ILO - EVALUATION

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- **Evaluation Manager:** Maria Sabrina de Gobbi
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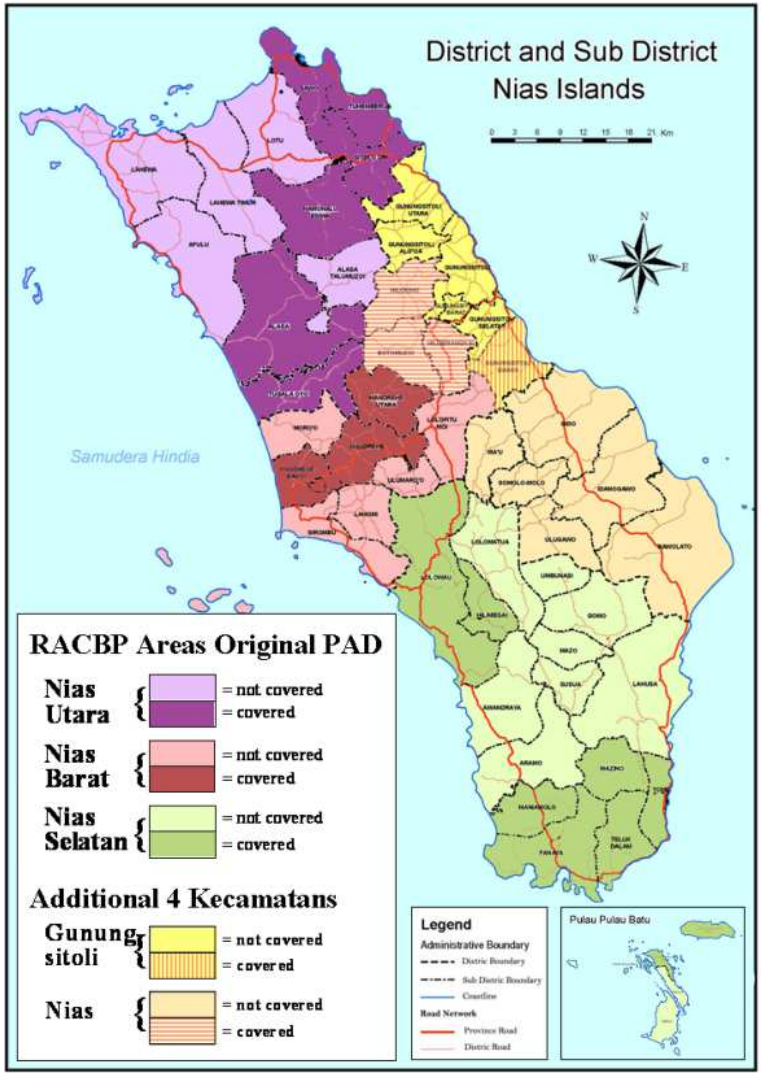
- **Key Words:** Roads, trails, bridges, capacity creation, national heritage, water supply, Natural disaster and rehabilitation.

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit

List of Abbreviations and Acronyms

BAPPEDA	Badan Perencanaan Pembangunan Daerah/ (Regional Development Planning Agency)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)
CC	Community Contract
EIIP	Employment Intensive Investment Programme
FAA	Fiscal Agency Agreement
GOI	Government of Indonesia
ILO	International Labour Organization
KPDT	Kementerian Negara Pembangunan Daerah Tertinggal (Ministry for Disadvantaged Regions)
LEDP	Livelihood and Economic Development Project
LOA	Letter of Agreement
LRB	Local resource-based
LSC	Local Steering Committee
MDF	Multi Donor Fund
MDG	Millennium Development Goals
MPN	Museum Pusaka Nias (under Yayasan Pusaka Nias management)
MP3EI	Master Plan Percepatan dan Perluasan Pembangunan Ekonomi Indonesia (Master plan for Acceleration and Expansion of Indonesian Economic Development)
RACBP	Rural Access and Capacity Building Project
PAD	Project Appraisal Document for RACBP, August 24, 2009
PC	Private Contractor
PNPM	Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan/ National Programme: Community Empowerment for Rural Areas
PRD 1	Project Revision Document 1,
PRD 2	Project Revision Document 2, dated December 22, 2011
PSC	Project Steering Committee
Rp	Indonesian Rupiah
RPJMD	Rencana Pembangunan Jangka Menengah Daerah (Regional Mid-term Development Plan)
RPJMN	Rencana Pembangunan Jangka Menengah Nasional (National Mid-term Development Plan)
QRP	Quarterly Reporting Period
TPK	Tim Pengelola Konstruksi (Community Construction Management Team)
TRG	Technical Review Group
US$	United States Dollar
WSBV	Water Supply for Bawomataluo Village
YPN	Yayasan Pusaka Nias (Nias Heritage Foundation)

Map of Nias Island: RACBP and Field



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Executive Summary

Summary of the project purpose, logic and structure: The Nias Islands' Rural Accessibility and Capacity Building Project (RACBP) support the implementation of the Reconstruction Continuation Plan of the Government of Indonesia following the tsunami of 2004 and an earthquake in 2005. The project focuses specifically on the infrastructure sector in rural areas. It is implemented in 21 sub-districts in the Nias Islands. Its duration is from October 2009 to December 2012 (39 months) and its budget is US$ 16 million. It aims to facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in the Nias Islands. RACBP is implemented by ILO, and is funded by the Multi Donor Fund (MDF) administered by the World Bank. The RACBP has been designed to fill some of the gaps in the rural access network, but also to develop the local capacity to plan, construct and maintain the network in the future.

Present Situation of the Project: The RACBP ends together with the MDF in December 2012, i.e. 2 months after the visit of the evaluation. The project is likely to produce the required outputs: roads and trails are a little below target, bridges far exceeding the target, cultural heritage on target and training are a little above target. The outputs produced are of good quality. A number of works were still ongoing at the time of evaluation but all except one (a water supply scheme) are likely to be completed by the end of December 2012.

Purpose, scope and clients of the evaluation: The purpose of the evaluation is to assess the overall relevance, effectiveness, efficiency and sustainability of RACBP and includes an assessment of progress in terms of delivery of the expected outcomes, its timeliness and its adherence to budget. The evaluation will be of use for the Government of Indonesia at all levels including the Ministry of Development for the Disadvantaged Regions, the Ministry of Manpower and Transmigration, the Ministry of Public Works, The National Planning Ministry/Bappenas and associate counterparts at the provincial and local levels, the MDF, donor agencies and the ILO units involved

Methodology of evaluation: The evaluation has applied the 6 evaluation criteria as defined in the ILO evaluation policy: (i) Relevance and strategic fit of the intervention, (ii) validity of intervention design, (iii) intervention progress and effectiveness, (iv) efficiency of resource use, (v) effectiveness of management arrangements and (vi) impact orientation and sustainability of the intervention.

