capacity building of women leaders and groups at the national and local levels so that women can participate on an informed basis in the processes of nation building including elections, establishment of local government and how to use nation building institutions at a local level.

The situational analysis underlying the PERWL project can be observed in UNDP's Timor-Leste Human Development Report for 2006. The following data is relevant to our analysis: two thirds of women aged 15 – 60 are illiterate compared to half of men, and girls remain more likely than boys to drop out of school. Women are far less represented in the labour force than men and are paid significantly less, even for the same work. They also face significant health problems due to poor nutrition combined with their reproductive function. In rural areas they may have limited access to health care due to accessibility and cultural factors. Using a gender-rated development index, Timor Leste would be placed 125th out of 136 countries. Gender-based violence also remains a serious problem.

The promotion of gender equity represents a direct link to poverty alleviation as is now well understood given the correlations between improved female education and levels of child health and reduced rates of female fertility. Also, income earned by women is more likely to be invested in child welfare. There is therefore a very direct relevance of this project to the overall objective of the EC which was to reduce poverty.

The Government has expressed a clear commitment to improving gender equity through the establishment of the Office for the Promotion of Equality (OPE) in the Office of the Prime Minister. The OPE is responsible for instituting gender training throughout government departments and it provides the focal point for gender issues. A number of other programmes, including those of UNIFEM are involved in raising awareness on women's rights, etc. The National Statistics Directorate is working to produce gender-disaggregated data in relevant areas.

The Terms of Reference for this mission state that the project purpose is:

- *To support women to run for the aldeia and suco elections country wide; vote with greater knowledge and increase the effectiveness of women local government officials and build capacity of rural women's transformative leadership and citizenship in the context of decentralised government;*
- *To pilot in 4 districts per region and in the districts of Lautem and Bobonaro methods and materials to build the capacity of grassroots women to understand, contribute to and benefit from the process of nation building through training in leadership and civic education, gender sensitisation of grassroots men, and linking grassroots women with national women's organizations and women leaders; and*
- *To generate essential data required for the formulation of informed programmes to address the socio economic needs of rural women and address urgent need by the government to produce the first national report and civil society to produce a shadow report to the CEDAW committee.*

The above statement is taken from a re-drafting of the approved project document and represents is a considerable clarification upon what was stated in the original document. That document, as signed by the respective contractual parties, is very poorly constructed and lacks any convincing justification for the proposed activities or a coherent strategy for their delivery. At times the document is inconsistent concerning the essential elements comprising the 3 components.

The original document makes just one reference to the high level of illiteracy in Timor Leste and just one reference to the need to include men in any transformative process (neither of these issues are mentioned in the logical framework either as actions required in order to assess them or as potentially positive outcomes of the intervention).

Despite the fact that this project is primarily a training intervention, absolutely no reference is made to the necessity of undertake a training needs assessment prior to designing the training. No training needs assessment was undertaken at the start of the project. It is clear from the MRTs evaluation work that this primary omission is the root of all the weaknesses observed. Conversely both documents state, as shown in the quotation in the paragraph below, that the training course: Transformative Leadership, Gender and Community, had been chosen prior to the start of the project. The relevance of such an academic/conceptual course to illiterate/semi literate rural women was not considered.

Both documents are difficult to comprehend at times¹, for example, the explanation provided at the end which informs the reader: “Transformative leadership and citizenship training materials refers to an all inclusive training package which aims to train and raise awareness on the importance of women’s participation, not in terms of quantity but in terms of quality of participation. This is done through a two way relationship whereby the woman elected maintains the constituency engaged and vice versa, so that the elected woman continues to defend women’s rights and is in turn supported to make a difference.” (There is no evidence from the results of the training that many/any of these aims have been delivered or achieved.)

The MRT has learnt that the international organisation contracted to supply the ToT also provided a training manual on the above subject. This very large document (estimated by the MTR’s interviewees at 2000 pages in length) then had to be simplified and translated into Bahasa and Tetum. This process took some considerable time. The international organisation also provided the ToT. For the more experienced trainers it appears that the ToT provided was very motivating and useful. Other, less experienced trainers, clearly needed a lot more support to enable them to communicate such conceptual ideas to participants untrained in such thinking processes, and who were unable to read the extensive written material which was also provided to them. Some games and role plays were interspersed into the training to make it more active and participatory. One trainer explained that he himself (a university graduate) had found the training material very inspirational for his own personal development and for his leadership role at work. It is also quite possible that some of the more educated trainees (national women leaders, for example) got real value out of this training. The MTR focused on interviewing rural women, who were the main target of the project, and it is our opinion that very few of these women were able to master the concepts involved. Providing the same training to women from such diametrically opposed backgrounds appears to have little strategic relevance.

The first training sessions were piloted in Oecussi where the educational level is perhaps lower than the national average and where many rural women do not speak either Tetum or Bahasa. One trainer interviewed stated that she did not receive a trainer’s manual, but only the manual that was also provided to the trainees. One trainee described how some women on her course had, on returning to their homes, been unable to explain the training that they had received since the English word ‘gender’ had been used and they didn’t know what it meant. This literate woman also complained that the number of illiterate women on the course had been a cause of distraction, as they were unable to concentrate on the teaching. Another illiterate woman insisted that, whilst she had fully understood the training, many of her fellow participants were unable to grasp the content.

It is understood that, in light of the difficulties encountered, the trainers (perhaps supported by the international contractor) undertook further simplification and tried to introduce more participatory exercises. Therefore, during the period of training in the 13 districts it can be assumed that the training methodology evolved to better focus on the needs of the trainees.

¹ It is even unclear in the original project document whether the above course was indeed ever intended for the Suco women members, or whether it should have been provided to just 260 women activists, as is written on page 11 of the original project document where it is stated in: “Paragraph 1.2. Develop and conduct eight transformative leadership and citizenship training sessions for up to 260 women activists and public officials from the districts in campaigning and lobbying skills and the CEDAW human rights framework.”

Paragraph 1.3 then continues: “Conduct a high profile campaign with support from the newly trained advocates from the transformative leadership and citizenship development trainings, to ensure women’s active participation in the forthcoming aldeia and suco elections and in local government.”

The above strategy appears more logical as it targets the very conceptual training at a relatively more educated group, but it is not set out clearly in the subsequent logical framework, or in the revised framework of the second project document as quoted from at the beginning of this section. If any confusion has indeed occurred, then the absence of the International Project Coordinator (as referred to below) for the initial period of this intervention is likely to be a highly material factor.

In another area an elected woman Suco member was interviewed, she had received training from an organisation funded by USAID. Whilst this woman was also functionally illiterate and it was difficult to assess to what extent this different training course had been useful to her, she was clear that all the elected Suco members, including the men, had been trained together, therefore ensuring that the essential message of women's equality and rights was heard by a much wider and very essential target group. The omission of men from most (not all) of the training provided by PERWL is perplexing since the absolute need to involve men in any transformation process concerning the roles of women has been recognised for quite some time. It was learnt that in some cases the District Administration insisted upon inviting men to the courses as they argued that men were complaining at being excluded.

In addition to the focal course on Transformative Leadership, Gender and Community other trainings and follow-ups have been undertaken.

The Government counterpart to the PERWL project is the OPE and it is the case that the national Adviser to the OPE Director was very much involved in the process of simplifying the training material and in delivering the training courses. However, the PERWL programme has not been set up within the directorate and no PERWL staff will remain with the OPE at the conclusion of the project. The OPE did have other international TA based inside their office, provided by other donors.

Key Stakeholders, Partners and Beneficiaries:

Key specific stakeholders are the OPE and various national and international NGOs. The beneficiaries of PERWL are the women leaders, both at the national and the local level, and their constituents.

Baseline Data:

No baseline data has been collected for the use of PERWL as such, as mentioned above with regard to the absence of a training needs assessment. However, the third component of the PERWL project is to contract a survey on the Feminisation of Poverty. The primary purpose of this is to establish baseline information for the use of Government in the development and monitoring of its programmes and also to assist the Government in its first report to the CEDAW committee.

1.4 Skills Training for Gainful Employment Programme

The presentation of the underlying situation, as presented in the original programme document remains relevant today. According to UNDP's Timor-Leste Human Development Report for 2006 the following data is relevant to our analysis: the overall unemployment rate is stated as being 8.9% but amongst the youth (aged 15 to 24 years) the rate is 23.1%. (Overall unemployment is likely to be higher due to people not registering as they believe that there are no jobs and therefore no purpose in registering.) Of those who are in work, 87% state that they self-employed. Employment/self-employment is concentrated in three sectors: agriculture at 72% of the total, industry at 7% and services at 22% of the total people in work. Adult literacy rates are given as around 44% for women and 56% for men. Currently, 59.4% of children are enrolled in lower secondary schools and 46.5% in higher secondary schools.

Unlike the previous Indonesian administration, the Timor-Leste Government is committed to encouraging the private sector in rural areas and does not wish to intervene in the supply of economic services, although to some extent this may be unavoidable in the short term. The promotion of micro-finance is a major objective of the government and various options for furthering the competitive and sustainable provision of financial services to the poor, as well

as to larger entrepreneurs, have been considered.

The government provides support to the private sector through the following institutions which have direct relevance to the STAGE project:

- Business training centres established under the Ministry of Development which were funded under a World Bank funded Small Enterprise Project (this support abruptly terminated in September 2005 when the training was evaluated as being unsuited to the current economic realities of the country).
- The Ministry of Labour is running four District Employment Centres in Oecussi, Dili, Baucau and Maliana.

In addition, skills training is provided by a number of privately managed vocational training establishments along with three vocational training centres run by the MAAF.

At independence the Government approved the National Development Plan (NDP) 2003-2007. The NDP established poverty reduction and promotion of equitable economic growth as its twin goals. The STAGE programme document states that “raising economic and social status of the poor and building human capacity in the area of management, administration and technical skills have been identified in the NDP as amongst the most significant and immediate challenges that the country is facing...The challenges for the Government are to nurture the entrepreneurial capacities and to modernise production in every sector.” As shown in the statistics quoted above, the informal sector remains the main source of employment and livelihood for the large majority of people.

The STAGE programme's purpose is to build national capacity to develop and implement a sustainable and effective system of skill and enterprise training. The overall strategy is three-fold:

- Institutional and capacity strengthening of the Secretariat of State for Labour and Solidarity (SSLS) and its District Employment Centres, (DECs) which provide enterprise development and skills training services to the districts, in particular DEC staff will be trained in 4 regional offices (Dili, Maliana, Oecussi and Baucau) on collection and analysis of employment data to ensure that training programmes are designed based on local economic opportunities. Effective management of the Employment and Vocational Training Fund (EVTF) will also be ensured;
- In order to develop effective training capacities and a micro/small enterprise development mechanism in Timor-Leste, STAGE will strengthen the capacity of existing training providers by providing them with management training, training of trainers, resource material and financial resources through increased access to the EVTF. Training providers will work closely with the DECs for the delivery of training to the communities through mobile units; and
- Given the fragile economy, employment in the sense of full-time wage employment may not be an option for many years to come. The STAGE will put emphasis on informal sector employment opportunities. Access of community members to small business development and skills training will be facilitated through a decentralized and flexible system of training, including outreach programmes and mobile training, and the EVTF mechanism.

Relevant Responses to Changed Circumstances:

The programme began with a focus on capacity building within the MLCR and more specifically the Division of Employment and Skills Development (DESD). With very few staff on the Department's payroll STAGE took the opportunity of hiring programme staff on local contract terms (rather than on the UN pay scale) with an agreement from the Government that these staff would be gradually incorporated within the Government's own establishment budget. Therefore by the completion of STAGE all programme staff will have become

government employees and there will be no loss of capacity within the Department. (Also, no drop in capacity for STAGE as staff nearing the end of a UN contract might otherwise find better job security by securing employment elsewhere.)

In addition to the programme's full integration within the DESD, all international TA have worked/are working directly with at least one national counterpart. It is their responsibility to ensure the maximum transfer of skills and capacity during their time with STAGE.

Since the inception of the programme the major change, as with all programmes, is the unanticipated crisis of early 2006 and its continuing repercussions today, which are likely to continue as least until the end of the forthcoming election process. This crisis was responded to by STAGE in the form of direct assistance to the MLCR for the establishment and management of an emergency cash-for-work programme. Funding for the programme was provided by a combination of bi-lateral donors along with UNDP. Policy and operational guidelines were produced for the MLCR with ILO support and the Government continues to fund and implement this work through its own resources. In a country with high and sharply rising levels of youth unemployment combined with very low per capita incomes, it is considered that this response was highly relevant to the prevailing circumstances and a very effective use of existing staffing resources at a time when little constructive development work could be delivered.

STAGE has increasingly orientated its work towards the challenge of providing employment and training opportunities for the youth. Again, this is partly in response to the 2006 crisis, but is also an inevitable conclusion in an environment of ever rising youth unemployment. A National Employment Strategy is being developed by the Ministry with support from STAGE and this will include a National Action Plan on Youth Employment. This work is intended, amongst other things, to increase the spotlight on the problems faced by the young unemployed and to stimulate both Government and donor responses. A youth employment survey has been undertaken.

Whilst precise details of project implementation have been altered in line with ground realities, the essential logic of the initial proposal has been followed by the implementation team. The programme has benefited from strong and consistent leadership within the Ministry, a factor that is never predictable at the start of any intervention and which may not continue into the future. The Ministry's determination to take maximum advantage of the technical assistance provided by STAGE has enabled the programme to make solid progress to date.

Key Stakeholders, Partners and Beneficiaries:

Key specific stakeholders are the four District Employment Centres (DECs) in Dili, Maliana, Oecussi and Baucau, which are funded and managed by the DESD. Other programme partners/stakeholders are the Business Development Centres which come under the Ministry of Development, skills training establishments run by various NGOs and church groups, etc., (which STAGE has assessed for their suitability to work with the programme), and four Microfinance Institutions (MFIs), also selected by STAGE. Secondary level technical schools have been provided with a training course and ToT aimed at teaching a basic understanding of business to students prior to entry into the labour market/or self employment (this course has now been adopted as part of the standard curriculum). In addition, STAGE has support at least two NGOs with on-the-job training courses with a view to long term enterprise development in blacksmithing and silk production, respectively. All these partners are eligible to apply to the Ministry for financial support from the Employment and Vocational Training Fund (EVTF), as set out below.

The beneficiaries of STAGE are primarily job seekers and those looking for skills development or income generating start-up opportunities. By registering at one of the four

DECs individuals will be interviewed and comprehensive details of their circumstances will be entered into the Centres' Labour Market Information (LMI) database. They are then given job counselling and/or job mediation. DEC staff have been trained in the essential need to proactively promote their employment services with local employers by making personal visits to all available business. The LMI database (still under development with international TA support) then matches the individual to potential employers; to relevant skills training centres; and/or to enterprise development training and to a micro-finance supplier.

The programme budget provides for an Employment and Vocational Training Fund (EVTF) to be managed by STAGE which amounts to some €768,000. The funding mechanism has been established by STAGE with clear criteria for applications and an assessment and approval process which ensures final approval by a committee under the Ministry. The ongoing monitoring of projects is now being undertaken. Projects approved have included Business Training Centres, Vocational Training Centres and MFIs. Building on the success of this scheme the Ministry has funded its own Vocational Training Fund but with higher funding thresholds per proposal than those available through the EVTF. The application formats and procedures have been developed based on those for the EVTF and this ensures that the technical assistance will continue to bear fruit beyond the exhaustion of EVTF funds.

Representatives of all the above partners, stakeholders (with the exception of the technical schools) and beneficiaries have been interviewed for this MTR and all have expressed considerable satisfaction with the support received from STAGE. During programme implementation a number of workshops have been held to ensure that all partners are involved in the evolution of the programme and understand the logic of any changes that are required in their own working procedures (for example, the use of detailed training needs assessment for provision and design of skills training courses). Whilst it is not possible to interview all partner organisations it is clear to this review mission that the strategy adopted by STAGE is coherent, comprehensive and highly relevant to prevailing conditions.

The major constraint is represented by the current social and economic conditions which create widespread uncertainty and very low levels of business confidence. As a result, new employment opportunities are minimal and micro-enterprise start-ups highly risky; only the bravest female entrepreneur is willing to borrow micro-finance, but those that have successfully repaid repeat loans appear to be gaining in confidence and are ready and willing to expand further.

The absence of any government institution from the list of job placements is one issue that could be addressed to ensure that public servants are recruited in an open and transparent manner.

Baseline Data:

As agreed by the programme's steering committee, baseline information was collated from the 2004 national census data which included detailed breakdowns of employment in the four target districts, along with a 2004 survey conducted by the World Bank on urban employment in Timor Leste which detailed existing enterprises. In light of the relevance and timeliness of both these surveys, this appears an efficient and effective decision in order to reduce unnecessary duplication of effort between programmes. STAGE has also developed a simple, gender disaggregated monitoring format which collates time series data from the LMI database on a quarterly basis.

1.5 Assistance to Community Stabilisation in Timor-Leste

Government policy

The overall objective of the component which is to improve rural community assets in order to contribute to long-term population stability is intrinsically linked with the five year National Development Plan which emphasises poverty alleviation and economic growth. The project is not entirely in line with the Stability Programme adopted in January 2003 by the GoTL after the riots of 2002 which emphasized a stronger focus on job creation. The implementation of the works with only voluntary participation of the communities may be seen in contradiction with the Stability Programme. However, this approach was designed to enhance the sense of community ownership of the project.

The second phase of the component focuses more on strengthening the newly elected suco councils and in the capacity building of the district officers. This approach emphasises the importance of the newly elected councils and is in line with the decentralisation policy of the GoTL.

For the 3 districts of Baucau, Viqueque and Lautem, the component is relevant in addressing the poverty and problems facing the GoTL, as the restoration and construction of rural infrastructures contribute to the building of stronger rural livelihoods and to the reduction of rural - urban migration. However, the component has addressed some families which are yet to return to their land, after having been forcibly relocated in the past for different reasons.

Flexibility

The component has followed a two phase approach. The development of the second phase was based on the lessons learned during the first phase such as working in only 2 sub – districts per district and not all the sub - districts.

The component has shown flexibility in solving beneficiary's problems not foreseen at the beginning of the programme by adequately incorporating additional programmes such as the construction of family water – flushed latrines, the hygiene and sanitation trainings with the Red Cross and the trainings of the newly elected suco councils.

1.6 Third Agriculture Rehabilitation Project

Government policies

The analysis of the subcomponents shows that it is closely aligned with the National Development Plan (2002 – 2007) which promotes the poverty reduction in all sectors and regions and an equitable and sustainable growth; also with the Road Map (2003), the framework for implementing NDP programs. The subcomponents are also in line with the Stability Programme adopted in January 2003 by the GoTL after the riots of 2002 which emphasized a stronger focus on agriculture.

The irrigation rehabilitation and management subcomponent was reviewed and revised in September 2005 to ensure that the project was in line with the government policy.

All the selected community based rehabilitated schemes are located within the 72.000 ha identified and prioritized by the government to be irrigated for its high agricultural potential.

Flexibility and adaptability

The adaptability of the component has permitted to emphasize an upland farming programme, a key adjustment to the original component designed for a better balanced investment between upland and coastal areas. It helps strengthen the self – reliance of the farmers, makes them less vulnerable to external shocks such as droughts or floods and market fluctuation and is embedded in the traditional way of sharing the risks between low land irrigated crops and upland rainfed crops.

ARP III has incorporated the lessons learnt and recommendations from ARP II completion report (ARP II closed in mid 2005).

Baseline

A feasibility study including a baseline survey was carried out for the preparation of the ARP component. For some irrigation schemes, due to the lack of data, the baseline had to use borrowed average data from other schemes with similar conditions.

1.7 Summary of Findings and Recommendations on Programme Relevance

The MTR concurs that all six of the components of RDP I were designed relevant to the context and challenges the components were to address. Moreover, despite changes in development conditions, the focus of these components has a continued relevance. There is still a need to construct bridges to improve access to markets; to address food security and income generation in Oecussi; to train rural women to be better informed and capable of participating in elections; to support the development of meaningful employment; to undertake the small scale infrastructure in support of community activation; and to strengthen the capacity of the MAFF in support of farmers.

It is appropriate that the six components are geographically well-balanced. ACS, AIM, OCAP, and STAGE are district(s) specific interventions, well ARP III and PERWL are national programmes.

In reviewing the components (AIM, OCAP, PERWL, STAGE) under the UNDP contribution agreement (involving UNOPS, UNIFEM, and ILO as implementing agencies), it is noted that these components were submitted to the EC Delegation as a proposal package, with synergies between the components for contributing to poverty reduction a core component of the proposal package. An additional Joint Proposals: Relevance and Synergy strategy paper was prepared in March 2004. However, since the funding award and programme implementation there has been limited attempts to develop and promote synergies between the four components.

Although government capacity was extremely low at the time of programme formulation and justified an agency execution approach, with the improvement in the capacity of government departments and the development of local government structures there should be greater emphasis on supporting / transitioning to national execution in their remaining duration and promoting government adoption of the programme components following their completion.

Section Two: Programme Efficiency

This section of the MTR report assesses the logic and completeness of the programme planning and design process from the initial programme idea to the final programme document. This section of the report also assesses the internal logic or coherence of the programme design. This section of the MTR Report evaluates the relationship between the activities and the results of the programme. An analysis is performed of the evaluation of the cost, speed and other aspects of "management efficiency" with which the activities have been undertaken in order to yield the programme results.

2.1 Programme for Access Improvements to Markets in the Eastern Region Management

UNDP is the ultimate responsible party for achieving the objectives of the project. UNOPS project management on the ground has been ineffective as the executing agency of the component. The agency is following the project from Bangkok without an effective physical presence in Dili which is an inefficient way to work for an implementing agency.

Steering committee

The Programme Steering Committee (PSC) includes the director of DoRB&FC, UNDP, UNOPS and ADB. The last meeting took place December 2006 and the next one is scheduled on March 2007. Important decision will have to be made, including the analysis of the project deadline and the preparation of the exit strategy.

Cost and disbursement

The physical work is scheduled to be completed in July 2007. No cost will be eligible after July with the exception of the costs related to assessing status at the end of the warranty period. In the following table, it shows the disbursements up to October 2006:

Contributor	Total	Disbursed	% disbursed
EC	6,592,110 €	1,928,930 €	29
GoTL	700.000 USD (1)	na	na

(1) September 2006

The total budget for the project is 6,592,110 €, including 368,836 € for human resources (6 %), 5,051,964 € (5,837,368 USD) for the construction of the bridges (contract) and 66,050 € for bank protection. Out of the total amount of 6.5 million €, UNDP has disbursed on September 2006 1.9 million € in eligible expenses. The fixed prize of the contract is not subject to any adjustment or revision, including rescheduling and the actual costs incurred by the contractor. Ten percent will be retained by UNOPS for defects / liability.

Due to the weak preparation and initial management of the project, the amount available under the grant agreement for the construction of the bridges was short of 700,000 USD, thus negatively affecting the contribution of the programme in achieving its overall objective. The GoTL agreed on September 2006 to draw the money from the national budget.

Out of the total amount of the contract, the contractor was paid the first two milestones in December 2006, in the total amount of USD 1,167,474 USD which represents 20 % of the contract price. The third milestone (mobilisation) awaits completion and approval of the engineer's facilities. In terms of cash flow, the project is on programme with the off-site procurement, though this is of little significance for projecting completion.

Cooperation between partners

The intended coordination with STAGE for distributing the work with people outside the district was difficult because of the additional cost involved (transport) and the rejection of the local communities to import labour from outside the district.

Delay

The delay up to December 2004 in the selection of the consulting company (Nicholas O'Dwyer & Co. Ltd - NOD) which had to carry out the feasibility study, the detailed design, the tender documentation and tendering and the supervision, has been a serious constraint in achieving the programme objectives according to schedule.

The initial project design was not based on an accurate feasibility study and postponed some preliminary studies to the implementation period. All the bridges to be built were not previously surveyed. Therefore, some problems have arisen during the implementation stage such as the change of site of the Irabere bridge (1.75 km upstream) because of the eastward shifting of the river course.

There were also delays in the work of UNOPS in convincing the government of the need for a national budget contribution, along with the establishment of a modality for expense reporting.

Up to now, the construction phase faces a delay of 6 weeks. The main reasons are the slow mobilisation of equipment facilities (which are still incomplete) and a poor planning and organization. As a consequence, the full advantage of the mainly dry weather enjoyed in January and beginning of February has not been taken; heavy rains are usually expected in March. If the construction continues at the January level, around 16 more months will be required. However, the work rate is expected to rise soon with the delivery of the necessary equipment including the concrete mixing plant on site, a second crusher, a backhoe, another excavator and the water pumps.

Design

The initial project design was not based on an accurate feasibility study and postponed some preliminary studies to the implementation period. All the bridges to be built were not previously surveyed. Therefore, some problems have arisen during implementation such as the change of site of the Irabere bridge (1.75 km upstream) because of the eastward shifting of the river course.

During the field visit, the team appreciated the problem at Irabere (pier 3) where the piles can not reach the specified minimum depth to avoid erosion. The project manager considers it to be a design problem caused by incorrect borehole data and the supervision is consulting with NOD. 16,000 USD are needed to make the necessary boreholes and this amount has to be approved by the PST. Apparently, there is no budget line available (lump sum contract). If it is considered as a change in the design, this work is outside the lump sum and a claim is possible from the contractor.

2.2 Oecussi Ambeno Community Activation Project

The effectiveness of the OCAP component is greatly hindered by the fragmented management structure wherein UNDP is the contract holder and UNOPS, through a sub-contract with UNDP, is implementing the programme. As UNOPS does not have a significant presence in Timor-Leste, the programme is being managed from the UNOPS Asia main office in Bangkok. As a result all programme decision-making is occurring remote from the implementation site. Also, given the haphazard nature of communications and electricity supply in Oecussi, it often takes time for project staff to communicate with the UNOPS

Bangkok office and to be able to receive programme management decisions. OCAP financial management also suffers as a result of the poor management structure. Although the MTR was informed by the UNDP that the Acting Officer in Charge (OIC) had discretionary spending up to US\$ 3000 this information proved to be inaccurate. It was confirmed during the MTR field visit to Oecussi that the OIC had to receive advance authorization from UNOPS in Bangkok for any and all expenditures regardless of the amount. Although it is possible for OCAP to open a local bank account in Oecussi for receipt of project funds, this has not yet been acted upon and it now requires project staff to travel to Dili twice per month to receive the project funds.

Although the intermediate level field staff are dedicated and provide good support to programme delivery, senior level programme staff are absent and replacement is taking a considerable period of time with a consequent slowing of progress. Both the international Start-Up Expert and the National Programme Coordinator positions remained vacant at the time of the MTR even though the contracts for these positions had lapsed and not been refilled for quite some time.

OCAP is making effective use of agricultural expertise through the services of a United Nations Volunteer and a national project staff officer. However, the programme has limited technical expertise for infrastructure projects which has resulted in inferior works being developed under the Community Development Fund activity. Most of the works being undertaken are simply rehabilitation projects rather than new construction and the quality of works observed by the MTR is poor. Community wells have been located on private lands and the wells are uncovered and can easily be contaminated. A reconstruction of an abattoir has the refuse holding tank directly spilling over into a main drainage ditch which is less than one hundred meters from a number of houses. Irrigation intakes on gabioned river banks are nearly a kilometre away from the areas to be irrigated. The design of these works has been provided by the relevant government departments, but if OCAP incorporated short-term infrastructure technical expertise into its staff compliment the designs (and effectiveness and impact) of these works could be significantly increased while also improving the technical capacity of the district's government departments.

Also in terms of staffing, 18 Community Activation Facilitators (CAFs) have been hired to serve as an interface between the project and the self-help groups. All of the CAFs are male even though many of the groups they interact with are women's groups. As the CAFs have been trained in community facilitation and a variety of agricultural techniques the expected end of project situation for the CAFs, as explained by UNDP, is that they would be incorporated within the MAFF Oecussi district structure. However, the CAFs receive remuneration at a project salary rate which is approximately four times the civil service rate. The district MAFF has also recruited its own CAFs. As such, the expectation that the OCAP CAFs will be recruited by MAFF following the programme conclusion is unlikely given that MAFF now employs its own CAFs and the differential in salary rates.

The OCAP component has a high ratio of operations to programming budget. Budget lines for human resources, local office and action costs, and administrative costs (management fee) constitute 48.4 % of the overall budget. The total expenditure of the component budget as of the last annual report was 27% of total project budget indicating a very low absorption capacity. The 2006 annual report expresses that "most of the expenditures cover procurement for enhancing capacity of the community groups, capacity building for project staff and key stakeholders, implementation of agricultural and livestock activities, specific programme support to MAFF irrigation. This is clearly not the case as programming activities (budget line item 5: Other costs, services) constituted only 20.4% of annual expenditures (the majority of expenditures is for human resources). As of the last annual report only 173,820 Euros of total budget line of 1,582,800 Euros (10.9%) has been expended on programming activities. The actual cost of programming activities are reasonable and if the

programme improved its absorption capacity it could significantly increase the number of outputs being created.

The OCAP component has not optimised cost-effective strategies. For example, community activation and community development training has been purchased from an Indian training provider. However, as UNDP / UNOPS have implemented a very similar five-year community activation project in Ainaro and Manatuto (AMCAP), lessons learned and training could have been brought in from AMCAP for considerably less cost. The actual exchanges between OCAP and AMCAP have been limited to only one exchange visit between the projects' staffs.

In the remaining balance of the OCAP component it will be very important to streamline activities to those most viable and with the greatest potential of having significant impact beyond the immediate project beneficiaries. The MTR would recommend the following OCAP activities be prioritized for the reasons indicated within the table.

Table 2.X OCAP Priority Activities

Activity	Rationale for continuing
Pond reservoirs	Low technology means of retaining water supply throughout the dry season.
Drip irrigation	More effective use of small vegetable growing plots, providing both increased vegetable nutrition value and income generation through sale of excess crop to the market.
Sloping Agriculture Land Technology	Innovative technique which has the potential to create small scale integrated farming systems while mitigating against the agro/environmental damage of shifting cultivation.
Seed variety demonstration plots	Demonstration plots of multiple seed varieties is important to instigate a mind set towards increasing crop yields. Demonstration plots provide farmers with the opportunity to observe and compare yields and quality with their traditional seed variety to determine the viability of transitioning to new crops.
Gabion construction and community irrigation	If the gabions are effectively designed and sited, this activity has the potential of preventing further watercourse erosion and increasing the amount of irrigated area.
CDF small-scale infrastructure	CDF small-scale infrastructure is demand-driven by the community and should have a high level of community ownership. However, the works need to be properly designed to ensure their effectiveness.
Promotion of border trading regime	Given the isolation of Oecussi within Timor-Leste and the district's immediate proximity to Indonesia, it is readily evident that the primary external market for the district's agricultural products are the neighbouring regions of Indonesia. As originally intended, OCAP should work towards fostering a border trading regime with Indonesia as a priority.

For the remaining period of OCAP, the MTR would recommend the following OCAP activities be phased out for the reasons indicated within the table.

Table 2.X: Unviable OCAP Activities

Activity	Rationale for phasing out
Poultry raising	Insufficient amounts of poultry are being raised by the self-help groups (ratio of poultry to the number of members of the self help group is very low) to either have an impact on family

	nutrition or for income generation.
Seedling nurseries	Nursery self-help groups are producing a variety (and volume) of species that are not suited to the needs of the market. Market linkages are very low and primary client is OCAP as well as other development projects. The nursery activity is also being duplicated by the MAFF, which is the intended market for the current seedlings being produced.
Cattle fattening	The raison d'être for the cattle fattening activity has been to sell the fattened cattle to the Indonesian market. In the absence of a border trading regime, the rationale for this activity suffers. Additionally, the cattle fattening method through production of Napier King grass requires significant water inputs (tanks to supplement rain fall) which given the expense would be beyond the means of the cattle owner's associations.

2.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

The programme was agreed with the EC in May 2004 but the Project Coordinator was not recruited until the autumn of 2005. UNIFEM have stated that the long delay occurred because the salary offered was too low to enable them to recruit a European national; as was required by the EC at that time. On perusal of the project budget the reason for this is very clear. The level of salary provided for the post is below that of UN Volunteers: as budgeted for in the OCAP budget. This leaves the MTR to wonder whether UNIFEM/UNDP and the EC had all implicitly assumed that the holder of this post would be a woman!

Problems also occurred during implementation due to the low per diem and fees offered to the trainers. Out of the 25 trainers selected by the NGO Caucus to attend the training of trainers, only 11 (or perhaps 13) were subsequently available to conduct the trainings. It is understood that one reason for this very high level of attrition was the fact that the trainers were unwilling to take time off from their regular employment when they would receive just \$15 per training day in fees and \$13 as a per diem. (The per diem was subsequently renegotiated to include travel days also.) It might be suspected that a lack of confidence in delivering the training was also a factor, but this has not been confirmed by the MTR.

Monitoring and Evaluation²

No gender specialist was provided for in any monitoring missions sent by the EC, including this MTR.

Unifem undertook its own mid-term review of PERWL and a detailed and useful report was produced. But the report does not discuss some fundamental issues such as the relevance of the pre-selected training course to the target group, the absence of an initial training needs assessment or the suitability of written training material when addressing illiterate or semi-literate trainees. The absence of men from most of the trainings is only touched upon. Many other interesting points are raised which are not repeated here due to page limitations.

It is understood that all the quantifiable targets set out in the second project document have been/will be achieved or exceeded. PERWL monitored all training sessions through the use of an evaluation sheet to be completed by all participants. It is not clear whether non-literate participants were able to give their feed-back orally. Subsequent workshops have also been

² It is not known whether the original project document was subjected to a gender review prior to the decision to provide EC funding. Such a review should have been instrumental in requiring major adjustments to the underlying analysis and strategy.

held, although again these have made considerable use of writing, for example on flip-charts, in order record the discussion.

It is reported that staff from UNDP visited PERWL in order to ensure that the regular reports provided to the EC were in accordance with the EC's requirements and also made occasional visits to observe training activities (no reports are available to verify these actions or to substantiate any resultant outcomes). In addition, a programme officer from UNDP has been assigned to the project but the current officer has had no real opportunities to undertake any monitoring activities, or even to work closely with the PERWL staff in Dili, due to other work commitments. No reports have been provided by UNDP concerning the work of its monitoring and evaluation section.

Minutes are available from five Project Steering Committees which were held approximately on a six monthly basis. The minutes are clearly recorded and some useful discussion is evidenced, although there is no clear record of when or why the decision was taken to re-write the project document, or who undertook this work, rather the decision is referred to in the past tense. It appears that Unifem headquarters had advised that changes to the document were only minor revisions; this is a matter of opinion and not one shared by this MTR. It is apparent that the document has been substantially re-written whilst retaining its original Overall Objective and Project Purpose. Given that the project document represents a legally binding agreement between contracting parties and should be the "bible" for project implementation, it is surprising that there was no detailed discussion on this matter, as well as a detailed review of the new document.

It appears that the EC in Jakarta have also not reviewed the new document; it was finally sent to them in November 2006 but their agreement to the changes has not been recorded.

2.4 Skills Training for Gainful Employment Programme

The programme was agreed with the EC in May 2004 but the agreement between UNDP and the ILO was not signed until October that year. The CTA arrived in December and the rest of the international team arrived from January 2005.

The programme has been implemented with a high level of technical assistance in the form of a CTA (5 years), Vocational Training Specialist (2 years), Computer Specialist (1 year with one additional year funded by Ireland Aid), Business Training Specialist (3 years, extended from 2 years), Community Empowerment Specialist (3 years, extended from 2 years), Gender Specialist (1 year) and the provision for some short term consultancy (part of which has been funded directly by ILO). In addition, a sum of €332,935 for monitoring and evaluation was transferred to UNDP and placed in a fund to provide M&E services to all four programmes under its auspices.

The level of international staff recruited to the programme has proved a worthwhile, albeit expensive investment. The efficiency of the investment should be seen particularly in light of the low level of human resources available to the Ministry. The team appear to be highly motivated and to work with considerable dedication to the transfer of competencies, as well as with excellent inter-team complementarities. The successful recruitment and retention of staff can in part be attributed to the extensive databases of consultants maintained by ILO in its primary areas of expertise, as well as to the effectiveness of the STAGE management.

In terms of local staffing the programme management took the risky decision to place all local staff under the Ministry, from the beginning of their contracts, with gradual transfer to the Ministry's payroll. Recruitment was based on the STAGE programme criteria and was made with STAGE approval, but direct control over staffing was passed to the Ministry;

which might potentially hamper programme implementation. This policy decision also released resources for reallocation within the programme; as Ministry salaries and benefits are below those stipulated by UNDP.

Outputs to date can be characterised as providing quality rather than quantity in terms of reaching the programme's objective of promoting economic growth through reduced under/unemployment. The building of national capacity both within Government and in the delivery of demand-driven enterprise and skills development training has been its major focus. The outcome of this process of institutional strengthening and capacity building both within the Ministries and certain partner institutions, especially the employment centres and the business training centres is what should be assessed first and foremost. Mid way through implementation it is clear that considerable progress has been achieved with, for example, the clear endorsement from the Director of the Business Development Centres that the micro-enterprise training material has proved very useful and he would like courses to be developed using ILO resources in SME training. It is clear also that genuine linkages have been established between the employment centres, the enterprise trainings and the MFIs, as confirmed by the Director of Moris Rasik, (MFI).

It is hoped that similar progress will be achieved in demand-driven skills training and a clear action plan is in place for this, including the development of Standards for the Qualification of Training Providers and Competency Standards for Trainers. STAGE has also started work on consensus building around the development of a Labour Force Development Institute which will support curriculum development and the maintenance of training standards in the longer term.

The MTR has been assured that all the quantifiable targets of the programme will be achieved and even surpassed prior to closure; these are not to be regarded as the programme's primary achievements. In terms of these targets: 1,350 graduates are expected from the Vocational Training Centres of which 241 were achieved by October 2006; 6,650 graduates are expected from the Enterprise Training Courses of which 414 had graduated by end of October. Of the two targets above, 75% should be successful in obtaining employment (including self-employment). The programme aims to achieve 100% success in progressing rural women from a basic training in starting their own business to receiving credit from a local MFI; four of which have been selected in the target districts to link directly with the BDCs and the DEC. Although progress against targets looks poor at the mid-point in the programme it is clearly the case that momentum has now been established and that in normal circumstances (reasonably stable politically and economically) the remaining time should be sufficient. Other achievements have been the registering of 7024 unemployed with the DEC and the placing of 272 jobseekers with wage-employers.

Despite delays in start-up and problems with the receipt of the second instalment; some nine months after STAGE had reported expending 70% of its first instalment (financed in the short term by a loan from ILO in Jakarta), the programme appears to be progressing in a timely manner. It also hopes to expand into one or more districts over and above the four anticipated in the original programme document.

Monitoring and Evaluation:

Regular monitoring and evaluation was to be undertaken by UNDP and hence the appropriation by UNDP of STAGE's M&E budget. It is reported that staff from UNDP visited STAGE in order to ensure that the regular reports provided to the EC were in accordance with the EC's requirements. In addition, a programme officer from UNDP has been assigned to the project (high staff turnover at UNDP has resulted in various officers being assigned and the current nominee is not known to the MTR). Whilst a format for regular monitoring missions, by UNDP staff, was agreed in the early stages of implementation, it has not been

possible for the MTR to obtain copies of reports from any missions undertaken. It is not clear to the team whether UNDP have charged any M&E costs to the STAGE budget line, or what their future plans for this item might be. Regardless of these apparent omissions on the part of UNDP, it appears that STAGE has been able to successfully monitor its activities to date. The finalisation of the LMI database will also greatly enhance its capacity, as well as the analysis of impact studies assessing the results of the enterprise training on a six monthly basis.

All data is both gender and age disaggregated which assists analysis of impacts on women and on the youth, both of which form the major target groups of the programme.

The Steering Committee has met on five occasions to date and the minutes are recorded. It is clear from these that the committee has scrutinised the programme's activities and that detailed explanations were provided to clarify issues arising. High level Ministerial representation has been present at these meetings and a consensus between the activities of the programme and the Ministry appears to be evident.

Considerable emphasis has been placed on the qualitative aspects of this programme and the impact assessment mentioned above is just one element of this. The programme has held a number of consultative workshops which have enabled it to ensure that all stakeholders have the opportunity to express their own needs and expectations.

Cross-Cutting Issues:

A three person gender team has been established within DESD and this has provided gender training throughout the Ministry, it will continue to train new recruits as required. The team is now working with partner organisations at the district level and will then move on to train the vocational training providers. According to an undertaking from the Minister, this team will become a permanent feature and one staff member has already been transferred to the Ministry's payroll.

Should the programme be successful in expanding to additional districts, then its geographical balance will clearly be improved. Its assistance in bringing micro-finance and enterprise training to Oecussi is a clear demonstration of its desire for equity in the distribution of benefits to date. Its impact on poverty alleviation will be very hard to establish due to inevitable difficulties in establishing causality, but it will have helped rural women to establish income generating activities. The sustainability of such activities in the present economic climate is clearly open to question, as discussed below. Its impact environmentally is unlikely to be material either positively or negatively.

Cooperation between RDP Programmes

Some informal cooperation has occurred between STAGE along with PERWL and OCAP. For example the CTA of STAGE offered advice on a women and poverty survey being conducted by PERWL. OCAP also provided some of its CIF funding for an agricultural land flood protection scheme assisted by STAGE under the cash-for-work scheme. But in general, any cooperation or even synergies between the four UNDP activities have been hard to detect. STAGE may have more to share with the ARPIII programme, and in particular the Rural Enterprise section. No discussion has been anticipated to date.