The evaluation has used several sources of information: key document reviews, informant interviews, site visits and- with the help of the project staff- retrieved information from the files of the project.

Main Findings and Conclusions

The design, including the objective, remains valid and appropriate. The outputs: roads, trails and bridges are a natural consequence of the identification of access as a major problem for the rural population. Accessibility is still a key factor in economic development in the rural population of Nias.

With regard to fulfilling the Development Objective, the project will undoubtedly contribute to its achievement. The project has estimated that the number of beneficiaries of the roads, trails and bridges ranges between 50,600 and 71,500, while the other activities have benefitted another 9,000.

The Project has made good progress in spite of having worked under difficult conditions. The key inputs like staff and equipment were mobilized in a timely manner. The overall quality of the inspected works is considered satisfactory.

The project is only ending in December 2012 and impact is focused on long-term effects, these cannot be found at present only the potential future impact. The positive effect on income from rubber production and from other agricultural crops obtained as a result in reduced travel time and cost will continue as long as access remains at the same level.

Infrastructures have been built to a standard where it will last an average of 10- 15 years with minimum maintenance. Even in the best of circumstances, there is a need for routine maintenance, which may be undertaken by the communities and therefore the project has organised community groups for maintenance.

Women have demonstrated their interest and ability to work on the road works. They feel comfortable to work in groups, either women-only or mixed groups. Proper labour standards have been observed at worksites

Main recommendations and follow-up:

1. The project should plan for handing –over the infrastructures to the district administrations: an inventory of the infrastructures, a plan for their maintenance and an identification of the community groups organised for their maintenance should be handed over to the district authorities.

2. The evaluation team noticed two cases where project intervention is required beyond the end of December 2012: the Water supply scheme will only finish in March 2012 and the Oyo suspension bridge faces severe erosion and is in need of riverbank protection. Ways of completing the water supply scheme and of protecting the Oyo Suspension bridge should be found.

3. The update of the baseline survey will only be ready by the end of the project. The base-line design is focussed on traffic but more attention to stakeholder interviews concerning farm gate prices and cost of transport should be pursued.

4. The impact of the project is likely to be high and an impact study should be undertaken at the end of next year. Besides the impact of RABCP, the additional benefits from the coordination of activities of LEDP should be explored

Important lessons learned: RABCP was planned and designed together with the Nias-LEDP. LEDP had a slow start and as most projects based on a value-chain approach it took time in identifying farmer groups and in developing support. Considering: (i) the cost involved in infrastructure development,(ii) that public infrastructure is not constructed to benefit minor groups but the population at large, it may be wiser to let the LEDP type of projects follow infrastructure projects.

The experience with community contracting has been positive and has proven more effective than private contracting. The reasons are evident: private contractor capacity is low and the environment is difficult both in terms of natural conditions and culture. Under similar condition, i.e. difficult

access and relative isolation, community contracting is a potential solution. However, it must be borne in mind that a strong supervision is required.

The RACBP is financed by a consortium of donors, which have provided finance for a large number of projects. In connection with the last extension, the process of preparing the extension and negotiating it had been a costly experience for the ILO. The ILO should draw lessons from this experience and possibly consider drawing up a plan of action in such cases; a plan which may be discussed with the donors before engaging in expensive preparations.

Women have demonstrated their interest and ability to work on the road works. The inclusion of women in the rehabilitation and maintenance needs promotion from Government and development partners over a longer period. The minimum participation of women in routine maintenance, in countries such as Indonesia, should be set at 50% since this type of work generally takes place near the home.

1. BACKGROUND

Following the tsunami in December 2004 and subsequent earthquakes in 2005, around 7 billion USD were committed to the reconstruction and rehabilitation of Aceh and Nias under the overall direction of the Government of Indonesia's Agency for Reconstruction and Rehabilitation (BRR). The work is largely completed and the BRR handed over responsibility to the relevant central and provincial government departments under the coordination of Bappeda in April 2009. The Multi Donor Fund for Aceh and Nias (MDF) is a consortium of 15 donors under the trusteeship of the World Bank, and has supported the Government of Indonesia since 2005 with a budget of 678 million USD. The fund is aimed at the reconstruction of Aceh and Nias by providing basic infrastructure and bringing together government, donors, civil society and communities. The MDF will cease operation in December 2012.

The Nias Islands' Rural Accessibility and Capacity Building Project (RACBP) support the implementation of the Reconstruction Continuation Plan of the Government of Indonesia. The project focuses specifically on the infrastructure sector in rural areas. It is being implemented in 21 sub-districts in the Nias Islands. Its duration is from October 2009 to December 2012 (39 months) and its budget is USD 16 million.

The project has the following objectives and outputs:

Higher Level Objective:

Facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in the Nias islands.

Development Objective:

Residents of participating districts utilize improved rural transport infrastructure and services and benefit from enhanced access to economic activities and social services.

Outputs:

- 75 km of all-weathered roads and motorcycle trails
- 1,220 m of bridge spans
- 26,240 training days for young supervisors, contractors, government officials and community, 30% women participation
- 139 cultural heritage sites rehabilitated

RACBP is implemented by ILO, and is funded by the Multi Donor Fund (MDF) administered by the World Bank. The RACBP has been designed to fill some of the gaps in the rural access network, but also to develop the local capacity to plan, construct and maintain the network in the future. RACBP is one of two projects funded by MDF to improve livelihoods and local economic development for Nias communities. The complimentary project, the Livelihood and Economic

Development Programme (LEDP) is administered independently through the State Ministry for Accelerated Development of Backward Regions (KPDT).

The RACBP is implemented directly by the ILO under a Fiscal Agency Agreement with the World Bank, apparently the first of its kind. The ILO thus manages all works on-budget and off-treasury using its normal operational procedures. The government and donor interests are represented by the Local and National Steering committees which are chaired by the Provincial Planning Agency of North Sumatra (Bappeda) and the National Planning Agency (Bappenas) respectively.

The Fiscal Agency Agreement for RACBP was signed on 26th of October 2009 and the recruitment of project staff started immediately thereafter. The project was planned to start in august 2009 and run until June 2012; the delay in approval procedures thus caused a small delay of 3 months. On 2nd December 2010 the Agreement was amended to include additional funding of US$ 1.8 million and Nias district and Gunungsitoli Municipality was added to the project area. In August 2011 a second revision was prepared, which extended the project period by 6 months. The negotiation concerning the extension was lengthy and the ILO and the World Bank only signed an amendment to Project's Fiscal Agency Agreement on 24 February 2012, which increased the budget with US$ 4.2 million to a total of US$ 16 million. This implied that there was only 10 months for the project to programme and implement the extension. A Mid-term Evaluation of the project was undertaken in October 2011.