2.5 Assistance to Community Stabilisation in Timor-Leste Management

The voluntary participation of the member of the communities in the construction of the works can create a very high load on the communities. Delays and problems linked to the

capacity absorption of the beneficiaries and the difficulties inherent to the rainy season, have contributed adversely towards achieving on time the objectives of the project.

The MTR mission shares the views that the programme was over-ambitious in setting its targets in a too short initial time frame of 2 years. The efficiency of the management and implementation, including delivery and supervision has permitted to achieve most of the physical projects during the 3 year period (including extensions).

Based on the assumption that the youths were probably the most likely group to migrate to towns to look for jobs and abandon the agricultural life, 10 % of the budget attributed by IOM to the suco councils have been reserved for youth programmes and activities. This is considered by the mission as an efficient way to reach an important part of the beneficiaries of the project at very low cost and to achieve the proposed results.

Steering committee

The Ministry of Development and Environment is the official counterpart of the project. The MoU has never been formally signed between the two partners. Henceforth, the programme does not have a steering committee and any guidance at central level.

Costs and disbursements

A first 8 month extension was approved by the delegation. In October 2006, a second no - cost extension of four months was requested by IOM. It gave the project until the end of March 2007 to finalise all the infrastructure and youth projects. In the following table, it shows the disbursements by contributors:

Donor	Total (€)	Disbursed (€)	% disbursed
EC	2,715,502	2,700,000	99
IOM	389,732 (1)	???	???
TOTAL	3,106,234	???	

(1) Mainly second hand vehicles and office equipment

Out of the 2.7 million € provided by the EC, 1. 2 million € are for infrastructure and 1.5 million € for management. Out of the 1.2 million € for infrastructure, 820,000 € are captured by infrastructure projects, 210,000 € allocated to the construction of 1,500 latrines and the remaining part for small projects such as fishponds, vegetable gardens and unforeseen.

OM has disbursed approximately 2.7 million € at the end of January 2007.

The difference of the exchange rate between the USD and € is covering the cost of staff, administration and logistic for the extension up to March 2007.

During the phase II, a budget was allocated to all the 46 sucos (47 initially but one was dropped for problems within the communities) to be used for materials and equipment for the implementation of the selected community projects. The allocated budget varies between 7,000 € and 20,000 € and has been calculated in proportion to each suco population, with an average of 12 € per person.

The general cost of the water supply systems and infrastructure implemented by the project is reasonable when we take into account the difficulties of transporting the material and the necessity of a close supervision while working directly with the beneficiaries. The approximate unit cost for the latrine construction of 140 USD is considered high, taking into account the family free labour. According to the standard plan and its budget section, the total unit cost including supervision (3 %) and watsan education (1.6 USD / person) is 121

USD. The difference could come from the overhead costs which have increased in order to try to finish the project on time.

GoTL contribution and involvement

The programme does not have a steering committee and any guidance at central level. In practise, the project has worked with the Ministry of State Administration for its presence at the district level.

Because of lack of means and capacity, the government involvement at district level is weak and has been limited to the diffusion of the component among the beneficiaries and the information and selection stages of the projects. There is no government implication at the design and implementation level of the activities. All the reports are sent to the district. The result is more in a policy of informing the district and sub – district staffs than a team approach in the project execution.

Communication

The third six monthly progress report progress report was submitted late, almost on the date when the fourth report was due. The fourth six monthly progress report was presented on 20 December only, three months after it was due.

At the beginning of the project, some misunderstanding occurred between IOM and EC on the rule of origin for contracting international staff. In its note, the delegation clearly indicated that the nationality mattered only for the service contracts and not for IOM normal staff employment contracts.

2.6 Third Agriculture Rehabilitation Project

Achievements

Despite the disturbances of 2006, this subcomponent has achieved almost all its physical targets (and even more in the case of the community based rehabilitated schemes), in spite of the difficulties for supervising constructions contracts.

Costs and disbursement

In the following table, it shows the disbursements by donors December 2006)

Donor	Total	Disbursed	% disbursed
EC	6,854,430 €	4,966,079 €	58
CFET	1,300,000 USD	????	
WB / TFET	3,000,000 USD	2,507,904 USD	83
GoTL	1,500,000 USD	na	
TOTAL			65

ARP III is a four year project that is funded by the Consolidated Fund for East Timor (CFET) with 1,3 million USD, the European Commission with 6.8 million €, the Trust Fund for East Timor (TFET) with 3 million USD and the GoTL with 1.5 million USD. The World Bank is the fund manager and MAFF is the project manager.

The financial management, fund flow and procurement follow the GoTL and IDA procedures. WB has disbursed to date 2.5 million USD, including 1.34 million USD for consultancies and studies. Almost all the allocated incremental operating cost of 190,000 USD has been disbursed, with a total of 184,378 USD.

Requested mid - term payment was received at the end of December 2006.

The irrigation rehabilitation subcomponent has a total amount of 3.5 million USD. The following table gives the funding and the estimated balance per subcomponent:

Item	Total budget (USD)	Concluded	Total cost (USD)	Balance (USD)
Land mapping	205,000	1,200 ha	377,000	0
Community irrigation (1)	500,000	3,570 ha	272,366	-
Community roads	480,000	82 km	206,276	273,724
Training	321,170		244,1820	76,350

(1) excluding Caraulun scheme

The average cost of the community based rehabilitated schemes is 76 USD/ha. The irrigation division has a maximum acceptable cost per ha of 160 USD/ha. The average cost of the community based rehabilitated roads is 2,516 USD / km. The division has a maximum acceptable cost per km of 3.200 USD/km. Those average costs are acceptable, which demonstrates that the project results have been achieved at reasonable cost.

The cost of Caraulun irrigation scheme is given in the following table:

Item	Total (USD)
Consultancies	233,330
Civil work	1,284,888
Supervision	1,888,830
Contingencies	150,000
TOTAL	1,857,048

The average cost of Caraulun irrigation scheme amounts to 1,803 USD/ha which is acceptable for the works completed.

The selected fully automated agro – meteorological equipment is a choice which minimizes operating costs and helps getting reliable data.

Delays

From April 2006 (the start of civil disturbances), the progress of some activities has declined sharply. Field operations have been reduced or stopped because of the lack of management. Only towards the end of 2006 have the ARP funded work started progress at a more normal rate.

GoTL contribution and implementation capacity

All ARP advisers were integrated into MAFF's organic structure at the start of ARP III in 2004. In addition, several project counterparts which started as ARP I consultants have been absorbed into the ministry as public servants. These actions have enhanced the implementation capacity of the MAFF staff.

MAFF contribution has, generally, materialized according to plans. In some cases, it has been exceeded with, for example, the contraction of local consultants or the implementation of community based rehabilitated schemes.

The case of Caraulun irrigation scheme is another example of the government efficiency and capacity to implement his part according to previous agreements. The disbursement of the EC grant was subjected to 4 important preconditions stated in the Project Appraisal

Document (October 2004) which had to be satisfied before allowing the civil works on Caraulun to proceed. It included:

- Ministerial order defining the responsibilities of GoTL and communities for O&M
- Completion of detailed topographic survey, detailed designs and bill of quantities for Caraulun
- Re-establishment of the 10 WUAs before 2002 and agreement on land use
- Adequate staff allocations from MAFF for construction and supervision appointed to member from staff headquarter to be full time on site

All the preconditions have been met, including the appointment of adequate staffs for construction and supervision of the work and the ministerial order defining the responsibilities for O&M.

Communication

The communication and cooperation between the EC and the WB is usually good. Despite request for project funds as from July 2006, the required ARP III EC funding was received at the end of December 2006. The requested was suspended pending receipt and approval of progress reporting in accordance with the Administration Agreement. Required ARP III EC funding was received at the end of December 2006

2.7 Summary of Findings and Recommendations on Programme Effectiveness

The value-added of having a single agency (UNDP) managing the four components implemented by the other agencies has not materialised. Delays in implementation and project reporting persist and more significant emphasis is required by UNDP to ensure that the sub-implementing agencies are performing as required. It is likely that the EC would have benefited from having separate contracts with each of the implementation agencies (as it has with the World Bank and IOM) as the relationship would be more direct.

There has also been no added value in having the monitoring and evaluation function being performed by a non-implementing agency. In the original programme documents, each component had a M&E budget line (AIM: 244,036 Euros; OCAP: 234,788 Euros; PERWL: 23,241 Euros; STAGE: 332,935 Euros (TOTAL: 835,000 Euros) which was subsequently transferred back to UNDP to assume the M&E function. It is uncertain how UNDP will be able to expend such a large budget for M&E purposes.

Section Three: Programme Effectiveness

This section of the MTR Report assesses the relationship between the results of the programme and the programme purpose, and the extent to which the programme results have contributed towards the achievement of the programme purpose. Consideration is also given to the assumptions required to translate programme results into programme purpose, and additional accompanying measures that need to be taken to support the achievement of the programme's development objective.

3.1 Programme for Access Improvements to Markets in the Eastern Region Implementation

Result 1: Setting up of institutional arrangement and management & strengthening of the existing PMU at DoRB&FC.

- The project incorporates a capacity building component to the DoRB&FC through the strengthening of an existing PMU at the DoRB&FC. The PMU supervises the engineering, finance and administration of the project. By February 2007, it includes a new national project manager, a technical advisor, 2 field inspectors on the site (one from the MoPW, one from UNOPS) and a finance officer. The former national program manager, whose contract was terminated due to poor performance, partly prevented the ministry of building up capacity among its staff.
- The Programme Steering Committee (PSC) includes the director of DoRB&FC, UNDP, UNOPS and ADB. The last meeting was on December 2006 and the next one is scheduled on March 2007.

Result 2: Five major bridges rehabilitated thereby opening access for rural communities along the Viqueque – Los Palos road to major markets.

- The project is situated in the south - east of the country, along a 40 km section of the A.08 road stretching in Viqueque and Lautem districts. The contract is for the construction of five 7m - wide bridges to provide all - weather river crossings. The location and length of the bridges is summarised as follows:
 - 1: Bebui (2 X 50 m span Viqueque district)
 - 2: Wekain (1 X 40 m span Viqueque district)
 - 3: Irabere (4 X 50 m span Viqueque/Lautem districts)
 - 4: Mauma'a (1 X 40 m span Lautem district)
 - 5: Lihulu (1X 35 m span Lautem district)
- Road works are limited to providing connections to the existing road.
- Considering the initial weak management of the project personnel, some difficulties have aroused. The Ministry of Public Works agreed to tender the full package for the award without contract fragmentation. This has excluded the possibility to use cheaper, qualified national construction companies, as suggested in the European Community Contribution Agreement with an International Organisation. Furthermore, the amount available under the grant agreement was short of 700,000 USD, including the building costs of the road required to the new bridge site at Itabere. The GoTL agreed on September 2006 to make up from its budget. The road alignment needed for the Bebui bridge may be incorporated in the road improvement programme financed by ADB.
- UNOPS has awarded the contract to the Japanese construction company Penta Ocean Construction Limited for an amount of 5.8 million USD. The contract was signed on 22 September 2006; the construction started on October 2006 and is scheduled to be completed in July 2007. With 12 calendar months of defect liability, the final completion date is July 2008. The crisis has not impacted seriously on this project except for the evacuation of the UN personnel during the month of June.
- With the period elapsed to 21st of February witch corresponds to 40 % of the 9 month period, the progress is 43 % of the contract price and 12 % of the physical work, excluding off - site manufactures of trusses. However, in terms of output on site, the

contractor is behind programme by about 6 weeks. The comparison between the programmed amount and the work completed at the end of January is given at the following table (excluding preliminary and off-site items):

Bridge	Description	% programmed	% complete	Divergence
1	Piling	100	55	3 weeks behind
1	Pile caps	57	0	Not started
1	Pier / abutments	15	0	Not started
2	Piling	20	0	1 week behind
3	Piling	70	22	4 weeks behind
3	Pile caps	28	0	Not started
5	Demolish old structure	60	70	1 week ahead

Gender

The MTR mission did not receive sufficient data to be able to see if the benefits accrue to men and women in an equal / fair way. However, during the field visit, the mission did not see a large participation of women for unskilled labours.

Strategy

Because of the poverty reduction is of primary importance in the component, the labour intensive approach adopted by the contractor is an effective way to best increase the income to poor people and provide short term employment opportunities to the communities living near the project site, mainly as unskilled and semi skilled labour. Thirty five men day are now working on the site and, with the help of the suco chief, rotate on a weekly basis to share the work within all the members of the communities involved. The contractor has not sought approval for the use of any subcontractors.

Monitoring

An effective site monitoring of the construction work progress is carried out by the consultant. In addition to regular site meetings, a monthly report is prepared for UNOPS / UNDP, including a detailed bar chart. Relevant information and data are systematically being collected and resulting information analyzed.

Risks

The effect of the start of the campaign of the forthcoming election of 9 April and whether the works would have to stop and for how long are considered by the MTR mission as an important risk which was not entirely identified in the risk assumptions. This may have a very adverse effect on the completion of the work. During the field visit, the site engineer of the contractor has shared his preoccupations about safety with the MTR mission.

3.2 Oecussi Ambeno Community Activation Project

Progress towards intended results:

KR 1: Community participation increased and decision making capacity strengthened.

Progress towards this key result is evident. However, as noted above, the long-term sustainability of these community groups is questionable.

KR 2: Increased agricultural production to improve food security and income.

A number of agricultural activities have been implemented with varying degrees of success and overall potential for success. Creation of water ponds and drip irrigation have been important in increasing vegetable crops; sloping agriculture land technology is having an important impact on reducing shifting cultivation and consequent soil erosion; demonstration

plots for different rice and maize varieties are introducing farmers to new crops with the potential to increase yields. Less successful activities are poultry raising (the number of poultry being raised in proportion to the size of the poultry group is insufficient); nurseries (insufficient market linkages and activity being duplicated by MAFF); and cattle fattening (demonstration activity too complex and expensive to be replicated by cattle farmers).

KR 3: Economic and social development opportunities identified and feasibility confirmed

- Baseline survey has been completed but it is of poor quality.
- Market studies have yet to be done
- Study on creation of border regime not yet undertaken.

KR 4: Capacity for local partners improved and coordination enhanced.

Although there is good interaction with local government departments, there is little indication that this is leading to improved capacity. Many of the technical designs for the community development projects were provided by the local government counterparts and these were largely of poor quality. If OCAP had technical staff as part of its composition, the effect would have been an increase in the capacity of government counterparts.

3.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

A more effective approach to the issues that PERWL was attempting to address would have been to combine this project with the IOM project: Assistance to Community Stabilisation in Timor Leste. Both of which would have required at least a 5 year period in order to achieve a sustainable impact in terms of awareness raising at the community level. The combination of these two projects would have enabled the training of female and male leaders to be practised through a real decision making process involving the allocation of actual resources at the Suco level. There would also have been a longer time frame in which to provide for the regular reinforcement of the training, by, for example, forming community groups which would be responsible for the maintenance of any infrastructure established.

In reality it is very difficult for training of just a few days, without significant repetition, to have any lasting impact, especially in the situation where many of the Suco councils are not meeting as they do not have any resources to allocate and therefore no decision making process is required.

Attempting to train rural women in highly conceptual issues such as transformation leadership, gender, and community is not considered by this MTR to be an effective use of very limited resources. This is particularly the case in a country where many far more pertinent and practical issues of gender equity urgently need to be addressed and the baseline of awareness is clearly extremely low. Following on from the first training, a second training manual has been produced. This course, called "Strengthening the Role of Women on the Suco Council" was based on a training needs assessment and attempted to learn from the previous training programme. However, this training remains conceptual and dominated by the written word: additional support is required to develop training material fully adapted to the needs of all members of the target group. For this to be successful extensive ToT should also be delivered.

Of the 1,265 women trained by PERWL in the 13 districts prior to the Suco elections some 652 (52%) actually stood for election, of which 365 were successfully elected.

Under Component Three a study is being undertaken called "The Feminisation of Poverty". This is intended to assist central Government with the provision of base-line data against which to measure its own progress, and to report on the CEDAW. However, this stage has

not been reached as the Timor Institute of Development Studies is still conducting the survey; the delays to this have partly been due to the crisis and partly due to problems with survey design. It is doubtful whether there will be time for PERWL to integrate the survey results within Government prior to its closure in July 2007.

An exit strategy of sorts does exist in so far as Unifem has another on-going programme called "Women in Politics and Decision Making", so to some extent it will be possible to follow-up some activities.

In terms of EC visibility the project appears to have followed the requirements of the funding agreement.

3.4 Skills Training for Gainful Employment Programme

Gender equity has been an important consideration of the programme, although with regard to enterprise training this has focused more on women (68% to December 2006) as a precursor to taking micro-finance loans. To date the MFIs working with STAGE only target female clients within their micro-finance lending schemes. The 'Grameen' methodology followed by the largest of the MFIs, Moris Rasik, tends to be more popular with women than men, but as the organisation begins to offer small business loans there may be scope for men to participate, however at this stage this is not foreseen.

The employment centres and the skills trainings have attracted more men than women (23.2% female to December 2006); although the benefits are becoming increasingly gender balanced as the programme progresses, for example there has been a steady growth in the percentage of women registering with the employment centres. The percentage of Secondary School graduates is also reducing as a wider clientele is attracted. STAGE is working to encourage vocational training providers to become more demand/market responsive in the nature of skills training offered. This should ensure that the training needs of women are given more attention, with a move away from the predominance of courses in carpentry and mechanics, for example.

Extensive training materials, training of trainer courses and manuals for trainers have been produced and translated in Tetum. These cover both enterprise and vocational training. The most basic enterprise course on starting your own business is also provided in a format suitable for illiterate participants and as such is highly suited to the majority of potential trainees.

Due to their very nature, business development and enterprise training are unlikely to reach the most vulnerable, as they face too many practical constraints and they do not have the confidence to get involved in such activities. Micro-finance is also unlikely to reach the poorest of the poor, partly as other clients will be very reluctant to cross-guarantee their repayments, but also as the very poorest consider the taking of loans too risky. A project like STAGE can primarily assist the most vulnerable through the stimulation of economic activity which in turn will give more opportunities to the poorest to find some form of employment. STAGE has undertaken some work on awareness raising concerning the potential of disabled people to participate more fully in the economic life of Timor-Leste and has six partner organisations who employ Community-Based Rehabilitation facilitators. No activities under this component were assessed as part of this review.

The strategy adopted by STAGE was determined by the original project document which put its primary emphasis on poverty alleviation through capacity building in the delivery of enterprise and skills training as the entry point. First and foremost the programme has focused on capacity building within the MLCR and its DESD. As mentioned above, despite

low national capacities, this appears to have been very successful at the central level and continues to develop at the district levels. Following on from this, the programme is working with the suppliers of skills training courses to raise their standards of provision and delivery. The provision of grant funds to these organisations, through the programme's EVTF, is an effective way of leveraging institutional change along the lines of improved market responsiveness. Qualifying as a partner institution also gives each VTC access to potential trainees who register at the employment centres. This is a very effective way of ensuring a continued linkage between the different stakeholders.

Beyond conventional full-time training courses, STAGE has developed on-the-job training opportunities, although these are constrained by the availability of suitable employers. Employers can apply for funding from the EVTF to subsidise training opportunities. The dearth of suitable employers has persuaded the programme to look to NGOs as a source of on-the-job training opportunities. Two locations visited by the MTR provided training in blacksmithing and silk production/weaving. Both enterprises clearly targeted the rural poor, in particular the silk production which involves many low income farmers in the raising of silk worm cocoons. However, the long term viability of these NGO-dependent enterprises is considered by the MTR to be in some doubt, and it is recommended that STAGE work with the NGOs on developing detailed business plans which closely analyse the commercial potential of their products and working practices; particularly in an economy which in the future is likely to be less dominated by locally-based foreign clientele – both international organisations and their staff.

More recently, STAGE has begun working on the development of sandwich courses (in which trainees combine periods of formal training with on-the-job training). This approach aims to encourage a closer dialogue between entrepreneurs and vocational trainers and should ensure that formal training curriculum more closely meet the demands of a working environment.

In terms of EC visibility the programme appears to have followed the requirements of the funding agreement.

3.5 Assistance to Community Stabilisation in Timor-Leste

Implementation

The component started on March 2003 and scheduled to be completed on March 2007, including the extensions.

The target groups are poorer isolated communities. In phase II, previous to the identification of projects, introduction meetings with the future beneficiaries and leaders (suco council) were taken place to identify and assess the real needs and to define the priorities and responsibilities of each partner during the preparation and implementation of the work. One village can have up to two or three projects according to the cost of each project.

Twenty-four national and international staffs are responsible for implementation of project activities. Of these, eight staffs are based in Dili (2 internationals and 6 nationals) where they support the project in procurement, transportation, vehicle maintenance and accounting. Sixteen staffs are based in the districts: 2 Internationals (PM and the technical supervisor) and 14 nationals. The programme manager and his Timorese recruited counterpart are based in Baucau with one programme technical advisor per in each district; 2 field supervisors are based in each sub – district. Based on the Sogreah recommendations received during the implementation of the component, some staff has been discontinued such as the international logistic officer (which is a typical post for emergency works) and the community development specialist.