2. EVALUATION BACKGROUND

The RACBP ends together with the MDF in December 2012 and this evaluation is a standard procedure. The purpose of the evaluation is to assess the overall relevance, effectiveness, efficiency and sustainability of the Nias RACBP and includes an assessment of progress in terms of delivery of the expected outcomes, its timeliness and its adherence to budget. The TOR as agreed with the GoI and MDF is attached as Annex 1.

The scope of the evaluation is the RACBP and all its strategic components. There is no standard Project Document but- due to the agreement with the World Bank – a Project Appraisal Document of August 2009 and subsequent Project Revision Documents 1 and 2 of December 2010 and February 2012.

The evaluation team visited Medan on October 29th, continued to Nias on the 30th and remained there till November 7th; activities have included extensive site visits in Nias, key stakeholder meetings on and a debriefing for stakeholders in Gunungsitoli. 8-14th November the Evaluation team continued its work in Jakarta with meetings with national stakeholders, participation in the closing ceremony of the Multi Donor Fund and a debriefing meeting for interested stakeholders on November 13th. The mission programme and the list of people met are attached as Annex 2 and 3. The Evaluation Team have received a kind reception everywhere, from government staff over

farmers, trainees, labourers on the project, contractors and project staff and we would like to express our appreciation to all.

The findings and recommendations will be of use for the Government of Indonesia at all levels including the Ministry of Development for the Disadvantaged regions, the Ministry of Manpower and Transmigration, the Ministry of Public Works, The National Planning Ministry/Bappenas and associate counterparts at the provincial and local levels, the MDF, the Nias LED and the ILO units involved

This final evaluation follows ILO evaluation policy and procedures and is managed by an ILO-appointed Evaluation Manager, Ms Maria Sabrina de Gobbi. An international evaluator Kaj Thorndahl (Independent Consultant) and a national evaluator Dr. Krishna Pribadi (Associate Professor, Bandung Institute of Technology) have been appointed by the ILO Evaluation Unit to undertake this evaluation.

3. METHODOLOGY

The evaluation has applied the 6 evaluation criteria as defined in the ILO evaluation policy: (i) Relevance and strategic fit of the intervention, (ii) validity of intervention design, (iii) intervention progress and effectiveness, (iv) efficiency of resource use, (v) effectiveness of management arrangements and (vi) impact orientation and sustainability of the intervention.

The methodology including the main evaluation questions have been described in the Inception Report of 2 October 2012 and the following is a summary of the questions:

Relevance and Design

- Does the Nias project address the Reconstruction Continuation Agenda of the Government of Indonesia, the RPJM (2010-2014) and linked programmes?
- To what extent does the project relate to the government at district, provincial and national levels and KPDT and BAPPENAS; and how is the project aligned with and making a relevant contribution to the relevant Government programmes?
- Does the project support the realization of the Indonesia Decent Work Country Programme outcomes, the needs and priorities of the ILO's social partners in Indonesia, namely employers and workers and the relevant UNPDF and MDF's outcomes?
- How well was the project aligned with and has it complemented the MDF Strategy and other programmes of MDF and other agencies/donors in the area of rural infrastructure improvement and investments, income generation, employment creation and skills development?
- Capacity building: To what extent was the project design adequate and effective to strengthen national capacities in addressing the employment and livelihoods development challenges faced by Nias?
- Was the capacity of various project's partners, specifically local governments on Nias Island and GOI institutions at large, taken into account in the project's strategy and means of action?

Effectiveness:

- Is the project making sufficient progress towards its planned objectives? Will the project be likely to achieve its planned objective upon completion?
- Have the quantity and quality of the outputs produced been satisfactory? How does the project contribute to gender equality, environmental projection, achievements of recovery and reconstruction agenda as defined by BRR, and sustainable economic recovery in Aceh and Nias beyond the project's timeframe?
- What is the experience in the integration of employment-related concerns into project activities? What are the strengths and gaps in the current Project's interventions and how to realistically close the management and implementation gaps?
- Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue equally to men and women?
- Are the project partners using the outputs? Have they transformed outputs into outcomes? How far has the RACBP implemented activities/ outputs and how have these been used by LEDP for the economic development? Are they likely to do so during and/or after the completion of Nias RACBP, or do they need additional support?

Efficiency:

- Are resources used strategically and effectively? Do the results achieved justify the costs?
- Have the project funds and activities been delivered in a timely manner? If not what are the inhibiting factors? How can these challenges be overcome?
- Do the project's implementing partners provide for effective project implementation? Do the project's implementation partners and key stakeholders have a good understanding of the project strategy, progress and challenges so that they could contribute to the success of the project?
- Have Project funds and activities been delivered by ILO in a timely manner? What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?
- In what way has the Nias RACBP supported the KPDT programme resource and areas of capacity building for accelerated and sustainable development? To what extent have the resources been leveraged to maximize the results?

Impact:

- What have been the impacts of Nias RACBP? What are the future likely impacts?
- What are the emerging impacts of Nias RACBP and the changes that can be causally linked to Nias RACBP interventions?
- What are the arrangements to measure the project's impact during and at the end of the project? Are these arrangements adequate and will they deliver reliable findings?
- In how far has Nias RACBP made a contribution to broader, longer-term development impact?
- What are realistic long-term effects of Nias RACBP on poverty levels and decent work conditions?

Sustainability:

- Has the Project (on its own and through its partnership with Nias) identified opportunities for it to be scaled up? If so, how should future Project objectives and strategies be adjusted?
- Has there been an effective and realistic exit strategy for Nias RACBP? Is the Project gradually being handed over to the provincial/local government partners? Are local government and other implementing partners likely to continue the project or carry forward its results?
- Has the Project successfully built or strengthened an enabling environment (laws policies, technical capacities, people's attitudes, etc.)?

The evaluation has used several sources of information: key document reviews, informant interviews, site visits and- with the help of the project staff- retrieved information from the files of the project:

Relevant stakeholders consulted
The evaluation team has consulted with representatives of Government Agencies, ILO, MDF, project staff in all districts, local authorities, contractors and beneficiaries. The preliminary findings were presented and discussed at workshops in both Nias and Jakarta. This consultation has been undertaken in order to secure transparency and to secure that all facts and viewpoints were duly considered.

Sampling
The evaluation team visited a good sample of the infrastructures built/rehabilitated: 12 road/trails sites, 11 bridges and 13 heritage sites. This is far from a complete visit since the project includes 37 road/trails, 80 bridges and 147 cultural heritage interventions. The selection of the sites visited was made on the basis of being representative in terms of geography, technology and stage of construction combined with logistics and the time allowed for the field visits. Please refer to Annex 2 and to the map shown in the beginning of the report for an overview of the sites visited.

Transparency of information sources
The evaluation consultants have had access to all documentation and respondents required for the evaluation.