Result 1: 120 community - based infrastructure projects

- The community - based infrastructure projects undertaken are summarized in the following table:

Result		Target	Executed (phase 1 & 2)	% of target
	Water supply systems	57	50	88
	Schools	6	5	80
	Access roads & structures	3	3	100
	Irrigation systems	1	1	100
	Water & sanitation for school	1	1	100
	Community centre	5	4	80
	Latrines (1)	1,250	448	36
	Youth projects (1)	47	20	43

(1) not initially planned in the project proposal

- The activities prioritized and implemented by the communities are shown in the following table:

Infrastructure	% of total infrastructure projects
Water supply systems	78
Schools	8
Access roads & bridge	4
Irrigation systems	1.4
Water & sanitation for school	1.4
Community centre	7.2

- The vast majority of the prioritized projects are water supply systems. Design construction and supervision, transport of material and equipment are provided by IOM. Unskilled labour comes entirely from the beneficiaries themselves.
- The component will be able to complete all the projects but 5 water supply projects with an 80 % completion expected in March 2007. The MTR mission visited water supply, latrine and school projects in Quelicai sub – district (Baucau district). The visited water projects have all been or are being implemented with a good degree of technical capacity and according to generally accepted standards. The design takes into account the population growth during the next 15 years calculated according to the national statistics. The water allocation is 60 l / pers. per day. Galvanized tanks for water distribution are used instead of concrete tanks due to the lack of technical capacity from the community to build good impervious concrete tanks. The water is delivered to the beneficiaries thanks to fountain serving between 80 to 120 persons. Experience from previous similar projects has helped the programme team to draw lessons and introduce adaptations which are useful for maintaining and managing the water supply as well as for the use of water for other complementary activities, such as vegetable gardens. In all the visited projects, it was the community which provided free the needed labour.
- The implementation has not been as fast as desired due mainly to the speed of the population's voluntary work contributions, a pre-condition of the participatory programme. It seems that, in spite of two extensions and being in the rainy season, 5 projects (4 water supply projects and 1 community centre) may be completed only up to 80 % of the work on the end of March 2007.
- The design of the schools takes into account the criteria of the Ministry of Education. The rooms have a size of 49 m² (7 m x 7 m). The walls have a 1.5 m high masonry

base surmounted by bamboos. Trusses supporting the roof are made of wood. Facilities for the teachers are provided such as a meeting room. Toilets are attached to the main building.

- To complement the water related activity, IMO has launched in August 2006 a programme of water – flushed latrines construction with voluntary families. The approach for latrine construction implies that, as for other construction, all the work is done by the participating families without any financial or food incentives. The latrine design appeared acceptable and the results qualitatively good. A hole of 1.5 x 1.5 x 1.7 m is dug to receive the septic tank lined with concrete blocks and covered by a concrete slab and provided with a galvanized pipe. The zinc roofed latrine has a concrete floor and a toilet sink. The material is provided by IOM (sand, blocks, roofing sheets and others). Out of the target of 1,250 latrines to be constructed during the project, 845 are completed, 304 on going and 95 to start soon.
- In line with the project focus on youth, 46 contracts have been implemented with youth groups in the targeted sub - districts. Sporting and musical activities were requested by youth of all sucos. In exchange for sporting equipment provided by the project (volleyball gear for women and football gear for men), the youths constructed or rehabilitated the community football field and volleyball court. Sport competition could not take place because of the civil disturbances. With the groups of youths having a remaining budget, music equipment (Yamaha PSR – 175 or Casio CTK – 230), corn mill machines, sowing machines have been bought by IOM and distributed in exchange of tree planting works around schools or community centres, construction of a small warehouse to keep equipment etc.

Result 2: project partners trained to manage the implementation of at least 40 projects

Result	Target	Executed (phase 1 & 2)	% of target
Project partners trained to manage the implementation of at least 40 projects	18 district: administration and community water supply officer	18	100
	57 water supply committees	19	50
	20 communities strengthened in health	213 volunteers trained	na

- Capacity building is an important objective of the component. Initially, the project partners to be trained were supposed to be the local NGOs active in water supply projects. However, due to the reduced number of NGOs and since the majority of the supported projects were water supply projects, IOM changed its strategy and focused instead its support on the Community Water Supply Rural Officer in each of the selected districts and sub – districts (Baguia, Quelicai, Luro, Iliomar, Uatucarbau, and Lacluta). It amounted to 18 local government staffs that had various capacity building needs. Some of these needs were already being addressed by the National Institute of Public Administration (INAP), the government department solely responsible for the training of civil servants. The capacity building unit of IMO has reviewed and reinforced these training courses according to the requests and has also covered topics such as situation analysis, project priority and conflict resolution. No technical aspects were introduced.
- In addition to having a first hand experience in the preparation and implementation of their water supply projects, sessions were organized, focusing on the establishment and training of the water committees, as these are responsible for the management and maintenance of the newly build water supply systems. 19 village water management committees have been trained and 38 more to come before the end of the project.

- In June 2005, a MoU was signed with the Timorese National Red Cross (CVTL) component to offer health and sanitation awareness activities. The objective was to strengthen 20 communities in Baucau, Viqueque and Lautem, by complementing the existing water supply projects in the area of health education, hygiene and sanitation. Trainings of local trainers were first organized in the districts and hygiene kits were distributed to the beneficiaries of the water supply projects. However, the expected results and planned activities were not accomplished. The capacity of CVTL to work at district and sub – district level was low and there was only one person at the head office in Dili responsible for all the projects. In April 2006, the National Red Cross decided to stop their regular activities in the district in order to focus all their staff in assisting in the emergency situation in the country. After, the work never started again in the field and IOM is seeking a way to terminate this unfulfilled contract. Up to now, 35 health & sanitation village facilitators were trained by the Timorese Red Cross during 7 days and 178 village volunteers during 4 days.

Result 3: women directly involved in the identification and implementation of at least 40 projects

Result	Target	Executed (phase 1 & 2)	% target
Projects with women direct involvement	40	46 suco councils	100

- No training was organized to train directly women. Following the design of the phase II approach, the training focused on the 46 suco councils as one of the main partner and where they are at least 3 women representatives.
- Formal trainings to suco councils and leaders were organized by the capacity building unit of IMO. The 345 leaders and 432 members of the suco councils of the selected districts and sub – districts received a two - day training in identification and prioritization of projects, managing information, decision making methods and conflict resolution. No technical aspects were introduced.
- Instead of limiting water supplies to domestic use, training has been organized to encourage the development of new activities using the run-off of gravity water supply points for gardening or fishponds where the number of participating women was always high.

Result 4: skills transfer in programme management for nine IOM national staffs and capacity building for 8 staff of two projects partner institutions.

Result	Target	Executed (phase 1 & 2)	% target
Skills transfer	9 IOM national staff 8 staffs of two project partner institutions	20 See result 2 & 3	100

- 13 technical assistants, 5 capacity building assistants and 2 administrative support staffs were supervised and trained on a day-to-day basis by their international counterparts.

Result 5: 20 training sessions/seminars held for local partners and community/government (result has been discussed and integrated into results 2, 3 and 4).

Gender

It was a requirement of IOM that all the community meetings for identifying and assessing the needs and defining the priorities and responsibilities of each partner during the preparation and implementation of the work must count with a 50 % women participation.

Based on the division of tasks within a family, the newly built water supply system has its greatest impact on women. According to the impact study of March 2006, 98% of the beneficiaries, mostly of which are women, acknowledged that they now have extra time for other activities.

The highest priority given by the beneficiaries to the water supply projects (78 % of all the infrastructure projects) is an excellent indicator of the influence of women in the selection of projects by the suco councils, since providing water to families remains the responsibilities of women and youths.

Strategy

The component has followed a 2 phase strategy. In contrast to phase I (June 04 to December 04) covering all the sub – districts of the three selected districts of Baucau, Viqueque and Lautem, phase II (January 05 to March 07, including the two extensions) covers only the six selected sub - districts of Bagaia and Quelicai (Baucau district), Lloamar and Luro (Lautem district) and Lacluta and Uatu Carbau (Viqueque district), benefiting a total of 46 sucos. Each sub – district was chosen in cooperation with the district officer. Phase II also focuses more on strengthening communities and the newly elected suco councils (which did not exist yet in phase I) to identify and prioritise their basic needs.

The component is primarily a demand driven programme responding to the real needs of the communities. The voluntary participation of the member of the communities in the construction of the work is a very effective way to contribute to population stability and offer a good but sometimes short term way to decrease the rural - urban migration. Nevertheless, the work load on the communities can be very high.

Main achievements

According to the projects documents and the field visits, it can be seen that the water supply systems is the main achievement for reaching the purposes of the project, especially on the women, giving them extra time for other activities.

Logical framework

Due to the changes of emphasis from phase I to phase II, the logical framework and the targets have been adapted as it was partly based on a weak assessment of the capacity of local partners.

Risks

The component has been affected by the recent political crisis in Timor-Leste (April-June 2006). This crisis and its effects could not have been identified as a risk in the preparation of the project. Mainly the hygiene and sanitation trainings have been affected and disrupted.

Scale down

The project was initially too ambitious in its activities for the proposed time period. The extension of the implementation period from 2 years to 3 years was a good occasion to realistically re-plan the action. The activities and area covered by the component had to be scaled down from all the sub – districts to only 2 sub – districts per district.

3.6 Third Agriculture Rehabilitation Project

The project continues to progress towards building capacity and assisting communities in increasing their production and income in a sustainable way. On the overall physical side, the project is expected to meet and, in some cases, exceed its physical targets.

The MAFF irrigation division counts a total of 22 staffs. 9 staffs are based in Dili, including 2 staffs in water management, 3 staffs in planning and design and 4 staffs in construction. The rest is based in the districts, such as the 4 local consultants (Oecussi, Bobonao, Viqueque and Manafahi).

The technical assistance in irrigation is scheduled to be completed on May 2007, which amounts to a total of 22 months (18 + 4). The international irrigation advisor was already working in ARP I & II with the irrigation division. It is planned that JICA will continue to provide support to the water management unit, including WUAs, to help ensure its sustainability. The advisor, who left because of the disturbance, is supposed to be back in April 2007.

Result 1: community irrigation scheme rehabilitation:

Results	Target	Executed to date	% total
Irrigated area rehabilitated	3,000 ha	3,570 ha	120

- Despite the disturbances of 2006, this subcomponent has achieved 128 % of its target with the rehabilitation of 3,570 ha of community based irrigation schemes. This area is divided among a total of 20 schemes in the districts of Lautem, Manatuto, Baucau, Manufahi, Ainaro, Aileu, Covalima, Bobonaro and Ermera, which means approximately 2 schemes per district. The list of community based irrigation project implemented up to January 2007 is presented in the following table:

District	Project	ha	Total (USD)
Manatuto	Laleia	0 (1)	2,232
	Mato I	200	13,435
	Kakaiuma	97	11,859
Aileu	Canoa	90	9,237
Viqueque	Saketo	0(1)	3,784
	Builale	150	6,496
Baucau	Caibada	250	24,050
	Muniris	150	12,740
	Lawaliu	5	3,750
Lautem	Lauimil	220	14,400
	Modomau	65	18,485
Covalima	Salele	200	17,205
	Beilaco	1,200	17,933
Oecussi	Malelat	5	11,451
	Colansina	100	7,851
Ermera	Motahare	78	11,895
	Malabe	125	18,282
Ainaro	Casa	270	8,844
Bobonaro	Marco	0(1)	16,332
	Malaxo	90	18,568
Manufahi	Autakani	175	7,931

	Weleti	100	15,507
TOTAL		3,570	272,267

(1) Project implemented under ARP II requiring additional intervention without increasing the size

- The project uses the model of community contracts used under ARP I & II and now institutionalized. The district irrigation officer carries out early surveys of community proposals which are sent to MAFF irrigation staff. Once approved by the irrigation district officer and MAFF, the design, bill of quantities and budget are provided to the beneficiaries by the irrigation division. The construction is carried out by the beneficiaries themselves as paid labour (approximately 3 USD/day). In cases of more sophisticated works, the community itself contracts the services of a contractor according to the budget. Project supervision is done jointly by the MAFF central and district irrigation staff.
- The civil engineering construction includes generally a simple concrete intake, conveyance structures (stone masonry lined canals, flumes etc.) and of other structures, such as distribution boxes and drops.
- A WUA is usually set up in each community rehabilitated scheme. Each WUA has been provided with a furnished office and a meeting place. In some cases, a part of the salary of the beneficiaries (50 cents or 1 dollar) was retained to consolidate the newly formed WUA. During the field trip to the 2 community based schemes of Koloko completed in 2006 (CFET budget) and Akadiurun (ARP II), the mission could appreciate the difficulties linked to land preparation which seems to be the main bottleneck now. There is a crucial lack of access to animal powered land preparation. The same bottleneck has been encountered by the MTR mission in Caraulun scheme (see below).

Result 2: community based road rehabilitation:

Results	Target	Executed to date	% total
Farm-to-market roads rehabilitated	150 km	82 km	55

- 82 km of existing farm – to - market roads out of a target of 150 km have been rehabilitated on a labour intensive approach with the participation of the communities and, usually, the help of a contractor for the small structures. The remaining works are expected to be completed by the end of March 2007.
- Based on the experiences and lessons learned of ARP II, the chosen roads are in low lying areas without steep gradient. The engineering work does not consist any more of a road surface filling which was washed away with the first rains, but focuses more on the structures including road crossing bridges (no more than 5 m span), culverts and of storm drains along the roads. No standard design is applied and depends of the community skill and wishes.
- The irrigation division received fewer requests for road rehabilitation. It is supposed that the farmers do not see yet the importance of the access road, the harvest being still very low. Furthermore, when it comes to priorities, they always start with irrigation works. The list of the community based rural access road up to January 2007 is presented in the following table:

District	Project	km	Total (USD)
Manatuto	Batara	3,5	11,890
Aileu	Halalmeta	9	11,360
Viqueque	Gulbarare	8	20,212
	Baedebeu	2	5,060

Baucau	Cainulale	6	18,570
		6	11,110
	Kumulale	4	7,824
Lautem	Irafok	6	18,059
Covalima	Mape	7	21,540
	Naeguidal	3	11,400
Oecussi	Fautini	3.7	7,717
	Citrana Naktuka	6	8,017
Ermera	Fatubulo	2,7	7,788
Ainaro	Koiloko	5	8,587
	Maubisse	6	19,380
Bobonaro	Basso	4	17,761
TOTAL		82	206,276

Result 1 + 2: mapping

Results	Target	Executed to date	% total
Survey and mapping	2,000 ha	1,200 ha	60

- The target for surveying and mapping works has been revised and adapted to the existing funding. It is now 2,000 ha and covered the schemes already implemented but not yet surveyed under ARP I and II and the new schemes of ARP III. The contract was awarded to the Timorese company Kai Watu Kmanek (KWK) and the work started in April 2006 with the training of the irrigation division staff during one month.
- Some delays have occurred due to the social unrest and 1,200 ha are completed to date. The mapping and surveying work is expected to finish at the end of March 2007.
- Based on the recommendations of the ARP II completion report, this survey with contour intervals of 25 cm, has resulted in maps at a scale of 1 : 2,500, showing details of individual land holdings, field boundaries, roads, canals (primary and secondary), rivers, drains and other physical features. For the WUAs, it is also an efficient tool for water management purposes.

Result 3: major irrigation schemes rehabilitation:

Results	Target	Executed to date	% total
Caraulun scheme rehabilitated	1,030 ha	1,030 ha (1)	100

(1) Formerly inaugurated in November 2006

- The Caraulun irrigation scheme in Manufahi district serves an area of 1,030 ha, including 600 ha owned by the farmers who are now members of the newly formed WUA. The scheme was no more in production since 1999. The contract was awarded to the local counterpart of the Lay Sing Construction Pte Ltd from Singapore. The rehabilitated scheme was formerly inaugurated by the minister in November 2006, and is now supplying water to farmers for the first growing season.
- All the civil engineering construction is completed, including the irrigation head works, conveyance structures (stone masonry lined canals, flumes etc.) and of other structures, such as distribution boxes and drops. The work, mainly consisting of repairing pre – existing infrastructure, is technically adapted and well implemented. The WUA has been re – established. During the construction time, a steering committee was set up, consisting of the international supervision engineer, the

permanent secretary, the irrigation division director and the international irrigation advisor.

- The cropping intensity in Caraulun should reach 160% by the end of the project from 100 % (baseline). The rice yield is expected to reach 2.0 t/ha by 2008 from previous level of 1.5 t/ha (baseline). The MTR mission, during its field visit, estimates approximately 30 % of the rehabilitated area owned by farmers as being cultivated now.
- Little attention has been paid to land issues as regards title and ownership. This can have a significant effect on land use and cropping intensity in the scheme. The additional 400 ha of the scheme may be distributed to IDP from the district or will be taken over by the government for a certain time (seed production).
- During its field visit, the mission could appreciate the difficulties link to land preparation which seems to be the main bottleneck now in Caraulun. Farmers are normally being assisted with the first land preparation but most of the farmers interviewed were still waiting for the only one tractor still in working condition provided by the government (the second tractor broke down in January). It seems also that there is crucial lack of access to animal powered land preparation. Only one of the farmers interviewed could resolve the problem by himself by using his water buffaloes. One of the reasons is the selling of animals by the farmers to get some needed cash. Based on the perception of the farmers and collected by the team in the field, the ploughing of one hectare of rice field with 2 buffalos takes 5 days with trained animals at a cost of 8 USD/day. The same work cost 60 USD/day with a tractor. It means that using a tractor represents approximately 50 % more in terms of cost than using a pair of buffalos (gain of time not taking into account).

Result 4: WUA support:

Results	Target	Executed to date	% total
New WUAs established	13	1 (Caraulun) + 12	100
Existing WUAs provided with advisory services and trainings	10	10	100
Contracts with community – based irrigation schemes	23 contracts	20 schemes (1)	87
Contracts with community – based access roads	25 contracts	16 roads completed	24
Major scheme (Caraulun)	Civil work	Completed	100
	Supervision	Completed	100
	18 pm irrig. adv.	Up to May 2007	100
Support to WUAs	23 WUAs	23 WUAs trained	100
	12 pm advisor	18 pm	100
	4 local consults	4 local consultants	100
Support to district in basic irrigation design, topographic survey, hydrology, O&M	4 training courses	Completed	100

(1) The physical areas covered with fewer contracts

- For the rehabilitation of the schemes, 20 contracts have been signed with the communities covering an area of 3,570 ha. Sixteen contracts have been signed for access roads rehabilitation covering a total distance of 82 km.
- The WUA has been re - established in Caraulun scheme, including the construction of an office (still empty) and a warehouse. 12 new WUAs have been established in the new schemes (approximately 2 per district). 18 pm (6 +12) of technical assistance have been provided to support the 10 previously established WUAs under ARP II and to

establish the 14 new WUAs. From July 2005, JICA has funded a technical advisor for WUAs.

- However, civil unrest affected the quality of the field activities which have limited progress and resulted in the departure of the JICA advisor and it is unlikely that the activities can be completed by the end of the project. Some WUAs have not been established in rehabilitated schemes, and existing ones need strengthening to ensure good management and, therefore, sustainability. During the field trip to community based schemes and Caraulun, the MTR mission could appreciate the lack of maintenance of the newly built or rehabilitated irrigation structures.
- Training sessions have been provided to the MAFF irrigation staff on various aspects of irrigation project design, operation and maintenance, organization with the help of the irrigation advisor. Training currently records are incomplete. Although, according to the interviews, a great deal of training has been carried out, the exact numbers are not known. The list of the technical training completed in 2004 and 2005 is given in the following table:

Training	Date	Nº days	Location	Participant		GoTL staff
				Men	Women	
2004						
Canals problems and solution	14 - 19 June	5	Dili	24	0	24
Topography	22 - 25 June	4	Dili	24	0	24
Basic design	28 June - 9 July	10	Dili	24	0	24
GPS for intake survey	6 - 10 Oct.	5	Dili	3	0	3
General irrigation	Monthly	12	Dili	8	0	8
S/total		24		75	0	75
2005			Dili			
Bridge and culvert	23 - 24 May	2	Dili	22	0	22
Abutments	12 - 13 Sept.	2	Dili	22	0	22
Aqueducts	5 - 6 Dec.	2	Dili	22	0	22
Supervision & contract mgt	Oct. to Dec.	90	Manufahi	2	0	2
Weir	1 March	19	Dili	19	0	19
GPS for mapping	1 July	43	Manufahi			
S/total		168		87	0	87

- The training for the 13 new WUAs was usually organised on the site itself during two or three days. The MTR mission did not receive data for 2005 and 2006. The list of WUA trainings in 2004 is presented in the following table:

Training	Date	Nº days	Location	Participant		GoTL staff
				Men	Women	
2004						
Establishment & monitoring	24 June	1	Dili	19	0	19
Budgeting, accounting, assembly	4 Nov.	3	Maliana Bobonaro	3	1	2
DIO & LC responsibilities	21 Sep.	2	Viqueque	2	0	2

Budgeting, accounting, assembly	11 Sep.	2	Viqueque	2	0	2
Budgeting, accounting, assembly	12 July	2	Oecussi	2	0	2
Budgeting, accounting, assembly	13 Oct.	2	Manufahi	2	0	2
Extension	October	90	Thailand	1	0	1
Capacity building	5 – 15 Dec.	10	Turkey	1	0	1
TOTAL		110		32	1	

- Different training manuals have been prepared in Portuguese and / or Tetum by the MAFF staff such as: O&M of Rehabilitated Irrigation Schemes (volume 1 & 2); Operation Manual for Community Irrigation and Roads Rehabilitation. A FAO construction manual prepared for Indonesia is also used; there is no intention yet to translate into Tetum or Portuguese. The WUA consultant has prepared guidelines on the O & M of rehabilitated irrigation schemes including volume 1 (Development of Policy for Financing O & M) and volume 2 (O & M manual for Caraulun Irrigation Scheme). Based on the article 43 of the Constitution of East Timor which guarantees freedom of association, a draft of legislature to provide the Akadiruan Water Users Association Caraulun Irrigation System with legal status was prepared in February 2005.