Reliability and accuracy of information sources
The evaluation consultants have, wherever possible, cross-checked the information obtained in order to secure that the information has a high degree reliability and accuracy.

Quality assurance: incorporation of stakeholders' comments
Stakeholders have had the opportunity to comment on findings, conclusions, recommendations and lessons learned of this evaluation. The final report reflects these comments and acknowledges any substantive disagreements.

The general UN evaluation norms, standards and ethical safeguards have been followed.

4. MAIN FINDINGS

4.1 Relevance, Strategic Fit and Validity of Design

The RACBC is one of the last projects financed by the MDF and succeeds a large number of projects, including a number of previous ILO interventions, intended to assist in the reconstruction of Aceh and Nias after the Tsunami in 2004 and the 2005 earthquake. This must be kept in mind as a background for understanding the design of RACBP; it is not a traditional development intervention with a long time perspective: (i) this is the background for the project set-up with up to 60 staff numbers, (ii) this is why the analysis of maintenance deficiencies did not result in a maintenance project but in demands for better quality construction that would minimize maintenance, and (iii) why cultural heritage came to enter the project; it had been overlooked in the previous reconstruction efforts although cultural heritage is contributing to the quality of life.

The project's planned strategy is in agreement with the reconstruction agenda of MDF and originally of BRR. The two Steering committees at provincial and national level are chaired by the Planning Ministry, which has secured alignment with government policies and strategies. The project participates in the recovery of infrastructure; it improves local governance and meets appropriate environmental standards.

The RACBP is inscribed in the ILO's Decent Work Country Programme for Indonesia and is thus part of the ILO contribution to achieving the national development strategies such as the National Mid-Term Development Plan 2009-14 (RPJMN) and the Master Plan for the Acceleration and Expansion of Indonesian Economic Development (MP3EI) and the Millennium Development Goals (MDG). The project benefitted from the experience of an earlier ILO labour based project in West Java in the mid nineties and is a follow up to earlier projects in Aceh and Nias, the project has benefitted from the experience thus gained. The project design promotes decent working conditions for workers and growth of the private contracting industry by tendering works and introducing social clauses in the works contracts. However, it was never an aim to promote tripartism.

The project involves National, Provincial and District level stakeholders from the Government of Indonesia (Ministry of disadvantaged Regions, Public Works, Manpower, and Planning). They are members of the steering committees and provide overall guidance and direction to the project. In meetings, all government officials expressed satisfaction with the project and confirmed that there was full agreement between government strategies and programmes, such as the Reconstruction Continuation Agenda and the RPJM, and the RACBP.

The MDF expressed satisfaction with RACBP and confirmed that their involvement in the planning and monitoring secured full alignment with the MDF Strategy.

The development objective: *Facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in the Nias Island,* remains valid and appropriate. The outputs: roads/trails and bridges as well as cultural

heritage interventions and capacity creation are a natural consequence of the identification of access as a major problem for the rural population, especially when a complementary project: Livelihood and Economic Development Project(LEDP), was conceived in parallel by MDF to provide for development of agricultural production. Accessibility is still a key factor in economic development in the rural population of Nias, which mainly relies on rubber production for the market for their income. In using labour based technology to provide the needed infrastructure, the project has provided income to the people in the project area. This is very important to improve the livelihood of the people in the area.

With regard to capacity building the ambitions in the design is modest: to *enhance* the capacity of district level staff, small contractors, supervisors and communities in planning, managing, implementing and maintaining construction works. The preparatory work had shown that the local capacity on Nias was low. It was thus required to secure sufficient capacity for the project partly by relying on the projects own capacity and partly by securing that the local partners had sufficient capacity to play their part and partly to manage and maintain the infrastructures after the project ends.

The Results Framework of the project is quite comprehensive; however there is no indicator to measure the higher level objective with regard to improvement in livelihood. With a rural economy relying on one cash crop, rubber, it might have been possible to gather relevant information.

The other indicators seem appropriate: For infrastructure: usage of facilities, reduced travel time and cost; for capacity creation: the capacity of the trainees to perform their jobs/functions satisfactorily. Traffic counting and gathering information on travel time/costs is straightforward and has been part of the baseline survey undertaken at the start of the project and planned to be undertaken at the end of project; it is thus not yet available. Information as to whether trainees perform their job better need to rely on the judgment of their superiors, this goes for training of supervisors and government staff; or for contractors and communities that they carry out their contracts/works satisfactorily. However, such information is not readily available with the project.

The indicator included in the Results Framework of Project Revision 2 is: *Increased use of cultural heritage assets by the public; it* is rather imprecise considering that the bulk of the work is related to private houses to which the public has no other access than observing them from the exterior.

4.2 Progress

4.2.1 Physical

The project is likely to produce the required outputs: roads and trails are a little below target, bridges far exceeding the target, cultural heritage on target and training are a little above target. The outputs produced are of good quality.

Road and trails: A total of 68.6 km out of targeted 72 km of roads and motorbike trails have been or is being constructed (91%), consisting of 21,4 km of all weather, light traffic roads (7.2 km substantially completed and 8.2 km already temporarily handed over to the community/local government), and 47.2 motorbike trail have been or being constructed (22.3 km substantially completed and 15.2 km temporarily handed over) (for detail see Annex 4).

The evaluation found that technically, the roads and trails are constructed with higher standards compared to those roads built by other government and community programs (such as Public Works and PNPM), in term of road formation as well as pavement construction, using innovative technology such as improved telford and concrete embedded telford foundation as well as emulsion based cold mix pavement. Nevertheless some issues may need future attention, such as the drainage ditch in the steep sloped sections, where scouring check works may need some improvement, and some finished sections in telford with steep gradient which may need to be sealed in the future to prevent damage from erosion of its upper layer due to high rainfall intensity. The use of low cost bio-engineering approach in the preservation of slopes in some landslide vulnerable areas is well appreciated, as it provides a greener solution to the slope stability problems. It seems that groundwater drainage introduced by the project for stabilizing some slopes has also been working well.

(a) (b)

Fig1 (a) Telford on steep slope eroded by water (b) trail affected by a landslide of the river bank

Fig 2 Scour check with eroded base

Bridges:

At the time of the evaluation, 73 units of bridges with a total length of 1,942 meters were under construction or substantially completed, and 7 other bridges with a total length of 94 meters have been repaired; this is 66 % above the original target of 1220 meters (as per PRD 2). (for detail see Annex 6). Bridges have been built with better standards and precision, using more durable materials compared to other existing trail bridges in the islands (galvanized steel deck and hangers in suspension/suspended bridges, concrete deck for baby bridges and swampy area crossings). Some technical details however may be improved, for instance in the concrete and steel girder baby bridges the bearing contact between girders and abutment structure may need to be separated using some kind of bearing pad, which will provide slight free movement of the girder during earthquakes, which is a common natural hazard in the islands. An issue that needs serious attention is the 134 meter Oyo river suspension bridge, where one of its banks is threatened by erosion and without substantial protection work may compromise the safety of its wind guy anchor block.