Result 1: agro meteorological network (services to farmers):

Result	Work plan	Executed to date
Physical		
Meteorological stations	10 units	4 installed 11 to be cleared from port
Rain gauges	20 units	To be cleared from port
Hydrostation	24 units	To be cleared from port
Social & environmental		
Hydro/agro - met. specialist	2 pm specialist	Started on January 2007

- The implementation of the agro - meteorological network is considered as very important by the MTR mission. Reliable agro – meteorological data are indispensable to improve the efficiency of the considerable investment made by the project and will make a significant contribution over the long term in designing adapted and more efficient irrigation schemes and other structures such as dams and bridges at a lower cost.
- Delays and disruptions have occurred in the implementation of these activities due to the civil unrest. Four meteorological stations have been provided under French cooperation and installed under the guidance of the MAFF Research and Extension Division, in Dare (near Dili), Aileu, Maubisse and Betano (Caraulun irrigation scheme). The sites of the 11 remaining meteorological stations are already selected.
- The rest of the equipment (20 rain gauges, 24 hydrostations) has arrived and is to be cleared from the port of Dili.
- The agro - meteorological advisor arrived in January 2007. He is establishing the system and designing the data collection and interpretation procedures. Also, he is providing with trainings to the relevant MAFF staff.
- The Norwegian aid is installing river gauge stations in all the country for the MoPW, in coordination with MAFF. It is not yet decided if this programme will stay within the MoPW or MAFF or a new inter ministerial body.

Gender

The gender issue in the establishment and training of the WUAs has not been sufficiently addressed.

Strategy

The main strategy of involving the beneficiaries in the construction part of the community based roads and irrigation schemes are totally appropriated and effective in achieving the planned objectives.

However, the means of action adopted for the training of the WUAs, such as the two volumes on O & M, are unsuitable for most of the poorly literate farmers and ineffective in achieving the strengthening of the WUAs.

The training of irrigation staff in design, construction, operation and maintenance ensures the individual and institutional capacities for providing a better advisory service to the farmers in any future rehabilitation requirements, and thus permit that the community irrigation schemes as well as the (semi) technical schemes remain productive and efficient, thus achieving the goal of food security by maximizing production.

Risks assumption

The riots of 2006 could not be foreseen as such in the risks and assumptions identified. This crisis has substantially delayed the installation of the WUAs, mainly in the new rehabilitated irrigation schemes. In other words, the physique rehabilitation of the scheme is completed without having organized and trained yet the corresponding WUA.

3.7 Summary of Findings and Recommendations on Programme Effectiveness

Section Four: Programme Impact and Outcomes

This section of the MTR Report assesses the programme within the broader context of its relationship between the programme purpose and the overall objectives, and the extent to which the benefits received have had a wider overall effect on Timor-Leste's rural population.

4.1 Programme for Access Improvements to Markets in the Eastern Region Poverty reduction and economic development

The agricultural potential is identified as high in Viqueque and Lautem. Improved access to major markets in Baucau, Manatuto and Dili certainly contributes to overall poverty reduction by permitting the farmers to sell their surplus crops and restore economic interactions.

The component has adopted labour intensive construction method to provide employment opportunities and generates quick impact economic benefits to the local communities.

GoTL capacity

By working closely with the consulting firm during the feasibility study, the design and tendering phases and the construction, the technical skill of DoRB&FC staff has been improved and strengthened.

Beneficiaries

As agriculture is the main source of employment in the country, the development of the road network is essential for economic development and goes far beyond the immediate beneficiaries of the component. Furthermore, this component is much more than a plain rural development project and can be considered as a national project focusing on transport and communication through the rehabilitation of the national road network.

Indicators

Besides the completion of 5 bridges and the strengthening of the PMU at DoRB&FC, another objectively verifiable indicator states that the households along the Viqueque Lautem road will have a better access to market centre in Viqueque, Los Palos, Baucau, Manatutu and Dili and vice versa. An impact assessment will be carried out at the end of the programme.

The MTR mission considers however this component more as a national road network and infrastructure construction / rehabilitation project than a rural development project. For this type of project, additional typical indicators for tracking performance are necessary such as construction (unit) costs and quantities in order to permit comparison with other similar civil works and draw lessons.

4.2 Oecussi Ambeno Community Activation Project

OCAP, given its slow rate of implementation, is having a marginal impact on improving overall poverty reduction. The programme is having a more noticeable impact in terms of food security, improving nutrition and improved agricultural / environmental practices.

Implementation will need to be scaled up considerably during the remaining period of the programme for OCAP to contribute to a longer term development impact

4.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

The number of women elected at the Suco level equates to the number provided for under the constitution. At the Aldeias (hamlet) level just 22 women were elected out of a total of 2,228 this equates to just 1%. The number of women Suco chiefs elected was 7 out of 442 Sucos which is just over 2%. It is therefore not possible to say that PERWL impacted on the ability of women to campaign or on underlying community attitudes, but with such a very limited intervention and with the problems evidenced in the training programme this result seems unavoidable. With the national parliament having around 25% female representation, it is clear that a lot more needs to be done to assist women at the local level.

The total number of women (and men) trained amounts to 6,639 and with the overall budget allocation this equates to a cost per trainee of approximately \$100. Some of this training was ToT which should have a significant longer-term impact for those participants and some sessions for the trainees were three days in length.

4.4 Skills Training for Gainful Employment Programme

STAGE has made consistent and effective progress towards achieving its specific objectives. The good progress achieved has been in part due to the stable ministerial setting into which the programme has been placed. The foundations for sound and enduring labour force development, sponsored by Government and implemented in large part by the private sector, have been established and will, on current performance, be well embedded by the closure of the programme. However, the future will also depend very much on continued support and understanding from the Ministry and this cannot be guaranteed by any time-bound intervention.

In particular, STAGE's contribution to the sector has centred on the adoption of transparent and open working practices. A comprehensive set of working practices and guidelines have been introduced to date and more are in the pipeline. The programme has followed 'text-book guidelines' in avoiding the creation of project dependencies in almost all its interventions.

In terms of its quantitative impact on the creation of jobs, this has been clearly constrained by the social and economic effects of the crisis and these effects are likely to endure for some time. It is questionable to what extent a programme established inside a government ministry and with a budget of just some one million euro per annum, can or should have a direct effect on the creation of employment. But in terms of establishing an enabling environment for the government to support private sector development, it is the opinion of the MTR that the programme is on track to achieve its goals.

The calculation of new employment includes the creation of income generating opportunities with the support of micro-credits and this is indeed a valid definition. But with the very high levels of drop-out experienced by all micro-finance organisations in these challenging economic times it is to be assumed that not all borrowers will have long term success. It was the case in Oecussi, that local women throughout the enclave were well informed of the existence of micro-finance opportunities and a small minority had successfully repaid repeat loans. The need for business training was also expressed by potential beneficiaries, indicating that they were aware that this opportunity had been introduced into their area.

4.6 Assistance to Community Stabilisation in Timor-Leste

Poverty reduction and economic development

A first impact study on the community water supply projects was conducted in March 2006 by a capacity building consultant recruited by IOM. This impact study of 8 supported community water supply projects in the districts of Lautem and Baucau shows that the families now have more time for other activities. 98% of the beneficiaries, mostly of which are women, acknowledged that they now have extra time for income generating activities including planting and selling vegetables and sewing clothes or tais.

Attitudes

The main change in attitudes due to the components' interventions is linked, as stated before, to the extra time available to the women and the children for income generating or hygiene activities

Visibility

The visibility of the EC as a donor has been ensured in the implementation of the programme, as per the Contribution Agreement. Each visited project had a clear board describing the different characteristics of the project, including the donors.

4.7 Third Agriculture Rehabilitation Project

Contributing to the overall poverty reduction

2007 is the first growing season in Caraulun irrigation scheme. The MTR mission estimates a 30% of the scheme cultivated this season. At the end of this growing season, the data for a full growing season to be collected by the DIO will be available for analysis by the MAFF staff. The disturbance of 2006 prevented most of the data collection in the community based rehabilitated schemes. Up to now, it is not yet possible to assess to which extent the project is contributing to the poverty reduction and economic development of the communities.

In general, the empowerment of the rural communities is still weak due to the lack of well trained WUAs.

Capacity and attitude

The same international advisor stayed for the three phases of ARP. Such continuity has a good impact on building capacity and on the job training of the MAFF staff.

Indicators

For dependant indicators, a baseline survey was carried out for the future rehabilitated irrigation schemes during the feasibility study stage of ARP, using in some cases borrowed average data from other schemes with similar conditions. Starting with this season, the DIO is in charge of collecting the relevant data such as area cropped, cropping intensity, cropping pattern, yield etc. in Caraulun scheme and the community based schemes. These data will help sharpen the indicators and enable the irrigation staff to better measure the impact with real data.

4.7 Summary of Findings and Recommendations on Programme Impacts and Outcome

As discussed above, some of the components have significant impact beyond the immediate project targets, particularly AIM. However, for some of the components the inattention to synergy has reduced impact to primarily immediate project beneficiaries rather than having a broader societal impact on poverty reduction.

Section Five: Programme Quality, Sustainability and Replicability

This section of the MTR Report makes an assessment as to whether the positive outcomes of the programme at purpose level are likely to continue. It is helpful to begin this section of the report with some clarification of the criteria that is being assessed. Sustainability is defined as “the continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; the resilience to risk of the net benefit flows over time. (DAC, Glossary of Key Terms in Evaluation and Results Based Management, p. 36). This chapter reviews sustainability factors including policy support measures, economic and financial sustainability, socio-cultural / gender issues, appropriate technology, environmental protection, and institutional and management capacity.

5.1 Programme for Access Improvements to Markets in the Eastern Region GoTL support

The GoTL has provided with a national budget contribution, along with the establishment of a modality for expense reporting.

A great part of the heavy equipment such as loaders, cranes or excavators are rented from the government.

Stakeholder

A pre - award clarification meeting was held in Dili on 28th to 31st Augusts 2006. It was attended by key stakeholders including GoTL agencies headed by the Ministry of Public Work, EC, UNDP, UNOPS and the contractor Penda Ocean. The purpose of the meeting was to finalize and agree on the award.

In October 2006, coordination meetings were held with the district administrator and the communities to discuss local companies and communities involvement for providing short term employment opportunities.

Ownership

The active involvement of the DoRB&FC staff in tendering procedures, evaluation, supervision, contracting and, finally, in implementation is ensuring a national ownership in the project and strengthened the capabilities of the ministry.

The contribution given to the construction from the national budget contribution has strengthened national ownership.

Exit strategy

An exit strategy has not been prepared.

5.2 Oecussi Ambeno Community Activation Project

At the mid-term it is difficult to determine the sustainability of programme benefits. It is expected that farmers will continue to benefit from improved agricultural techniques and seed varieties. Also, infrastructure such as ponds, drip irrigation and small scheme irrigation works will continue to yield benefits after the program completion providing they are well-maintained. But the replicability and expansion of these activities in the absence of programme funding is unlikely due to costs.

Although MAFF is scaling up its staffing in Oecussi, its ability to support such a wide variety of activities and large number of community groups is unlikely.

5.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

Without very considerable reinforcement over quite a number of years it is very unlikely that this type of intervention will have a sustainable outcome.

Although PERWL will cease to exist in the near future it is reasonable to believe that most of the partner organisations funded by PERWL will have gained a great deal of practical experience on how to prepare and deliver mass awareness raising inputs for rural women.

OPE remains very weak but since other donors have provided TA it is to be hoped that this will improve its performance.

5.4 Skills Training for Gainful Employment Programme

The management of STAGE have paid considerable attention to building sustainability into all aspects of the programme. Regardless of any possible external pressure the management have stayed focused on the programme's own objectives and have not been tempted to undertake activities which would be contrary to these objective, for example supporting training courses for which an unambiguous needs assessment did not exist or using programme funds for activities which could only be indirectly related to the programme's purpose.

Unusually in a developing country, the Government of Timor Leste has resources to take over many of the activities initiated by STAGE and to date it has proved willing to take up its responsibilities, both through by the transfer of programme staff to its own payroll and through the establishment of its own vocational training fund, as well as the continuation of much needed cash-for-work projects. It has to be expected that this transfer of ownership to the government will continue and that by the closure of STAGE all its on-going activities will be fully under the Government's own mandate and establishment budget.

For micro-finance activities to continue to expand in Timor Leste it will be necessary for adequate credit lines to be established. At present these are not assured, although at least one banking institution has expressed an interest, but it is also requesting some form of guarantee agreement. This could be forthcoming from a part of the donor community or even the Government's own budget, but considerable work will be required to either put this in place or to establish another source of credit for on-lending. For larger SME funds to be made available it is likely that clear banking legislation will be required and the time needed to create and agree any proposals is likely to severely constrain the development of this sector.

5.5 Assistance to Community Stabilisation in Timor-Leste Support from GoTL

The three districts and 6 sub – districts have been selected by the GoTL. The implementation of the project has relied on practical arrangements with the Ministry of State Administration because it has delegations at district and sub – district levels. An IOM office was established within the district administration in Lautem and Viqueque.

Stakeholders

The component supports the construction or rehabilitation of community assets as identified by community members. It is primarily a demand driven component responding, through the implementation of micro projects, to the real needs of the communities or families. From the outset, the project has gone to considerable lengths to stress that the ownership of the completed initiative is with the suco and the community, even at the cost of schedule or

project goals which were not always shared on the same basis by the beneficiaries and the project staff.

98% of the beneficiaries, mostly of which are women, acknowledged using the new water supply facilities which is offering them extra time for other activities such as resting or spending time with children, sewing clothes or tais, cleaning the house etc. Children are also benefiting from easier access to water, being able to finish tasks faster (i.e. fetching water, washing dishes) and bathe before going to school on time.

National ownership

There is no formal working relation at national level, which is essential to get support for the component by the GoTL. The component has strengthened the capacity of the local administration through trainings (without technical aspects). In this context, sustainability has been based on communities' voluntary work and responsibility (water committees) and suco councils rather than government institutions. With its present staff and capacity, there is no likelihood that GoTL will be able to directly assist rural communities through the overall continuation of the activities at the end of the programme.

Exit strategy

There is no clearly defined exit strategy dealing with the transferring of project assets, the responsibilities and the works which will not be completed on March 2007.

5.6 Third Agriculture Rehabilitation Project

Support from GoTL and stakeholders

The sustainability of ARP III is enhanced by the growing support received from the GoTL. Some activities of the irrigation division are already financed by the CFET budget, such as the Koloko irrigation scheme concluded in 2006 (Manufahi district) or are progressively embedded in the national budget such as the O&M of the schemes. These initiatives show the likelihood that the activities and benefits produced by the project will continue to flow after external funding has ended.

All functions and responsibilities have been integrated into the ministry, so that MAFF staffs are now responsible for the management, procurement, financial management, and monitoring and evaluation of the project activities.

The construction of the community based schemes is carried out by the beneficiaries themselves as paid labour (approximately 3 USD/day). In cases of more sophisticated works, the community itself contracts the services of a contractor according to the budget. Usually, a small part of the salary is retained for the strengthening of the new formed or existing WUA.

A progressive O & M turnover between the MAFF and a WUA was prepared for the rehabilitated semi – technical and technical irrigation systems (first draft in July 2004). The long term target for completed hand – over is 10 years after commissioning. The agreement stipulates that, during the first five years, 70 % of the cost of O &M will be supported by the government and 30 % by the communities. The 5 following years, it is the reverse. After 10 years, the GoTL intervention will stop. For that purpose, the GoTL provides a budget equivalent to 7,000 USD per scheme per year.

Agreement with implementation

The design of the schemes was done in collaboration with the beneficiaries and the DIO and relied for its implementation on small contracts with community groups. In very few cases, communities did not remain in agreement with the proposed design because of unforeseen internal difficulties.

Ownership

The requests of irrigation rehabilitation works and rural access tracks are submitted by the communities themselves, and the beneficiaries are required to both assist in construction and make a commitment to undertake future rehabilitation and maintenance using their own resources. This method enhances ownership and sustainability of the projects and is shown by the commitment of the community.

To enhance the sustainability of the investment, recommendations and lessons drawn from ARP II have been incorporated in ARP III such as a formal establishment of a WUA for all the schemes and not only for the major schemes and a better assessment of the availability of water for a second crop.

MAFF makes all management decisions concerning the project, which enhance the national ownership of the component.

Extension

During the IDA review mission, MAFF has identified the need for additional capacity building activities and strengthening institutional arrangements. A request for an extension of the project closing date to June 2008 will be prepared by MAFF and submitted to IDA not later than March 2007. The decision should take place before the completion of the draft budget for fiscal year 2007/08 by April 2007.

Affordability

The average cost of the community based rehabilitated schemes is 76 USD/ha and The average cost of the community based rehabilitated roads is 2,516 USD / km for access roads. The project results have been achieved at reasonable affordable costs.

Activities linked to community based rehabilitated schemes have been implemented with MAFF budget, which underlines the GoTL affordability for implementing in the future community based rehabilitated schemes activities with the intended beneficiaries.

The GoTL is incorporating into forward budget estimates its share of the O&M burden of the irrigation schemes, as previously explained.

Preparation to take over

The staffs of the technical unit of the irrigation division have taken full responsibility for the project technical activities, well before the end of the contract of the irrigation advisor (May 2006). On the contrary, the degree of preparation of the water management unit is still unsustainable to be able to take over and carry forwards the activities related to the WUAs.

5.7 Summary of Findings and Recommendations on Programme Quality, Sustainability and Replicability

The sustainability of impacts of the components would be greatly improved if the emphasis was on developing national execution capacity rather than using an agency execution modality.

Section Six: Conclusions and Recommendations

This section of the report summarises the overall outcome of the programme and its components and presents recommendations for future actions.

1.1 Programme for Access Improvements to Markets in the Eastern Region

It is too early to provide a meaningful analysis of the probable impact of the construction of the bridges. This can only be properly judged after completion of the work.

The project has fallen behind programme during the preparation and construction phases. UNOPS project management on the ground has been poorly effective. Up to now, the construction is running six weeks late. The primary reasons have been slow mobilisation and poor organisation on site. The off - site back - up also needs improving (for example, piling has been delayed for a lack of oxygen for cutting).

It is hoped that the contractor's performance will improve soon. However, with the worst of the rains still to come, the MTR mission has strong doubts that the works can be completed for July 2007. No extension has been asked and the contractor still claims to be able to complete the work on time.

RECOMMENDATION

To provide a meaningful analysis of the probable impact of the construction of the bridges, preparations for impact studies should be put in place now. The MAFF could share a study into the increase if any in agricultural production in the area after the bridges are completed by carrying out a detailed baseline survey. Simple studies on road usage and traffic counting should start immediately after the completion of the work.

With the increase of GoTL budget and future works, the MoPW needs to learn a lot more on tendering, evaluation, supervision and contracting. UNOPS should make sure that these skills are maximally transferred to all its government counterparts.

Better synergy should be achieved between the 6 EC funded components to fulfil the project document point about local labour benefiting from bridge construction. Clear rules about payment (or no payment) of unskilled labour should be set up for all the components using the proposed labour intensive methodology in project where construction works play an important role for achieving the objectives.

In order to better assess the efficiency with which the project uses the means placed at its disposal and to permit comparison with other works and draw lessons, a cost - effectiveness analysis for estimating the investment (or operating cost) expressed in relation to results should be emphasised through additional objectively verifiable indicators dealing more specifically with construction works. Some additional indicators could be easily incorporated in the final report such as overall cost per m of bridge constructed.

More gender based information should be collected to be able to see if the benefits of the component, mainly on construction sites, accrue to men and women in an equal / fair way.

UNOPS should formulate an exit strategy for the project, which mainly focuses on lessons learned and building sustainability and commitment for the Ministry of Public Works and the beneficiaries. Additional indicators should be included in the recommendations for the Ministry of Public Works such as the recurrent maintenance cost (in addition to the other indicators proposed). The experience should be systematized and comparisons made with similar situations in the country to bring to light differences, which have to be explained and justified. This will help also in deciding with type of design to be used and / or recommended in the future. Serious thought should be included about analyzing the real possibility to finish

the works on time and possible extension. A way to rehabilitate the existing smaller structures between the newly constructed bridges, such as roads culverts, should be proposed.

For the next steering committee scheduled on March 2007, important decision should be made, including the analysis of the project deadline and the preparation of the exit strategy.

6.2 Oecussi Ambeno Community Activation Project

The hierarchical management structure is impeding programme progress and needs to be devolved to allow for greater decision making at the programme site. This devolution needs to be reinforced by increased financial discretion at the level of implementation.

OCAP is supporting too many diverse activities which is detracting from the programme focus. An analysis should be undertaken as to which are the most successful activities with the greatest likelihood of impact and the programme should focus on these activities for the balance of its term.

Sub-projects being proposed for funding from the CDF are inadequately technically underpinned. It would be very useful if short-term civil engineering support was included in the programme staffing to ensure the CDF projects were adequately designed. This would also reinforce capacity development in the corresponding local government departments.

6.3 Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in East Timor

Further inputs into the strengthening of women's role in local government are very much justified. However, support must be linked to the provision of micro-project funding so that the Suco councils can gain practical experience of decision making and leadership. Should UNDP/UNCDF's Local Government Support Programme be considered to be efficiently and effectively implemented, this would be an appropriate vehicle to either link with or to fund directly. It is to be hoped that the considerable UN bureaucracy will not hamper implementation of this very essential pre-requisite to a fully-fledge Government-led programme of decentralisation.

6.4 Skills Training for Gainful Employment Programme

The combination of a very supportive institutional setting and a high level of foreign technical assistance have significantly contributed to the success of this project, along with an implementation strategy which was very focused and ensured a seamless join between the work of the programme and that of its host. ILO has provided effective backstopping in the form of strategic planning and draft training materials, etc. Genuine capacity building within the Ministry and within partner institutions (both governmental and non-governmental) will be the primary achievement; if political and economic stability can be established this should have significant long-term impact.

Recommendations:

Stage should undertake a business planning exercise with the NGOs providing on-the-job training.

More attention by donors to the use of labour based techniques in order to encourage the development of local engineering firms and larger scale employment. This would also provide scope for more on-the-job training for craftsmen.

6.5 Assistance to Community Stabilisation in Timor-Leste

The project is community driven. Gender issues are correctly taken into account. The field visits were a positive experience. The IOM programme was well implemented by a technically good team, with valuable experience in rural development.

Some doubts are about the possibility to conclude the 5 remaining water supply projects on time. The MTR mission recognizes that implementing community development programme like this one where the approach is to generate a sense of ownership over community assets without giving any food assistance or salaries, can be a demanding and time consuming task. The MTR team understands that, in order for the project to be accepted by the community, it must respect its cultural demands such as traditional ceremonies or field work but, at the same time, seek to find a middle ground with the communities to ensure that both partners, the communities and the project are satisfied with the progress made.

The sustainability of the end infrastructure products is not a serious problem. They are built to last and villagers have been trained how to look after them. Voluntary work by the communities is an efficient way to achieve sustainability.

The cooperation between the project and GoTL has been weak. The implementation of the project was mainly relying on practical arrangements with the GoTL at local level. There was no government implication at national level and in the design and implementation stages of the activities. One of the reason may be the lack of qualified people at district and sub – district level. The arrangement seems to be base more on a policy of informing the district and sub – district staff than a team approach for implementing the project, including a real preparation of the counterpart for the overall continuation of the activities at the end of the programme. Therefore, the issue of programme continuation in the short term is problematic as there appears, as a consequence, that no government funds have been made available to support the service at the present time. A problem remains for receiving the programme assets, including the vehicles.

According to the projects documents and the field visits, it can be seen that the water supply systems is the main achievement for reaching the purposes of the project, especially on the women, giving them extra time for other activities.

Recommendations:

IOM should prepare as soon as possible and before the closing date, an exit strategy that focuses on making the project methodology sustainable and embedded in local governments. Such an exit strategy would consist of specific time – bound handing over activities for the completion of the 5 remaining projects, a procurement plan (if necessary), the role and responsibilities of the district officer and the beneficiaries and lessons learned for the period. The MTR mission is of the opinion that a more proactive and decision making role should be assigned to the local government agencies, as they are part and parcel of the beneficiaries of the project and should be able to replicate results in a concerted way. A higher degree of participation in activities by the local institutions could result in a re-arrangement of the work plan if all the work is not completed by March 2007. A special point should be to advise how to assert the rights to the land of the relocating households involved in the project.

The project should establish an institutional memory by establishing a district inventory / database, involving the district administrator, with a description of the micro projects and GPS based maps showing the location and the type of micro projects concluded. This will help the district provide with crucial information allowing improved donor coordination and priorities' planning, avoiding similar projects by different donors in different times without drawing any lessons from the previous ones and, finally, permitting to the private sector to estimate the demand of spare parts and future repairs.

To be more effective, the mission recommends involving the district in the design and in the technical aspects of the water supply systems. This will help building up government capacity which is lacking at the moment and they will know how to provide improvements or advice when the communities runs into technical problems or decides to make changes such as the calibration of water flow at fountains.

The MTR mission recommends that a more proactive policy be put in place to involve the private sector in the different activities. For example, most of the transport necessities should be met through small transport enterprises.

The MTR mission recommends that specific attention be given during the remaining project period to the schedule and quality of the reporting, especially for the recommended exit strategy.

In order to better assess the efficiency with which the project uses the means placed at its disposal, the cost of delivering the micro projects should be, in the final report, clearly assessed and calculated per type of micro project, taking into consideration the total programme expenditures. It will permit a comparison with similar programmes implemented with other modalities and help draw lessons for the future.

Follow-up of water management committees should be done on a regular basis in coordination with the District Water and Sanitation Service whom in the foreseeable future will officially take charge of monitoring rural water supply.

A good quality and ample blackboard should always be part of the equipment provided by IOM for the construction of schools. In the design of the schools, the toilets should never be attached to the main building but separated at least of 25 m.

6.6 Third Agriculture Rehabilitation Project

In general, the MTR mission appreciates the good progress of the work in schemes and road rehabilitation towards meeting the expected results. Difficulties and disruptions related to the civil unrest of April 2006 did not affect to much the physical implementation of the irrigation scheme and roads rehabilitation. These subcomponents are likely to achieve its objectives and the physical targets during the remaining time.

The disruptions delayed the surveying activities and affected the assistance to farmers in irrigated agriculture. According to the interviews, a great deal of training has been carried to support MAFF staff and the WUAs but the records related to training, especially for the WUAs are not up to date. Based on the field visits however, the MTR mission could sense that the existing WUAs are still very weak. The message to the farmers about GoTL and beneficiaries duties and responsibilities in the management of the scheme is sometimes not clear or contradictory. The MTR mission considers that there is ample room to improve on the efficiency and effectiveness of the training of the WUAs, including the material used which is considered by the MTR mission as unsuited to the users.

The lack of graduate level qualifications in the irrigation division, mainly in water management, is constraining. Despite ARP III support, there is still a strong need for more training, especially for the WUAs. In spite of the different on – the – job trainings and capacity building of MAFF staff, reliance on WUAs foreign advisors remains high and the mission does not expect to decline in a near future.

ARP III is focusing not only on irrigated areas but also on upland areas. This promotes a better food security and strengthens self – reliance through a farming system diversification in line with the farmers' traditional strategy.

Little attention has been paid to land issues as regards title and ownership. Out of the total area of Caraulun scheme, 400 ha remain as unclaimed land. This area is now a state property.

The land preparation issue in the rehabilitated schemes is not sufficiently addressed. There is a lack of animal power or machinery for land preparation. Land preparation responsibilities between MAFF and beneficiaries (WUAs) are not clearly defined.

Recommendations:

The MTR mission recommends that the MAFF focus during the remaining project period (and its possible extension) on strengthening WUAs institutional arrangements and capacity to ensure the sustainability, quality and impact of the rehabilitated schemes. More staff should be allocated for these activities, including one international staff and more local consultants (at least one per district). A better coordination with the JICA WUA specialist should be emphasized. In the proposed extension of the project to be presented to IDA, additional funds should be included for this task and could be based on the exchange rate between the dollar and the euro.

The MTR mission recommends improving on the efficiency and effectiveness of the training of the WUAs. A training needs assessment should be done and will help to produce material better adapted to the beneficiaries. Training material should include colourful attractive drawings and avoid unnecessary text. It should also be translated into the vernacular language. A post training assessment should always be carried out and will permit to draw lessons for the other trainings.

The mission recommends that watershed protection and practices awareness be a part of the training of all the WUAs to avoid a disruption of the fragile hydrological cycle and to remedy a possible adverse situation (activities of deforestation).

Training currently records should be completed as soon as possible to have a clear picture of what has been achieved up to now.

The land preparation issue in the rehabilitated scheme should be fully addressed by the MAFF. Based on the healthy principle that the farmer is the ultimate responsible for the preparation of his own land, the distribution of responsibilities between the MAFF and the beneficiaries (WUAs) should be clearly defined. MAFF could offer temporary support during the first 10 years as it has been agreed upon for the O & M of the newly rehabilitated schemes.

The MTR recommends that MAFF paid more attention to land issues as regards title and ownership. A decision should be taken as soon as possible by MAFF in collaboration with the Ministry of Justice and the concerned WUAs about the remaining unclaimed land in the schemes, including the 400 ha within the Caraulun irrigation scheme.

The end result of any irrigation project is to bring agricultural productivity on a higher plane. However, putting in the necessary infrastructure alone will not increase productivity. The MTR mission recommends involving more the women thanks to a more important role in the WUAs and a stronger link between their activities and the rehabilitated scheme. A successful Women in Development (WID) programme was developed in the Sustainable Development of Irrigated Agriculture in Buleleng and Karang Asem (SDIABKA) Project (ALA/2001/0087) in Bali, just closed in December 2006. The MTR mission recommends that a field visit be organized to draw first hand practical experience and the lessons learned from this EC project.

The exit strategy should be produced as soon as possible by the international irrigation advisor and MAFF staff. It should consider the preparation of post programme sector investment including budget by the MAFF as well as ensuring sustainability of field activities.

The MTR mission recommends that all the data collected by the new installed river gauge and agro - meteorological stations be shared by the different government agencies and be available as soon as possible thanks to a specialised website.

Section Seven: Lessons Learned

In this section of the report the MTR Team presents what we feel are the most important lessons to be learned, which are generalisations of conclusions applicable for wider use/benefit, and are based on the conclusions made in the earlier sections of the report.

Annex 1: Terms of Reference

ASIE/2003/005-795 (EC)

LOT N°1 (Rural Development):
REQUEST N° 2006/131229 – Version 1

TERMS OF REFERENCE FOR MID-TERM EVALUATION OF THE RURAL DEVELOPMENT PROGRAMME FOR TIMOR-LESTE (RDP 2003)

1. BACKGROUND

1.1. Introduction

Timor-Leste has one of the highest rates of poverty in Asia³, which is widespread, with two fifths of the population unable to cover basic needs. Living standards vary across the country. Urban areas are better off than rural areas (where six out of seven of the poor live). Upland families are more likely to be poor than lowland families, although this division is less distinct.

With a view to contribute to making the transition from humanitarian emergency aid and the ensuing rehabilitation/reconstruction phase to a longer term development approach with tangible benefits for the rural poor, the EC allocated €25.5 million for 2003 to support the Government of Timor-Leste in attaining its overall objectives of poverty reduction and promotion of economic growth.

To this effect, the programme supports six initiatives that contribute to rural development by increasing MAFF's capacity, restoring community infrastructure, empowering communities and women, increasing job opportunities, and improving livelihood capacities and self-sufficiency (in food production) in rural areas, through agreements with the World Bank, UNDP (with UNOPS, ILO and UNIFEM as executing agencies) and IOM. The programme, which overall has a duration of 60 months, started in March 2004.

In order to assess and maximize relevance, efficiency, effectiveness, impact and sustainability, and make appropriate changes if required, the EC now wishes to launch a mid-term evaluation to assess the progress of the programme and its components to date.

1.2. Legal framework for EC support to Rural Development in Timor-Leste

The legal basis for this EC-funded programme is Council Regulation on Rehabilitation and Reconstruction in Developing Countries⁴, in conjunction with the Council ALA Regulation⁵, and notably its Article 6, in conjunction with Articles 14 and 15⁶.

³ Timor-Leste – Poverty in a New Nation: Analysis for Action Ministry of Planning and Finance *et al* (May 2003)

⁴ Council Regulation (EC) No 2258/96 of 22 November 1996 on rehabilitation and reconstruction operations in developing countries OJ N°L306, 28.11.1996, p.1

⁵ Council Regulation (EEC) N° 443/92 of 25 February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America (ALA), OJ N°L52, 27.2.1992, p.1 Regulation as amended by Regulation (EC) N° 807/2003 (OJ L 122, 1 6.5.2003, p.36.)

⁶ In the meanwhile Timor-Leste has ratified the Cotonou Agreement at the end of 2005, and has thus moved from the ALA group to the ACP group of countries for EC cooperation.

On 17 December 2003, the EC adopted its decision no. 2003 / 005-795 in support of RDP I. The amount allocated to this, is € 25.5 million and is based upon respective needs, as determined during the identification and appraisal missions.

This was in conformity with the development priorities as expressed in the Country Strategy Paper for Timor-Leste (2002-06) and the National Indicative programme (2002-04), which adopted health, rural development and public institutional capacity building as the key priority areas of focus for EC development cooperation with Timor-Leste.

1.3. Timor-Leste development priorities

In the four years since independence, the Government has played an important role in setting the legal and policy framework for rural development, food security and related fields, but it does not have the financial, organizational and human resources to fully finance and implement these policies, and therefore continues to strongly rely on donor funding and other support.

The key relevant Government policies are the National Development Plan (NDP), with the Vision for 2020 and the Poverty Reduction Strategy; the Road Map; the relevant Sector Investment Plans (SIPs), and particularly the one for Agriculture, Forestry and Fisheries; the National Food Security Policy; the National Nutrition Strategy; the National Disaster Risk Management Plan (NDRMP, under preparation); the MAFF Policy and Strategic Framework; and the Forest Policy.

The National Development Plan (NDP) for the five-year period 2002-2007 has two overriding goals: to reduce poverty in all sectors and to promote economic growth that is equitable and sustainable and improves the health, education and well being of everyone. These goals have been supplemented by the commitment of Government to the Millennium Development Goals, which also give the highest priority to poverty reduction.

The Government has a four-pronged strategy for poverty reduction:

- **Increasing productivity of and promoting opportunities for the poor** – Creating an enabling environment that can generate economic opportunities for the poor, enhance their productivity and boost their incomes;
- **Improving access of the poor to basic social services** – In addition to providing its own services the Government will encourage others to offer services to the poor at affordable prices.
- **Enhancing security** - Provide or help to provide security of person and property, and protection from unforeseen shocks and disasters (vulnerability), including food security at both the household and national levels
- **Empowering the poor and vulnerable groups.** – Enable the poor and other vulnerable groups to participate in and manage development in their own areas – at all levels: *aldeias*, *sucos*, *postos* and districts. This will mean paying close attention to agriculture, to employment creation particularly in the informal sector, to social services, and to infrastructure

Further guidance should be found in the (yearly updated) Sector Investment Plans (SIPs), and particularly the one for Agriculture, Forestry and Fisheries. The Government places particular emphasis on improving the livelihoods of rural communities in upland and dry land areas in order to achieve food security through improved and sustainable production systems, along with strategies to cope with food emergencies. The SIP programme

integrates land and forest management on a watershed basis. It also supports improved water use efficiency and management in irrigation schemes and the further development of commodities with market potential, such as coffee and livestock.

1.4. RDP I

1.4.1. Overview

The financing decision to support RDP I was prepared with the overall objective to pursue overall poverty reduction, economic growth (and stability) in line with the Timor-Leste Government poverty reduction strategy and the National Development Plan. The Project Purpose is to support (6) initiatives that contribute to rural development by restoring community infrastructure, empowering communities, increasing job opportunities, improving livelihood capacities and self-sufficiency (food supply) in rural areas.

The expected results are:

- Improved access to markets - key bridges repaired thereby opening up District roads in Viqueque and Lautem for vehicular use (main target group: farmers and traders). (UNDP-UNOPS/AIM);
- Livelihood opportunities restored through the adoption of improved agricultural technologies, food security and basic service delivery in Oecussi (main target group: rural population). (UNDP-UNOPS/OCAP);
- Increased employment through vocational skills training nation-wide (main target group: government staff, trainers and rural poor). (UNDP-ILO/STAGE);
- Enhanced rural women's leadership and participation through the empowerment of the women's civil rights nation-wide (main target group: rural women). (UNDP-UNIFEM/PERWL);
- 120 community based infrastructure projects in the Eastern region rehabilitated, e.g. markets, village water systems and community irrigation schemes (main target group: farmers and traders). (IOM/ACS);
- Capacity of the Ministry of Agriculture, Fisheries and Forestry (MAFF) and its development partners to support farmers in increasing sustainable production and income (main target group: government staff, farmers, development partners). (WB/ARPIII).

It was decided to achieve these results through agreements with UNDP, IOM and the World Bank. The EC-IOM contribution agreement was signed by IOM on 23/03/04 (€ 2.71 m / 24 months); the EC-UNDP contribution agreement was signed by UNDP on 14/05/04 (€ 14.88 m / 60 months); and the EC-WB administration agreement was signed by the WB on 28/06/04 (€ 6.85 m / 48 months).

1.4.2. Programme set-up

Total project cost:	€ 31,210,219		
EC contribution:	€ 25,500,000	100.00%	Other funding sources: €5,710,219
Rehabilitation and Community Development in rural areas (UNDP) (RCDRA)	€14,880,193	58.35 %	(UN AGENCIES) €783,168
- Access Improvements to Markets in the Eastern Region (AIM)	€6,592,110	25.88 %	(UNDP / UNOPS) €0
- Oecussi Ambeno Community Activation Project (OCAP)	€3,062,089	12.01 %	(UNDP / UNOPS) €297,168
- Skills Training for Gainful Employment (STAGE).	€4,650,994	18.24 %	(UNDP / ILO) €436,000
- Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in Timor Leste (PERWL).	€575,000	2.25 %	(UNDP / UNIFEM) €50,000
Assistance to Community Stabilisation in Timor Leste (ACS) (IOM)	€2,715,502	10.65 %	(IOM) €389,732
Agriculture Rehabilitation Project (ARP III) (World Bank)	€6,854,530	26.88 %	(TFET) €3,000,119 (CFET) €1,537,200
Monitoring, evaluation & audit	€ 700,000	2.75 %	€ 0
Contingencies	€ 349,775	1.37 %	€ 0

In the above, the World Bank is administering ARP III, which is implemented by MAFF. IOM is implementing agency for ACS. UNDP is implementing agency for RCDRA with UNOPS, ILO and UNIFEM as executing agencies.

1.4.3. Objectives, purposes and expected results

UNDP / RCDRA

The overall objective is to pursue overall poverty reduction, economic growth (and stability) in line with the Timor-Leste Government's poverty reduction strategy and the National Development Plan. The project purpose is:

- To improve access to markets in the eastern region as a means of stimulating socio-economic development in the districts of Viqueque and Lautem. (UNDP/UNOPS-AIM);
- To restore sustainable livelihood opportunities for the residents of Oecussi district. (UNDP/UNOPS-OCAP);
- To build national capacity to development and implement a sustainable and effective system of skill and enterprise training. (UNDP/ILO-STAGE);
- To guarantee and protect rights of rural women in Timor-Leste. (UNDP/UNIFEM-PERWL)

The project results are:

- Five key bridges repaired thereby opening access for rural communities along the Viqueque – Los Palos road to major markets (AIM);
- Oecussi residents' food security and capacity to participate and lead community development process strengthened (OCAP);

- Increased employment through better access to vocational skills training nationwide (STAGE);
- Enhanced rural women's participation and leadership in nation building (PERWL).
- 120 community based infrastructures projects (village water, markets) undertaken and projects' partners trained (IOM/ECACS);
- 4000 ha of area available and managed for cultivation through rehabilitation of irrigation schemes and training to water users' associations; service and information to farmers provided regularly (WB/ARP III).

1. Programme for Access Improvements to Markets in the Eastern Region (AIM - UNOPS)

AIM is a two-year-and-a-half programme with an estimated cost of € 6.59 million in support of the National Development Plan. It is designed to facilitate the country's economic and social development through the rehabilitation and reconstruction of the five bridges which hold the key to fulfil the rich agricultural potential of the eastern region of Timor-Leste comprising the districts of Lautem and Viqueque.