Fig 3 Bridge girder with no bearing pad, bridge girder and slab do not have space for movement (in contact with abutment)

Fig 4(a) Oyo River bridge (b) wind guy anchor block near the eroded river bank (c) flood of the 11-12 November, 2012, inundating the river bank including the wind guy anchor block.

Cultural Heritage:

The project is collaborating with Museum Pusaka Nias, which have special expertise in traditional houses. A total of number of 140 traditional houses, 5 megalith sites and one community house have been rehabilitated or under construction and targeted to complete by the end of the project, which account respectively for 104%, 125 % and 100% achievement as compared to the original targets set in the PRD2.

Water Supply System in Bawomataluo

The current progress at the time of the evaluation of the water supply system includes the following

- access trails to reservoir and spring box sites have been completed
- 2 out of 3 water reservoirs and 2 out of 7 storage tanks substantially completed, the rest will be completed by the end of the project
- 2 spring boxes substantially completed, some improvement is currently under progress to address the problem of ground subsidence due to an earthquake, which had changed the direction of the spring water flow.
- Pump station and guard house were under construction (5% progress), pump and electrical plants being procured, existing facilities to be rehabilitated.
- Pipe lines from spring boxes to reservoirs substantially completed, while transmission pipes from 1st reservoir to the other reservoirs were under construction, distribution pipes being

procured, the total amount of work in progress is 1,943 meters from the targeted 4,000 meters (49%).

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Fig 5 Reservoir 1 and pump house construction

The construction of the main facilities may be completed on time, but there is concern for the testing and commissioning as well as the Operation & Maintenance training and handing over of the system to the community, which may only be implemented once the physical work completed, beyond the project timeline. This situation raises the need of some kind of bridging work in order that water supply system can really be put in operation successfully and sustainably to the benefit of the community. Otherwise there is risk that the system will not work properly, which is a situation to be avoided.

Training and capacity building

A total of 943 persons have been trained (16 % women), consisting of road and bridge supervisors, government staff, contractors and staff, community contractors, cultural heritage participants, PNPM facilitators and community maintenance. The total number of training days amounts to 25.009 td for external participants and 179 td for internal ILO local staff training. The road and bridge supervisors training has produced 30 competent supervisors, half of them being already employed either by the project, by the private sector (contractors) or in the related local government agencies (Public Work). The local government staff training was well appreciated by the local government, in dire need of competent staff due to the relatively recent establishment of three new districts and one municipality.

Maintenance Work

Out of 35 km road and trail maintenance planned in the PRD2, 12 km have been completed or on going, and maintenance training has been implemented on 2 km road/trails, and another 36.5 km of road/trails is planned for maintenance training. Light maintenance consisting of shoulder and side drain cleaning is delegated to the local community; local committees for road/trail maintenance have been established on the sites where maintenance training was conducted, involving the members of the community contractors who were involved during the construction work. Nevertheless, concern exists on the sustainability of the practice, as for some communities, this kind of work may not be a priority, especially for those who live in areas with good access to the main roads. The interviewed local government officials however, assure that they will allocate resources for more important works on maintenance, albeit within their very small maintenance budget allocations.

Fig 6 Training on road maintenance, Sisarahili-Sifahandro link, North Nias

4.2.2 Financial

Initially when the project commenced in 2009, it was expected to cover three clusters of sub districts with a budget of 10 million USD, however in 2010 the budget was increased to 11.8 million USD, which allowed all five districts to participate. The ILO and the World Bank signed an amendment to Project's Fiscal Agency Agreement on 24 February 2012. This second amendment brought the total project fund to USD 16 million and the project completion date was extended by 6 months to 31 December 2012. However, funds were released with a delay of 2 months, which caused a similar delay in the recruitment of an international water supply consultant.

Table 4.2.4: Budget, Expenditures and Commitments as of end October 2012, in Mio US$

	Existing allocation	Expenditures	Commitment balance	Uncommitted
1.Staff	5.365	4.821	0.389	0.155
2. Construction Contracts	7.622	6.001	1.495	0.126
3. Capacity building/Training	0.440	0.350	0.070	0.020
4. Operation and Equipment	1.062	0.823	0.159	0.080
5. Programme Support Costs	0.896	0.389	0	0.507
6. Contingencies	0.619	0	0	0.619
Total	16.004	12.384	2.113	1.507

Source: RACBP

As of end October 2012 the project has recorded total expenditures of US$ 12.384 million and made further commitments of US$ 2.113 million, which leaves an amount of US$ 1.507 million. However, at the end of project, there is likely to be very few funds left. An application for use of almost all contingencies is presently being considered; it will be required to cover cost of staff including salaries and accumulated leave. The Programme Support Costs have not been charged and accounted for the last year. Budget line 1 will in any case be spent. The total new expenditures will amount to approximately US$ 1.4; which will leave a little over US$ 100,000 unspent.

The RACBP is implemented directly by the ILO under a Fiscal Agency Agreement with the World Bank, hitherto the largest of its kind. This modality was undoubtedly chosen in order to streamline the organisation and allow for an expedient and efficient implementation. The ILO receives Programme Support Costs of around 6.5 percent of the project expenditures.

4.3 Effectiveness

The specific Project Development Objective for RACBP is that *residents of participating districts utilise the improved rural transport infrastructure and services and benefit from enhanced access to economic activities and social services*. The PAD further underlines that RACBP will contribute to poverty reduction through improved rural roads access for the beneficiaries targeted in the 3 identified economic clusters

There are two ***Immediate Objectives***:

1. *Cost effective, durable and environmentally sound strategic rural road access to economic and social services for targeted beneficiaries.*

2. *Improved capacities of district level staff, small contractors, supervisors and communities in planning, managing, implementing and maintaining construction works using technically and environmentally sound work methods*.

Re 1: the project appears to achieve this objective. The expected outputs are likely to be produced (See 4.2 above and Annexes 4-7). The designs are appropriate, the quality of construction looks good to date, and the planning and location of the interventions have been well done. Roads, trails and bridges have been selected on the basis of agreed priorities that include criteria related to their importance in the rural road network and the population served. Appropriate labour-based (equipment- supported) approaches, technologies and design standards are used. The measurable impact is expected to be reduced travel time, reduced travel costs, increased traffic volumes and increased travel safety, which will be measured on the four baseline sites pre and post construction

The cultural heritage intervention was included at a later stage and is therefore not directly reflected in the objective, but there is good progress, the process is well designed and makes good use of local resources. The project will therefore have assisted the national heritage in terms of traditional houses and megaliths to be preserved and has also assisted in maintaining and improving traditional skills. The owners of the houses were all happy with the support; they have contributed their part and would live in the houses. The megaliths and the assembly house had been rebuilt/assembled to a good standard and will serve the communities concerned. The water supply scheme has made good progress but is unlikely to be completed before the project ends. Once completed and operational it will undoubtedly serve the concerned population of around 8,000.

Re 2: Training and capacity building has made good progress and is likely to achieve its objective. The capacities of contractors, site supervisors and communities have been improved. Technical staff at local government district level has now undergone several rounds of training and Public Work Departments at district level have expressed their satisfaction. The local government structure of Nias has undergone major restructuring in the past years. The original two districts and 17 sub districts have been replaced by four rural and one municipal district, the districts were therefore not able to send staff for training before late in the project life. The target for the training days was 20,400 and the actual number at the end of the project will approach 26,000; exceeding the target by around 25%.

The real indicator of the success of training is that the people trained are actually using the skills acquired:

- The district administrations informed that they had capitalized on the training by reassigning the trainees to relevant work.
- Out of the 30 young supervisors trained, 8 are engaged by the project, 7 in the public and private sector in relevant work while the remaining 15 are not in relevant work. A decent track record for project training.
- The creations of capacity with small contractors have been less than expected. The training in itself has been running as planned but several of the contractors have underperformed and some have failed to complete the works.
- Because of the time constraints, the project has opted for Community Contracts and here the performance has been much better. The communities have thus over time replaced some of the private contractors; the capacities of the communities have exceeded the expectations.

Story Box

Pak Khidir Aceh, the head of Sisarahilli village is happy with the fact that the village community now have a better access to the main road and the main village, where education (elementary and secondary schools) and health services (sub district and village-level health centers) as well as other village services (ID cards etc,) are available. He thinks that now the level of school participation rate has increased since the opening of the Sisarahili-Sifandaro sealed bike trail (and a small segment of sealed road), which can be travelled easily even during heavy rainy season. In particular, people who badly need medical assistance can now find medical service much more easily, with less risk from travelling on bad road. Motorbikes, which in the past could barely pass the muddy and sometimes flooded path, can now easily transport commodities for fulfilling domestic needs as well as bringing faster the rubber product to the market, reducing the transportation time from more than 1 hour before the road/trail was constructed, to less than an half hour. Pak Ama Dewi Zega, a rubber collector from the village feels also grateful to the RACBP constructed trail, as his job of collecting crumb rubber products from the rubber harvester and bringing to the market is much facilitated with the better access for motorbikes,

even though somehow, he also feels that now there are less rubber to be collected and transported to the market, as traders from outside now come directly to the village and offering better price to the crumb rubber producers, to the benefit of the farmers. However, in overall, he thinks that the better access offered by the new bike trails provides more opportunities to various local economic activities, such as bringing construction materials and consumers' goods taken from the market to the village, with better margin.

Development Objective

With regard to achieving the Development Objective, the project will undoubtedly contribute to its achievement. The project has estimated that the number of beneficiaries of the infrastructures ranges between 50,600 and 71,500; the differences being accounted for by diverging definitions of the "catchment areas". The beneficiaries of the training and the cultural heritage amount to around 1,000 and 8,000 respectively. With a total population in the rural areas of Nias of around 500,000, the project has reached between 12 to 16 % of the rural population. The beneficiaries interviewed during the field trips informed that the communities had all-year access, this include school children, people in need of medical treatment, producers bringing their product to market and shopkeepers and households bringing back supplies and agricultural inputs.

The cost of transport has undoubtedly gone down which may be illustrated by rubber producers (who account for a substantial part of the total value of agricultural production) who can now carry around 100 kg of rubber on a motorbike in short time whereas earlier the maximum head load that could be carried was 20 kg. A group of community maintenance workers gathered on one site informed that the price difference between the farm gate price of rubber and the market price had decreased from Rp 3,000/kilo to 1,000[1] after the road/trail had been completed. With a market price of Rp 10,000 per kilo this corresponds to an increase in rubber income of 20%. The community was located on a project road/trail around 3 km from the market/rubber collection point.

The constructed bridges have in several cases brought communities out of isolation because they provide the first all-year access ever to their villages. Schoolchildren do now have all-year access to their schools and the travel time has been reduced; the same is also valid for people who need hospital treatment or for other emergencies.

This being said several of the infrastructures are just completed or are just about to be completed, traffic counts as part of the follow up to the initial baseline survey is planned for the end of this month; there is thus little quantifiable data yet to substantiate the assessment.

[1] Exchange Rate November 2012: US$ 1: Rp 9,615

Workdays are not included as a target in the project design, nor are there indicators listed for the reporting of workdays. As a result there has not been a systematic counting of workers present each day on site. The PAD do underline that as a secondary benefit of the works, the local economy will benefit by the reliance on local resources in the construction. In addition, short-term employment opportunities should be offered to the target beneficiaries through the application of Local Resource Based construction approaches. The principles of *equal opportunity of access to employment opportunities* apply. The training and capacity building activities should contribute to an increase in the delivery capacity of employment-intensive investments in rural roads infrastructure in both the public and private sector, thereby creating a more enabling environment for local economic development.

The project has not aimed at maximising the use of labour but the circumstances at the construction sites are such that only light equipment may be used, excavations and transport of materials can only be undertaken by hand; materials, such as gravel and stone, are supplied by the local community. The main generators of workdays for RACBP are the roads, trails and bridges. Cultural Heritage also provides employment in the restoration of the houses and monoliths as well as the water supply project for Bawömataluo. The total number of workdays directly generated at the end of the project is estimated to be around 360,000 workdays. With an average wage rate of Rp 52,000 (US$ 5.4) this implies that around Rp18 billion or US$ 1.87 Million has been injected into the local economy during project life. The figures are most likely underestimated as they do not include material sourcing of items delivered to site by contractors. The situation of the labour market in the hilly and rural parts of Nias, where rubber production is predominant, is special because rubber production takes place almost all-year round, with the exception of the most rain full days in the period October to November. The local labour is mainly engaged in rubber production, with collection of rubber taking place around 3 times a week; in order to attract labour; the wage level corresponds to that involved in rubber production and the labour force must be given flexibility so as to allow for a large and constant turn-over. If such flexibility was not allowed for, the result would be either a lack of labour or a reduction in income from rubber production. The workers appear to have received the wage agreed on and in a timely manner; this was the response from workers interviewed. There have been equal pay for women and men, there has been no child labour involved and major accidents have not occurred.

The wage rate of Rp 52,000 (US$ 5.4) has in other circumstances implied that the introduction of more equipment is considered. In the interior of Nias such as option is not technically feasible; trucks and heavy equipment can simply not reach the construction sites.