The programme will target five major bridges along the Viqueque - Los Palos national road:

- Bebui (90 m span. Viqueque district)
- Wekain (30 m span. Viqueque district)
- Irabere (220 m span. Viqueque/Lautem districts)
- Mauma'a or Rorolai (120 m span. Lautem district)
- Lihulu (45 m span. Lautem district)

2. Oecussi Ambeno Community Activation Programme (OCAP - UNOPS)

OCAP is a five-year programme, at a proposed cost of €3.36 million, in support of the National Development Plan designed to respond to the special needs of the 48,000 population of the enclave of Oecussi Ambeno, one of the country's poorest Districts.

The overall objective of OCAP is the restoration of sustainable livelihood opportunities for the residents of Oecussi Ambeno District. The strategy will be the empowerment of communities whereby the people lead the development process. Strategic entry points will be the promotion of cohesive communities, development of new skills and knowledge, enhanced food security and generation of supplementary income, and identification of livelihood opportunities.

The programme will introduce a mechanism (Community Development Fund) to finance community investments which are planned and implemented by community groups. The knowledge and viability of women will be renewed and they will be empowered to play a wider role in their communities. Community owned savings and credit schemes will be introduced for enhanced access to basic financial services. Simple improved agricultural technologies in cattle raising, upland farming, etc. will be introduced in order to improve productivity.

3. Skills Training for Gainful Employment Programme (STAGE - ILO)

STAGE is a 5-year programme at a proposed cost of €5.09 million. In response to prevailing poverty and high unemployment levels, the programme proposes a flexible decentralised

approach to skill training, and small and micro business development that will lead to income generation and gainful employment.

Accordingly, the programme's purpose is to build national capacity to develop and implement a sustainable and effective system of skill and enterprise training. The overall strategy is three-fold:

- Institutional and capacity strengthening of the Secretariat of State for Labour and Solidarity (SSLS) and its District Employment Centres, (DECs) which provide enterprise development and skills training services to the districts, in particular. DEC staff will be trained in 4 regional offices (Dili, Maliana, Oecussi and Baucau) on collection and analysis of employment data to ensure that training programmes are designed based on local economic opportunities. Effective management of the Employment and Vocational Training Fund (EVTf) will also be ensured;
- In order to develop effective training capacities and a micro/small enterprise development mechanism in Timor-Leste, STAGE will strengthen the capacity of existing training providers by providing them with management training, training of trainers, resource material and financial resources through increased access to the EVTF. Training providers will work closely with the DECs for the delivery of training to the communities through mobile units; and
- Given the fragile economy, employment in the sense of full-time wage employment may not be an option for many years to come. The STAGE will put emphasis on informal sector employment opportunities for the grassroots. Access of community members to small business development and skills training will be facilitated through a decentralized and flexible system of training, including outreach programme and mobile training, and the EVTF mechanism.

4. Programme for Enhancing Rural Women's Leadership and Participation in Nation Building in Timor-Leste (PERWL)

The proposal is for a three-year programme, at a proposed cost of €0.63 million, to enhance rural women's participation in nation building in Timor-Leste. It is part of an integrated strategy focused on facilitating capacity building of women leaders and groups at the national and local levels so that women can participate on an informed basis in the processes of nation building including elections, establishment of local government and how to use nation building institutions at a local level.

The programme's purpose is:

- To support women to run for the aldeia and suco elections country wide ; vote with greater knowledge and increase the effectiveness of women local government officials and build capacity of rural women's transformative leadership and citizenship in the context of decentralised government;
- To pilot in 4 districts per region and in the districts of Lautem and Bobonaro methods and materials to build the capacity of grassroots women to understand, contribute to and benefit from the process of nation building through training in leadership and civic education, gender sensitisation of grassroots men, and linking grassroots women with national women's organizations and women leaders; and
- To generate essential data required for the formulation of informed programmes to address the socio economic needs of rural women and address urgent need by the

government to produce the first national report and civil society to produce a shadow report to the CEDAW committee.

IOM / ACS

The overall objective of the Project is to improve rural community assets in the districts of Baucau, Lautem and Viqueque in order to contribute to long-term population stability and minimise rural-urban migration. The purpose of the Project is to improve rural community infrastructure, empower communities and improve livelihoods of rural Timorese.

Project Results:

- 120 community-based infrastructure projects undertaken, e.g. markets, village water systems and community irrigation schemes.
- Project partners trained to manage the implementation of at least 40 projects.
- Women directly involved in the identification and implementation of at least 40 projects.
- Skills transfer in programme management for nine IOM national staff and capacity building for 8 staff of two Project partner institutions (in general project and financial management and implementation).
- 20 training sessions/seminars held for local partners and community/government participants.

ARP III / WB

The overall objective of the Third Agriculture Rehabilitation Project (ARP III) is to strengthen the capacity of the Ministry of Agriculture, Forestry and Fisheries and its key development partners to assist rural communities in increasing their production and income in a sustainable way. This is also the specific objective of the European Commission contribution.

Irrigation Rehabilitation and Management Component

This component will support MAFF's program of strengthening rural communities' food security and sustainable economic development in *lowland, irrigated areas*. The project will rehabilitate community based irrigation schemes serving 3,000 hectares of irrigable land, and 150 kilometres of rural access roads; rehabilitate the major-damaged irrigation scheme in Manufahi (Caraulun) covering 1,030 hectares of irrigable land; and strengthen or establish about 24 Water User Associations (WUAs).

Results:

- 3,000 ha. of irrigated area rehabilitated by communities
- 150 km. of existing farm-to-market roads rehabilitated by communities
- 1,030 ha. of major-damaged irrigation scheme rehabilitated
- 14 new Water Users Associations (WUAs) established (including a network of WUAs in major-damaged scheme), and 10 existing WUAs provided with advisory services and further training (including women)

Services to Farmers Component

This component aims to strengthen and institutionalize MAFF's service delivery to farmers in three key areas: (a) information services; (b) animal health services; and (c) agri-business support.

a)

- About 40 pre-tested information materials provided to communities through different media
- At least 10 cross-visits between CGIAR scientists and MAFF to provide advisory services and information support
- At least 3 regional centres connected electronically and functional up to EOP
- At least 10 meteorological stations, 20 rain gauges and 4 hydro stations established and functional by EOP

b)

- At least 80% of adult cattle, buffaloes and pigs vaccinated on a timely manner
- 265 Village Livestock Workers trained (including women), and 70% actively providing services to villages
- National VLW Association established and organizationally functional up to EOP

c)

- 12 village processing facilities established and functional by EOP
- MAFF agri-business unit established and operational by EOP

Programme Management Component

This component will continue to assist MAFF in developing key organizational and sector policies, build further core skills amongst MAFF staff and their partners, and integrate ARP management fully within MAFF's organizational structure.

- Four agriculture policy studies/advisory services completed, discussed with key stakeholders, and accepted by MAFF
- Advisory support to project management, finance, and procurement provided
- 100 person-days of training provided to MAFF staff and partners (including women)

1.4.4. Disbursement and Contract Status

UNDP (September 2006) has overall disbursed in eligible expenses € 5.55 million of the advance payment: € 1.2 m for OCAP, € 1.9 m for AIM, € 2.07 m for STAGE and 0.26 m for PERWL. The second payment has been requested but was suspended pending receipt of revised financial and technical progress reporting. Several requests for amendment have been announced, which are currently being reviewed by the Delegation.

IOM, which has received advance and mid-term payments, has disbursed € 1.66 m (end of July 2006). An 8 month no-cost extension request has been approved by the Delegation in December 2005, and IOM has announced that it will request an additional 4 month no-cost extension soon.

WB has disbursed € 3.22 m (August 2006) and has requested the mid-term payment. This has been suspended pending receipt and approval of progress reporting in accordance with the Administration Agreement. An amendment request has been announced and is expected.

1.4.5. Implementation Status

Having overcome the initial delays and considerably sped up delivery, the programme is in full implementation now and is expected to have considerable impact. However, all components have in more or lesser degree been affected by the recent political crisis in Timor-Leste (April-June 2006, and to a lesser ongoing), and the Delegation has requested all partners to provide an analysis of the impact of the crisis on project implementation.

- **Contract 2004/82039 – UNDP - RCDRA**. All four components were in full-scale implementation until the end of April, except for AIM for which the contractor has only just been contracted. Regular field monitoring visits have been conducted by UNDP. Steering committee meetings have been held for all four programmes. However, due to the UN security rules for “non-essential staff”, most project staff had been evacuated in May due to the crisis in Timor-Leste, and only returned in July.
- The offer obtained for **AIM**’s bridges construction tender was positive in financial terms. Evaluation and selection have been completed, and UNOPS has awarded the contract to the Japanese construction company Penta Ocean Construction Limited for an amount of US\$ 5.8 M. The contract was signed on 22 September 06. The amount available under the grant agreement was short of USD 700,000 which the Government has agreed with UNOPS to make up from the national budget. The construction is scheduled to end on 31st December 2007. A no cost extension has been requested. No derogation for the tender was required due to the new rules about untying aid which were published last December 2005. Out of a total amount of € 6.5 M, project expenses have totalled US\$ 1.9 M (as of 31/10/06), but are expected to increase very substantially during the second part of the year, now that the contracting is completed. The crisis has not impacted on this project except for the evacuation of the UN personnel during the month of June.
- The **OCAP** project has concentrated initially in five pilot Sucos, introducing new knowledge of agricultural systems and community organisation that enables participatory development. The pilot activities have focused on upland agricultural development, trees and vegetable nurseries and cattle quality improvement. The number of Sucos covered is now 18. The number of self help groups has increased from 57 to 76 and the number of households covered is 13,000. Community Development Funds will be provided to all the sub-districts according to the eligibility criteria which have been defined with the Ministry of Agriculture and the Ministry of State Administration. The crisis had very limited effect on the district in general. However the evacuation of the personnel in June, the

lack of communication (the ferry stopped functioning) and the closures of borders did caused some delay on the project's implementation.

- **STAGE**, after conducting market surveys and identifying training providers, has started training 377 clients in business start-up courses. All the trained people are being referred to micro-finance organizations and institutions. A total of 1,100 community members beneficiaries of the stage programme accessed loan and initiated their income generating activities from microfinance institutions in Baucau, Bobonaro and Dili districts. Employment centres have started registering job seekers and job opportunities. A total of 5727 job and training seekers have been registered and 213 job placements with the mediation of the employment centres have been registered. The crisis and the displacement have impacted negatively on income and business generation. Loans defaulters increased too. However the need for starting cash for work mechanisms and rapid unemployment reduction in the face of youth violence brought about a new experience for ILO. Rural infrastructures rehabilitation through cash for work can also build the basis and the mechanisms for future employment generation financed with the increasing Government Budget.
- **PERWL's 1st** component was successfully completed with training of 1,265 potential women candidates for village elections in 13 districts. Debriefings with women candidates were conducted in 6 districts with 331 participants. Training Needs Assessments were conducted in 3 districts (Oecussi, Bobonaro and Lautem) with 125 elected women officials. The 2nd component, covering the preparation of elected, and also non-elected, women to take on their leadership roles is still on-going. The 3rd component which intends to prepare data, material and information for improving policy at national level has not yet started. A preliminary concept paper has been drafted for the baseline study on feminised poverty. PERWL intends to carry out an interim internal evaluation of the project. Out of a total grant of € 625,000, disbursements have so far totalled US\$ 260,000.
- **Contract 2004/81103 - IOM – ACS:** The Project has completed a total of 16 of the 25 projects identified during phase 1 of the programme. Another 35 projects identified under phase 2 are ongoing and 2 of them have been completed. The majority of projects are in water supply, as requested by the communities. The component of Sanitation is also being implemented in phase 2 and a sanitation awareness raising programme has been sub-contracted to the Timor-Leste Red Cross. A total of 47 Sucos (Villages) are benefiting from the second phase covering the selected six sub-districts of Bagueia and Quelicai (Baucau district); Ilomar and Luro (Lautem district); and Lacluta and Uatu Carbau (Viqueque District). The quality of the water schemes micro-project is good, but the implementation is not as fast as desired due mainly to the speed of the population's voluntary work contributions, a pre-condition of the participatory programme.
- **Contract 2004/82219 –WB/MAFF – ARP III:** This project is financed by TFET (US\$ 3 M, plus US\$ 1.5 M from the Government Budget and this EC financing € 6.8 M). The MTR by MAFF and the subsequent joint Mission in March 2006, in relation to the ARP III as financed by all sources, appreciated the good progress in policy development and in the capacity of MAFF to provide assistance to farmers in improving productivity. Adjustments to the original project design within the present Grant Agreement between WB and MAFF include:
 - Implementation of a new upland farming programme, consisting mainly of field demonstration plots, for component 1 of the programme (Natural Resource Management).

- Provision of initial inputs to Water Users Association of the Caraulun irrigation scheme and additional survey and mapping of the scheme within Component 2;
- Implementation of farmer run demonstrations, internet connectivity with districts and a revised programme of agribusiness in component 3.

Challenges are still related to the implementation of the agreed adjustments (above). However the Joint Mission was impressed by the dedicated and analytical work carried out by MAFF during a long period in reviewing the project and the sector's management. At the end of the MTR by a joint WB – MAFF - Donors mission ARP III has been rated moderately satisfactory.

2. DESCRIPTION OF THE ASSIGNMENT

➤ Mission specification

In accordance with the financing decision for *the Rural Development Programme for East Timor (RDP I)*, the EC intends to launch a mid-term evaluation of its implementation, in addition to UNDP's, IOM's and World Bank progress, monitoring and auditing reports.

The external evaluation will be carried out in February 2007, and will cover both the overall management of the programme as well as the implementation of all its components, and their contribution to the development of Timor-Leste.

➤ Global objective

The purpose of this mid-term evaluation is to make an assessment, as systematic and objective as possible, of the ongoing RDP I programme, its design, implementation and results achieved to date. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, and likely impact and sustainability of the programme and its components. The supervision, monitoring and evaluation system and procedures in place, and EC visibility should also be assessed. The resulting mid-term evaluation report must be credible and useful, enabling the incorporation of lessons learnt into the decision making process, both in the current, as in other projects.

➤ Specific objectives

The programme should be evaluated in its 6 components (projects), and how these work in convergence in sustainably developing rural areas and the rural population, with a special focus and a thorough assessment of the following **5 evaluation criteria**. There may be some overlap in the specifications given under each of the five focal evaluation criteria. They are provided as a non-exhaustive list of attention points to make sure that a thorough, encompassing and complete overall evaluation is produced by the team, which is expected to use its own experience and good judgment to deliver this as required.

1. RELEVANCE

The Team will assess the (continued) relevance, appropriateness and feasibility of the programme and its components, in the light of Timor-Leste's needs and current situation. It should evaluate the appropriateness of the programme and component objectives to the beneficiaries' problems which it aims to address, and to the physical and policy environment within which they operate. It should include an assessment of the quality and validity of project preparation and design – i.e. the comprehensiveness and appropriateness of the project planning process, and the internal logic and coherence of the project design. Specifically the team will:

- Assess the relevance of the programme/components against the original needs analysis. Are the needs still relevant? Have they changed/evolved? Have new, more relevant needs emerged that the project/component should address, taking e.g. into account the recent socio-political crisis in Timor-Leste?
- Assess how well the main strategic elements of the programme/components contribute and logically link to the planned objectives. How coherent is this set-up? How well do they link to each other?
- Verify the presence and involvement of partners / stakeholders / beneficiaries. Have there been any changes? Assess the degree to which the partners / stakeholders / beneficiaries have taken ownership of the project, since the design phase.
- Assess the alignment and responsiveness of the programme and its components to the National Development Plan, Sector Investment Plans and Government Policy.
- Assess the presence, relevance and quality of surveys of baseline conditions at the beginning of the program/projects, including on the cross-cutting issues of gender, environmental sustainability and good governance.
- Assess the coherence and feasibility of the programme, projects and their components, including the causal link between outputs, and planned and actual results.
- Assess the links, synergies and complementarity of the programme components between themselves as well as with other projects in the same areas and/or sectors, at the local as well as at the national level.
- Assess the overall degree of flexibility and adaptability of the programme to facilitate rapid responses to changes whenever needed.

2. EFFICIENCY

The Team will verify whether project outputs and results have been achieved at reasonable cost, thus how well inputs/means have been converted into activities/outputs, in terms of quality, quantity and time, and the quality of the results achieved. This generally requires comparing alternative approaches to achieving the same results, to see whether the most efficient approach/ process has been adopted. Specifically the team will:

- Assess the efficiency of management, implementation, delivery and supervision - set-up, modalities and procedures..
- Assess whether resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve outcomes.
- Assess whether resources have been used efficiently. Have activities supporting the strategy been cost-effective? In general, do the results (likely to be) achieved justify the costs? Could the same results be attained with fewer resources? Have the overall benefits justified the costs?
- Assess whether project funds and activities been delivered in a timely manner.
- Assess the presence and causes of delays in implementation.

- Assess the local absorption and implementation capacity, and how this has affected the implementation of the programme / components.
- Assess if there is a clear understanding of the roles and responsibilities of the parties involved and the quality of guidance provided by the Steering Committees. Are the Steering Committees functioning adequately and convening as planned?
- Assess the quality of supervision, and M&E modalities and procedures.
 - Assess the supervision, monitoring and evaluation systems, efficiency indicators and procedures in place within RDP at the level of the different agencies involved.
 - Assess whether these systems and procedures are adequate/relevant, taking into account the organizational structure of RDP and its different components.
 - Assess the relevance of and compliance with technical and financial progress reporting requirements.
 - Assess if the management of personnel, information and property was adequate.
 - Assess if the management of deadlines and the risk management was adequate..
- Assess to which extent the systems and procedures in place enable to monitor the integration of crosscutting issues (quality, poverty reduction, gender, environment and sustainable development, conflict-sensitiveness, livelihood improvement, good governance and geographical balance) throughout the project cycle.
- Assess whether appropriate communication channels and segregation of duties is maintained between each stakeholder (government partner agency, implementing/ executing agency – e.g. UNDP v/ UNOPS, ILO and UNIFEM) within the supervision and M&E process.
- Assess the efficiency of cooperation between partners.
- Assess if the administrative and technical support and back up to the projects from implementing/executing agencies' headquarters are adequate, including in ensuring timely forwarding of payment transfers.
- Assess if the contributions of the Government and implementing/executing agencies materialized according to plans.

3. EFFECTIVENESS

The Team will assess the contribution made by the results to the achievement of the Specific Purposes of the programme components, and how assumptions have affected project achievements. This should include specific assessment of the benefits accruing to target groups, including women and men and identified vulnerable groups such as children, the elderly and disabled. Specifically the team will:

- Assess the progress made in achieving results in terms of timeliness, quantity and quality. What is the quality and quantity of outputs so far generated? Are benefits accruing to men and women in an equal / fair way? Are the most vulnerable

appropriately benefiting? What is the degree to which planned results are likely to be met by the end of the project implementation period?

- Assess the quality of the main strategies / means of action adopted. Are they appropriate and effective in achieving the planned objectives? What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- Assess whether the project approach has produced demonstrated successes. In which areas (geographical, sector, issue) have the project components made the greatest achievements? Why is this? What have been the supporting factors? How can the project build on or expand these achievements? In which areas have project components produced the least results? What have been the constraining factors and why? How can they be overcome?
- Assess how the outputs and outcomes have contributed to behavioural changes, to gender equality, to strengthening the social partners and social dialogue, and to the reduction of poverty.
- Assess the adequacy and quality of management, implementation, delivery and supervision set-up, modalities and procedures.
- Assess whether Steering Committee members have a good grasp of the project strategy. How have they contributed to the success of the project?
- Assess the presence, appropriateness, relevance and quality of objectively verifiable indicators and their means of verification for tracking progress, performance and achievement of the programme components. Are any changes necessary? Have appropriate means of verification of indicators been defined? Is progress being adequately tracked and measured? If not, how can it be improved?
- Assess how effectively project management monitors project performance and results. Is a monitoring and evaluation system in place and how effective is it? Is relevant information and data systematically being collected and collated? Is the resulting information being regularly analyzed to feed into management decisions? Is data disaggregated by sex (and by other relevant characteristics, if relevant)? Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?
- Assess the quality and effective use of the logical framework? Has it been appropriately updated? Does it need to be revised now?
- Assess the quality of the risks and assumptions identified. Are they still valid? Do they need to be revised/ updated?
- Assess the quality / experience of implementing / executing agencies, and the attribution of responsibilities. Are management capacities adequate and facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved? How well have UNDP, WB and IOM provided administrative and technical back stopping and support?
- Assess the strategic importance and influence of the chosen partners and their responsibility and ownership in implementing the programme/projects.

- Evaluate the mechanisms in place to ensure coherence, coordination, complementarity and synergies between the components; with the other EC-funded interventions and with other stakeholders (GTL, other donor agencies, international NGOs, other implementing partners) in Timor-Leste; and to avoid occurrence of duplication of activities. Assess the strategic use of synergies and complementarities with other projects and donors.
- Assess how well stakeholders have been involved in project implementation, and how effective the project has been in establishing national ownership. Is project management and implementation participatory and is this participation contributing towards achievement of the project objectives? Has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
- Assess in how far the project has been appropriately responsive to political, legal, economic, institutional and other changes in the project environment?
- Evaluate the mechanisms in place to ensure coherence, coordination, complementarity and synergies between the components; with the other EC-funded interventions and with other stakeholders (GTL, other donor agencies, international NGOs, other implementing partners) in Timor-Leste; and to avoid occurrence of duplication of activities.
- Assess how well EC visibility is being ensured by the programme and its components.