Employment multiplier effects in the range of 2 to 3 may be expected; i.e. the spending of earnings during construction, primarily wages paid to workers, generates further income and employment as the entire income is spent locally. The local economy has thus been stimulated.

In spite that workdays generated was not an indicator, work was carried out on a variety of sites to ascertain levels of employment and levels of women's participation. Women's participation varies

from location to location and from activity to activity. The range of participation is between 16 and 50%. In the table below, women's participation is taken to be the average of 33%. Women have been present in large numbers in the delivery of local materials, but site visits to on-going cold mix surfacing have also revealed a high percentage of women in certain locations. For the bridges, women's participation is separately recorded and is 19%.

Table 4.3.1: Estimated number of Workdays Generated at End of the Project

	Description	Total Contract value IDR	Average % of labour costs	Labour cost totals	Weighted average wage rate	Workdays		
						Male	Female	Total
Roads and Trails	Community Contracts	7,266,656,447	89%	6,467,324,238	52,000	83,329	41,043	124,372
	Commercial Contracts	19,478,795,489	32%	6,233,214,556	52,000	80,313	39,557	119,870
	Total Contract Value	26,745,451,936				163,642	80,600	244,242
	Bridges					71,852	16,318	88,170
	Training sites					15,784	7,774	23,558
	Cultural Heritage					5640		5,640
	Project End Total					256,918	104,692	361,610[3]

Source: RACBP

The steel parts for the trail bridges are an example of how the project identified a local supplier in Medan and assisted in developing quality parts. The contract amount for the bridge steel is estimated to be approx. 880,000 USD. About 15%-20% of this amount was spent on labour costs say US$ 150,000 or Rp 1,440,000,000. The manufacture of the galvanized steel has generated a substantial amount of employment within North Sumatra Province. Particularly the two main items, cutting and welding of walkway grills and bridge are labour-intensive compared to bridges with concrete slabs or heavy steel profiles. Assuming the wage rate for industry is around Rp 100,000 (US$ 10.4) a day; employment generated would be around 15,000 workdays.

4.4. Efficiency

The Project has made good progress in spite of having worked under difficult conditions: (i) The working environment in which RABCP operates is difficult and involves challenging geo-morphological and climatic conditions, low capacity in both the public and private sector and the relative isolation; (ii) RABCP has introduced a number of innovative approaches; (iii) substantive

efforts have been allocated to train various groups (contractors and their staff, involved government staff, supervisors and other project staff and not least communities), (iv) the scattered geographic coverage with difficult access to sites. The key inputs like staff and equipment were mobilized in a timely matter. The overall quality of the inspected works is considered good.

Construction and training activities constitute around 60 percent of the total budget whereas overhead amount to around 40 percent. This may appear high for a normal construction project; but it must be taken into consideration that (i) the difficult conditions described above, and (ii) project responsibilities included the design, tendering, supervision, accounting and payment of the bulk of the outputs. It should also be borne in mind that the ILO accepted to administer the project for around half of the normal programme support costs; i.e. 6.5% rather than the normal 13%.

RABCP was conceived together with a complementary project: Livelihood and Economic Development Project (LEDP), the intention was that access would be opened up to areas where LEDP was working – the combined aim was to develop agriculture. However, LEDP had a slow start due to delays in recruitment of a consultant and in addition it took time to identify the particular farmers group. The result was that RABCP had planned and implemented two batches of projects before LEDP was in a position to formulate requirements in relation to RABCP. In the last batch of works, most have a link to LEDP. In its latest progress report, LEDP expresses satisfaction with the collaboration.

The project intended to use a mixture of private, small contractors and community contractors for the works. However, in 2010, 56 percent of the private contractors failed, i.e. did not complete their contracts. Community contractors did better and they have gradually partly replaced the private contractors – as can be seen in Annex 10. Overall the project experienced a failure rate for private contractors of 40 percent, while only 5 percent of the community contracts failed. The reasons for the failures of the private contractors are that they are inexperienced and undercapitalised. A common problem was underestimation in the cost and work involved in getting materials transported to site as a substantial part has to be hand carried. The community contractors on the other hand knew the area well and were aware of logistical problems so combined with good supervisors provided by RABCP they have been an efficient option.

The cost effectiveness of the road, trails and bridges may be assessed from the information on the average unit costs of the works provided by the project. The average unit costs for the roads (3m wide) are Rp 856[2] million/km for cold mix, Rp 734 millions/km for concrete embedded telford, and Rp 408 million/km for telford. For the trails, the average unit costs are Rp 547 million/km for cold mix, Rp 451 million/km for concrete embedded telford and Rp 336 million/km for improved telford. (See Annex 8)

[2] Rate of exchange US$1= Rp 9,615

It is difficult to judge its cost effectiveness as examples of similar constructions in other part of the country are not available, but a "dirty" approach comparing the cost of the cold mix road to the cost of similar road using 20 mm HRS (hot rolled sheet), 50 mm ATB (asphalt treated base) and telford foundation may indicate the relative competiveness of the RACBP approach, taking into account the difficult terrain and remoteness of the sites.

Table 4.4.1: Comparison of costs RACBP cold mix and district road in Central Java

RACBP Cold mix road (3 m wide):	District road in Central Java, 2011.
16 mm Cold Mix surface 54 mm ETB 150 mm Telford foundation	20 mm HRS = Rp. 48,000/m^{2} *) 50 mm ATB = Rp. 69,500/m^{2} *) Telford base = Rp.150,000/m^{2}**)
Unit cost = 856 mi./3000 = Rp 285,250/m^{2}	Cost per m2 = Rp. 267,500[3]

Source of data : *) Bantul District Head Regulation, No. 70 Year 2011 on Standard Price
**)Average of 5 Contracted Unit Prices from Road Maintenance Bidding, District of Kebumen, Central Java, 2009

The costs on Nias are slightly higher than on Java. However the Evaluation Team estimates that the cost of transport to site on Nias is far higher than in Central Java; the costs are therefore competitive.

With the high quality standard of the RACBP roads and trails, it is understood that the products will be durable and keep the maintenance cost minimum, within an estimated 10 years service life.

An example of bridge costs are provided by the project. The 65m Gido suspension bridge, which is estimated at Rp 9.8 million/m and an estimated Rp 10 thousands/m/year maintenance calculated over a 20 years' service life period. This is apparently more cost-effective than the Lolomatua 40m suspension bridge, built in 2008 by NRP(AusAid) at a cost of Rp 17.7 million/m but with an estimated Rp 200 thousands/m/year maintenance, calculated over 20 years service life period.

[3] Equivalent in US$: 28/m2

4.5 Effectiveness of Management Arrangements

The organisation of the project conceived in the original PAD was followed and has proven robust.