4. IMPACT

The Team will assess the effect the project has on its wider environment, and its contribution to the wider policy or sector objectives (as summarised in the project's Overall Objective). Specifically the team will:

- Assess to which extent RDP is contributing to the overall poverty reduction, economic development and empowerment of rural communities in the targeted regions of Timor-Leste.
- Assess to which extent changes in attitudes, capacity, institutions can be causally linked to the programme components' interventions;
- Assess how the economic effect of the programme/projects were spread between economic growth, salaries and wages, and how this relates to project objectives
- Assess how the programme/components have already made, and are likely to make, a significant contribution to a longer term development impact. What are the realistic long-term effects of the programme and its components?
- Assess in how far economic and social development was enhanced in the area beyond the immediate beneficiaries;
- Assess in how far enhanced economic and social development has resulted from improved institutional capabilities and communications, as a consequence of the programme.
- Assess if indicators were suitable in order to measure impact. Were they amended if they were not?

- Assess if successful programme components can still be scaled up during the duration of the implementation. If so, how do project objectives and strategies have to be adjusted?

5. SUSTAINABILITY

The Team will assess the likelihood of benefits produced by the project to continue to flow after external funding has ended, with particular reference to factors of: ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender equality, appropriate technology, environmental aspects, and institutional and management capacity. Specifically the team will:

- Assess in how far the stakeholders were consulted on the objectives of the programme/components, whether they agreed and remained in agreement all throughout their implementation;
- Assess in how far the national sector and budgetary policies have affected the programme components, and in how far the programme has influenced them;
- Assess the level of support received from the Government, from the private sector, from civil society organizations, and from other stakeholders;
- Assess the degree in which the programme has strengthened national ownership and capacity, individually and institutionally, in terms of peoples' attitudes, legislation, and policies.
- Assess the durability of the programme's results, achievements and benefits
- Assess the presence and quality, feasibility and likelihood, of viable exit-strategies and the gradual handover of activities to national partners. Once EC funding ends, will national institutions and implementing partners be likely to continue the project or carry forward its results?
- Assess the degree in which the programme/components are embedded in Government institutions, as well as the degree of preparation of these institutions to take over after the end of EC funded implementation. Are national partners committed and likely to continue the activities at the end of implementation of the programme components?
- Assess the financial capacity of national partners and the affordability of continuation for them and the intended beneficiaries.
- Assess the socio-cultural perception of the programme by local population for its sustainability and the technical appropriateness to local needs and capacities.
- Assess if unintended or unexpected negative effects could be observed as a consequence of the intervention and how this has been adjusted to minimize the negative effects. Have unintended positive effects been incorporated in the projects' strategies?

➤ Requested services, including suggested methodology

The consultant is requested to carry out a mid-term evaluation addressing the specific objectives listed above.

The suggested methodology is briefly outlined hereafter:

- Desk study of existing data, progress material and any other document of relevance for the assessment of the supervision, monitoring and evaluation systems of the RDP I (ROM/Sogreah and UNDP monitoring; Internal evaluation etc) .
- Briefing with European Commission officials in Brussels, Jakarta (Delegation of the European Commission) and Dili (EC Office).
- Field visits in Timor-Leste and meetings, *inter alia*, with:
 - WB, IOM, UNDP, UNOPS, ILO and UNIFEM
 - relevant line ministries and local government representatives, including Ministry of Agriculture, Forestry and Fisheries, Ministry of Labour and Community Insertion, Office for the Promotion of Equality in the PM office, Ministry of Development.
 - Other stakeholders (other donors, international and national NGOs, civil society, etc.);
 - Programme's beneficiaries (during the in-country missions, the Evaluation Team may conduct individual sessions with direct Programme's beneficiaries at all organisational levels);
- At the end of the mission in Timor-Leste, a debriefing will be held both in Dili and in Jakarta to present the findings, conclusions and recommendations from the mission.

➤ **Required deliverables**

The consultant team is requested to prepare an evaluation report, based on field visits, data gathering and verification, comprising:

- I. Executive summary: tightly drafted and useable as a free-standing document referring to the whole programme and to the individual projects (including in the UNDP managed package); short (no longer than 5 pages); focusing on the main analytical points; indicate the main conclusions, lessons learnt and specific recommendations; references should be made to the corresponding pages in the main text of the full report
- II. Main text – including an introduction describing the programme and components and the objectives of the evaluation; the body of the text should follow the five evaluation criteria, as set out above, describing the facts and interpreting and analysing them in accordance with the key questions pertinent to each criterion.
- III. Conclusions and recommendations – these should be presented as a separate final chapter; for each key conclusion there should be one corresponding recommendation; the recommendations should be as realistic, operational and pragmatic as possible; recommendations should be carefully targeted to the appropriate audiences at all levels.
- IV. Annexes:
 - (These) Terms of Reference of the mid-term evaluation;

- Names of the evaluators and their company
- Methodology applied (phases, methods of data collecting, sampling, etc.)
- Logical Framework matrices (original and improved/updated)
- Maps of project areas, where relevant
- List of persons / organisations consulted
- Literature and documentation consulted
- Other technical annexes (e.g. statistical analysis)
- 1-page DAC summary

The report will be in English, maximum 70 pages long (excluding the necessary annexes) and include a comprehensive executive summary. A full good quality translation in Portuguese will be provided, as well as a good quality translation of the executive summary in Tetum, as part of the required deliverables (Both Portuguese and Tetum are official languages of Timor-Leste).

3. EXPERTS PROFILE

➤ Number of requested experts per category

The Evaluation team will be composed of three experts.

- Category I: two experts
- Category II: one expert

➤ Profile required

Expert 1 – Team Leader – Rural Development / Monitoring & Evaluation Specialist. Category I:

The expert will act as team leader and will be responsible for the overall planning and implementation of the mission, as well as for the preparation, presentation, finalisation and in-time delivery of the evaluation report.

The expert will have at least a Master's Degree in rural development, tropical agronomy or a similarly relevant discipline. He/She will have a minimum of 15 years of experience in rural development in developing countries and substantial experience in the monitoring and evaluation (M&E) of development cooperation activities, with specific experience in the evaluation of rural development projects. The expert will have proven experience in the field of post-crisis assistance and community development. The expert must be fully conversant with the evaluation guidelines of the European Commission and the Project Cycle Management / Logical Framework approach. The expert must be familiar with management procedures of international organisations (World Bank, UNDP, and IOM).

Expert 2 – Rural Business Development Specialist – Category I:

The expert will work under the supervision of the Team Leader.

The expert will be a business development specialist with at least a Master's degree in a relevant discipline and a minimum of 15 years of experience in the area of private sector development, microfinance and vocational training in developing countries, and preferably in post-crisis situations. The expert must be conversant with the evaluation guidelines of the European Commission and the Project Cycle Management / Logical Framework approach. The expert must be familiar with management procedures of international organisations (World Bank, UNDP, and IOM).

Expert 3 –Category II - Rural Infrastructure Specialist

The expert should be a civil engineer with at least a master's degree in a relevant discipline and 10 years of experience in infrastructure construction in rural areas of developing countries, and especially with bridges, irrigation schemes and rural water supply.

For all experts:

Experience in multi-component development programmes and their management would be an asset.

Previous work experiences in Timor-Leste, and working knowledge of Portuguese, Tetum and/or Bahasa Indonesia would be an asset.

The experts must have a proven experience in working in multicultural environments. They must be fluent in speaking, reading and writing in English, and must be able to rapidly produce high-quality reports. They must have sound communication skills in dealing with local authorities/agencies/actors, and be capable of working as a team.

The experts must not have been directly involved in the preparation or implementation of RDP I or any of its components.

➤ Working language(s)

The working languages for the assignment will be English. All reports will be in English.

4. LOCATION AND DURATION

➤ Starting period

The assignment should start in February 2007. An intended started date is Sunday 4 February 2007 (night flight from Europe).

➤ Foreseen finishing period or duration

The mission will have an overall duration of 57 calendar days (corresponding to a total of 39 working days for the Experts 1 and 37 working days for the Experts 2 and 3) with indicative finishing date on 23 March 2007.

➤ Mission Planning

- Travel Europe to Denpasar/Bali: 2 calendar days (1 working day)
- Travel Denpasar to Dili/Timor-Leste: 1 calendar day (1 working day)
- Mission in Timor-Leste: 28 calendar days (20 working days)

Including:

- Briefing at EC Office in Dili
- Meetings
- Field trips in Timor-Leste
- Document review in Dili
- Submission of draft report and debriefing workshop in Dili
- Travel Dili to Jakarta: 1 calendar day (1 working day)
- Debriefing at EC Delegation in Jakarta: 1 calendar day (1 working day)

- Travel Jakarta to Brussels: 1 calendar day (1 working day)
- Debriefing in European Commission headquarters in Brussels (DG AIDCO): 1 calendar day (1 working day) and return home:

The European Commission will have 14 calendar days to provide comments on the draft evaluation report.

Upon reception of the European Commission comments, the Consultant will have 11 calendar days (5 working days for Expert 1 and 3 working days for Expert 2 and 3) to submit the final evaluation report.

	Expert 1 working days	Experts 2+3 working days
Europe-based activities	8	6
Travel & debriefing Brussels	3	3
Report finalisation	5	3
Indonesia total	2	2
Travel	1	1
Briefing/debriefing EC Delegation	1	1
Timor-Leste total	29	29
Travel	2	2
Briefing/debriefing EC Delegation, meeting/workshop SC members + stakeholders, field visits	27	27
Total	39	37

➤ **Location(s) of assignment**

The assignment will take place in Brussels (EC headquarters), Indonesia (EC Delegation) and Timor-Leste.

5. REPORTING

➤ **Content**

The Consultant will have to produce the following reports over the course of the assignment:

- An inception report: confirming the proposed work plan and methodological approach for the evaluation and to be submitted within 5 working days of the commencement of the mission.
- A summary of the mission's provisional findings, conclusions and recommendations (PowerPoint format) to be presented at the "debriefing" workshop" in Dili with key stakeholders and to be submitted and discussed with the European Commission at least 3 calendar days prior to the workshop taking place.
- A draft evaluation report to be submitted to the European Commission at the end of the mission in Timor-Leste.
- A final evaluation report following comments received from the Commission.

The experts must have their own laptop computers.

➤ **Language**

All reports will have to be drafted in English.

➤ **Number of report(s) copies**

All reports will have to be submitted both electronically and as hard copies (3 copies) to the European Commission (Delegation of the European Commission in Indonesia).

6. ADMINISTRATIVE INFORMATION

➤ **Other authorized items to foresee under ‘Reimbursable’:**

A local budget available to the consultants covering, *inter alia*, personnel and transport costs (local air-tickets, vehicle hire, eventual hotel business centre facilities, etc. must be foreseen) especially for the field trips to the districts in Timor-Leste. The budget should also comprise the cost of organising a debriefing workshop in Dili.

➤ **Important Remarks**

- a) During all contacts with the Timor-Leste Authorities, local stakeholders, or any other project or Organisation, the consultants will clearly identify themselves as independent consultants and not as official representatives of the European Commission. All reports shall clearly indicate the number of the letter of contract and carry the following disclaimer: *“This report has been prepared with the financial assistance of the European Commission. The views expressed herein are those of the consultants and therefore in no way reflect the official opinion of the Commission”*.
- b) These Terms of Reference may be elaborated further by the Commission and/or be completed at the briefing meetings in Brussels and Jakarta. Attention is drawn to the fact that the European Commission reserves the right to have the reports redrafted by the Mission, as many times as necessary, and that financial penalties will be applied if deadlines indicated for the submission of reports (drafts and final, in hard and electronic copy) are not strictly adhered to.
- c) As/when necessary, visas should be obtained prior to commencement of the Mission.

Key Sources of information, available at the EC Office in Dili:

- Contribution Agreement with IOM
- Contribution Agreement with UNDP
- Administration Agreement with World Bank
- Project Documents
- Progress Reports + EC Delegation Comments
- ROM Monitoring Reports + EC Delegation Comments
- Minutes of Project Steering Committee meetings

Annex 2: Names of the evaluators and their companies

1. Mr. Gregory Pearson, Team Leader / Rural Development / Monitoring and Evaluation Specialist. Independent consultant contracted to Cardno Agrisystems for the Mid-Term Evaluation of the Rural Development Programme for Timor-Leste.

2. Ms. Sarah Gray, Rural Business Development Specialist. Independent consultant contracted to Cardno Agrisystems for the Mid-Term Evaluation of the Rural Development Programme for Timor-Leste.

3. Mr. Claude de Patoul, Rural Infrastructure Specialist. Independent consultant contracted to Cardno Agrisystems for the Mid-Term Evaluation of the Rural Development Programme for Timor-Leste.

Annex 3: Methodology applied

The MTR has been conducted in Timor-Leste from January 29th to March 7th, 2007 by a three person team consisting of a: (1) a Team Leader / Rural Development / Monitoring & Evaluation Specialist; (2) a Rural Business Development Specialist; and (3) a Rural Infrastructure Specialist. The methodology and work activities of the MTR consists of three principal activities: (1) Initial consultation and document review; (2) Information gathering and field investigation; and (3) Analysis and reporting. The work activities schedule of the MTR team is indicated at the end of this annex. A description of the principal activities of the MTR is presented below:

Initial consultation and document review:

This phase of the MTR commenced on January 30th with an introductory meeting held between the MTR Team and representatives of the UNDP, ILO, and UNIFEM and on January 31st with a briefing from the Representative of the European Commission to Timor-Leste. The MTR Team was briefed on the background and status of the RDP I components and administrative and logistical arrangements for the MTR were discussed. The MTR Team was also provided with a number of key documents regarding the programme for review. The MTR will be based on a comprehensive review of all of the relevant programme documents. A list of documents to be reviewed is presented in Annex Six of this report.

Following the initial briefing and provision of documents, the MTR Team began to develop and refine the methodology and analytical framework for information gathering. To give context to the information gathered from the cooperating agencies, ministries, departments, and beneficiaries at the grassroots level, the MTR Team conduct numerous field visits to project sites for all six of the activities being funded to assess the implementation of the components at the local level.

Information gathering and field investigation:

The MTR Team has paid special attention to the following factors for gathering information and conducting the field investigations: development of a participatory evaluation approaches towards all stakeholders including; interviews, open dialogue, and input from implementing agencies, authorities (at both national and local level), other developmental actors and project beneficiaries; adoption of methods suitable for interaction with beneficiaries, and in particular rural communities, including women and youths. The methodology used has included key informant interviews, semi-structured interviews, and focus group discussions. The Team has interviewed a wide variety of stakeholders involved in different levels of programme implementation, including representatives of implementing agencies, ministries, district and village level officials, civil society organizations, and programme beneficiaries.

In addition, to better understand programme coordination and operations, reach, and participation and involvement at the local level, the Team participated in several field visits and conducted key informant interviews and focus group discussions with project stakeholders at the local level.

Analysis and reporting:

The MTR Team conducted a detailed analysis of the information gathered according to the individual specializations of the team members. Particular attention has been paid during the analysis to reviewing the following aspects of the six components of the Rural Development Programme:

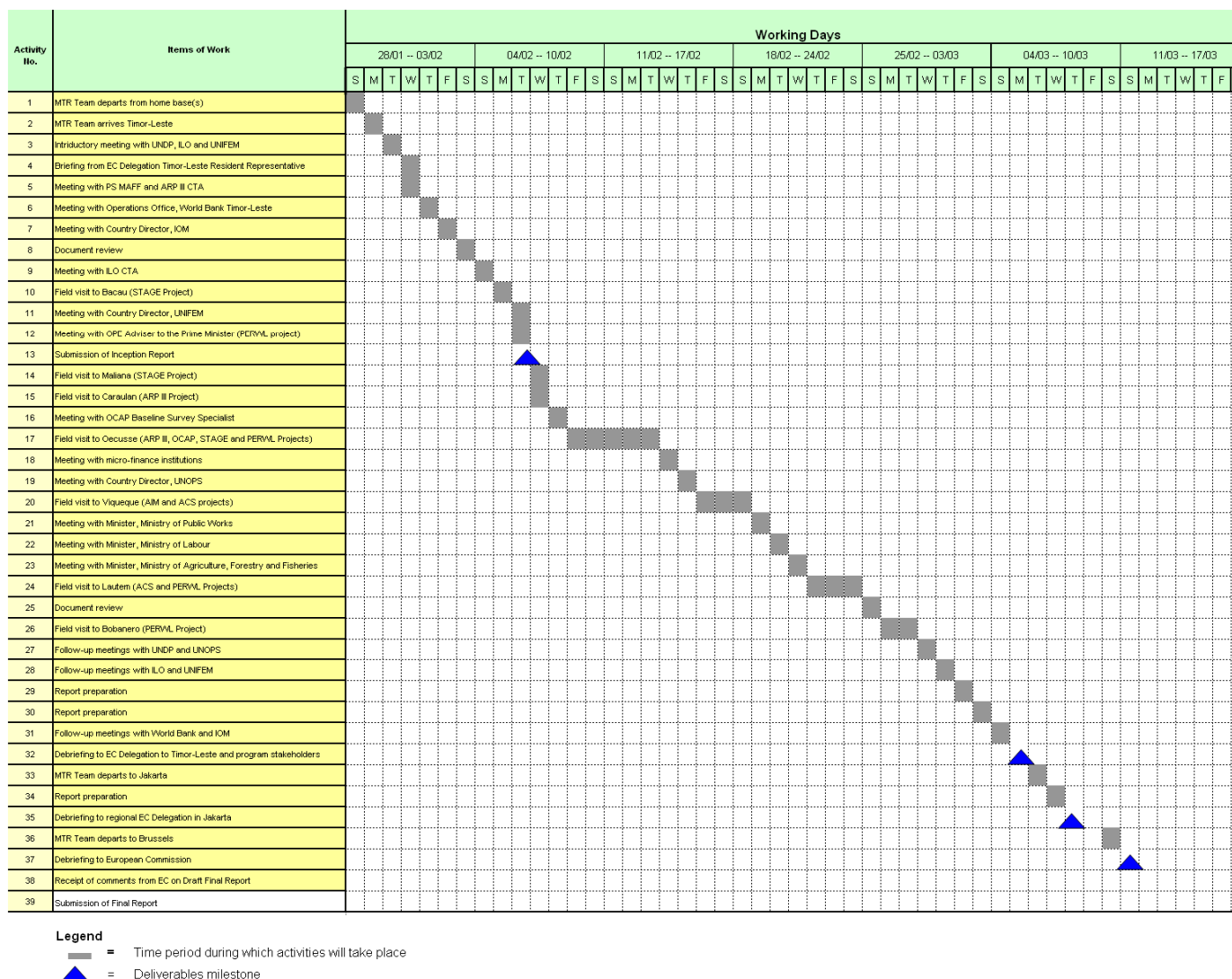
- The relevance of the components' objectives and the extent to which they are achievable in the context of RDP I implementation.
- The appropriateness and adequacy of the components' design, implementation arrangements, and accountability mechanisms.
- The efficiency and effectiveness of the components and their outputs in meeting the objectives.
- The synergy between the components and their overall contribution to the achievement of RDP 1s development objective.
- The adequacy of institutional arrangements and operational procedures, including planning, budgeting, implementation, and monitoring and evaluation.
- The likely long-term sustainability and institutional development impacts of the programme's outcomes.

The MTR Team has prepared the following reports and deliverables according to the schedule indicated below:

Reports and Deliverables	Reporting Schedule
Inception Report	February 5 th
Debriefing at EC Delegation in Jakarta	March 5 th
Debriefing in European Commission headquarters in Brussels (Draft Evaluation Report)	March 7 th
Receipt of comments from the European Commission	March 20 th
Final Report	March 30 th

WORK ACTIVITIES SCHEDULE

The work activities schedule for the MTR of the Rural Development Programme is presented below.



Annex Four: Logical Framework Matrices

ACS

AIM

ARP III

OCAP

PERWL

STAGE

Annes Five: Map of Project Areas

Annex Six: List of persons / organisations consulted

Annex Seven: Literature and documentation consulted

1. Delegation of the European Commission to Indonesia, Brunei and Timor-Leste. Assistance to Community Stabilisation in Timor-Leste: EC Delegation Comments to the first six monthly Progress Report. October 2004.
2. Delegation of the European Commission to Indonesia, Brunei and Timor-Leste. Assistance to Community Stabilisation in Timor-Leste: EC Delegation Comments to the second six monthly Progress Report. December 2005.
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20. Delegation of the European Commission to Indonesia, Brunei and Timor-Leste. Third Agriculture Rehabilitation Project: Monitoring Report. July 2005.
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