The Program Steering Committee (PSC) in Jakarta, is composed of Bappenas (Head) and KPDT, and its role has been to coordinate with the MDF, the WB and ILO. The PSC monitors at national level to secure that the RACBP and the Nias-LEDP are implemented according to design, objectives, and schedule. The Bappenas was involved in the two extensions of the project and expressed satisfaction with the project outcome to the Evaluation Team. The PSC has only held a limited number of meetings but the head has played an active and supportive role.

The Local Steering Committee (LSC) comprises local and provincial government, and functions as the coordinating body to represent local development and program priorities, support operations, and provide guidance to RACBP. It has consistently supported the project.

The RACBP is implemented directly by the ILO under a Fiscal Agency Agreement with the World Bank, hitherto the largest of its kind. This modality was undoubtedly chosen in order to streamline the organisation and allow for an expedient and efficient implementation
As Implementing Agency the ILO has the overall responsibility for the delivery of the RACBP. A number of partners are involved in different capacities and are at the same time recipients and beneficiaries of the Nias: (i) District-level PWD: For road works in terms of bid and contract management and joint certification of works: (ii) District-level Bappeda: RACBP coordinates its activities with the district level Bappeda to ensure complementarities and synergies with the Nias-LEDP and with other projects operating in the rural access sector; (iii) The Kecamatan or sub-districts covered by RACBP are the key organisation for consultation on project selection, community liaison and facilitation, community contracting and handing over of completed projects. The Kecamatan have been the linking partners to communities in terms of ensuring communication, information provision, coordination and dealing with potential concerns.

The project is working under ILO procedures for procurement and financial management with a high degree of decentralisation. In general this has been an effective system which have allowed for fast procurement of local contractors, materials and equipment. In connection with the last extension the project completion date was extended by 6 months to 31 December 2012. The extension was prepared May-June 2011 and the idea was that the extension would come into force in August 2011. The planning included in the Extension 2 Document was thus based on an implementation period of 16 months. The reality was that the extension was only approved in February 2012 and the first funds were released in April. A new type of works was introduced in the extension, namely a water supply scheme for which the project did not possess the technical expertise required. The late approval and release of funds implied a similar delay in the recruitment of an international water supply consultant. The consequence has been that the actual implementation period for the water supply was reduced to around 6 months as it had to await the design.

In connection with the extension, managers from both ILO Jakarta and Geneva informed that the process of preparing the extension and negotiating it had been a costly experience for the ILO. Seen in retrospect; it might have been wiser for the ILO to keep a much lower profile than was the case. The Bappenas revealed to the Evaluation team that the extension had been complicated because it was financed with funds from other projects that were unlikely to spend their budget by December 2012.

The project is organised with a Project Management Unit headed by a Team Leader; it includes a support section and 3 Sections: Engineering, Capacity Development and Cultural Heritage. Originally there was also a Planning and Community Development Section but once the identification of the roads/trails and bridges were concluded it became less relevant and the staff was transferred to the Engineering Section for better integration of the community work. The Project has engaged national managers, accountants and bookkeepers, engineers, supervisors, training specialist, field officers for the planning, implementation and supervision of the construction and maintenance works. The total staff numbers is at present at 63. The organisation and management of the RACBP is considered efficient and effective. In the context of the challenging working environment, characterized by: (i) low capacities in the public and private sector, (ii) limited communication possibilities, (iii) a scattered geographic coverage, (iv) challenging terrain and climatologic conditions, and (v) a large number of contracts to be managed; good use is being made of the available staff.

Due to shortage of implementation capacities of small local contractors; works have more and more been implemented through community contracts.

The project has established a comprehensive planning and monitoring system including a database to monitor progress. It is quite detailed and most of the data in the tables of this report has been retrieved from it. The monitoring system is good and provide for good inputs for monitoring progress in most areas. The system may have provided for more indicators for capacity building. Reporting is prepared on a monthly and quarterly basis, with the last being the most detailed as it is forwarded to the Steering Committees and MDF.

4.5 Impact

Impacts are positive and negative, primary and secondary long-term effects produced by a development intervention. The project is only ending in December 2012 and impact is focused on long-term effect, these cannot be found at present, the focus will therefore be on the likely impacts in the future. The expected impact is that the livelihood of the beneficiaries will improve, primarily as a consequence of improved access but also because of improved quality of traditional houses and of water supply.

The positive effect on income from rubber production and from other agricultural crops obtained as a result in reduced travel time and cost, as described under 4.2-Effectiveness above, will continue as

long as access remains at the same level. Farmers and producers in the targeted areas are therefore likely to obtain a steady increase in the prices of their crop of around 20 percent. This is very significant especially considering that between 50,000- 70,000 people will obtain improved access. The LEDP PAD pp 27-30 estimates that in 2006/7 the total area under rubber to be around 60,000 ha, the average farm size. 2.2 ha and the average production 500-600 kg/ha/year of dry rubber per year. Assuming that the project has opened up to access to 15 percent of the rubber areas and that the increase in prices as a result of increased access has amounted to 20 percent or Rp 2,000 per kg or US$ 0.21/kg, the total economic benefit to the rubber producers amounts to around Rp 10 billion or a little over US$ 1 million per year.

Table 4.6: Rubber Production 2006/7

	Rubber harvest area (Ha)	Production (Ton)	Productivity (ton/ha)	Number of Households in Rubber Small Estates	Average size of holding (ha)
Total	60,717	35,287	0.581	25,433	2.38

Source: PAD LEDP April 2011, pp 29-30; more recent statistics collected by the district do not appear to be reliable

In addition, the Evaluation Team was told by beneficiaries that the total production of rubber was increasing. This is undoubtedly a consequence of the better prices obtained combined with more labour availability as less time has to be spent on transport. Where the beneficiaries are involved with both LEDP and RACBP; the development in agricultural production will undoubtedly be higher and the impact therefore greater. However, there is little information to substantiate this at present.

Besides bringing their products to market, the population are also in need of buying agricultural inputs and household articles and bringing it back. The transport cost and time for these types of transport have also gone down with a positive impact on the livelihood.

Schoolchildren and people in need of medical treatment will have all year access and this is in itself an improvement in livelihood as it increases the chances of success at school and of recovery.

There are other positive signs: new traders are said to have come in to purchase rubber and new house construction and rehabilitation of existing houses at the side of the newly built roads, trails and bridges are strong indications of increased wealth and of the importance of access. Other new investments in motorbikes have most likely taken place possibly partly financed from the wages received during construction work for the project.

The inhabitants of the traditional houses that have been assisted will live in better conditions than before and with an improved roofing the lifetime of the houses have been extended.

Once the water supply is completed and its operation secured the inhabitants – 8,000-will have easier access to water than now and in greater quantities. This in itself will improve livelihood and in particular it will ease the burden women have in relation to collecting water.

The improved access will undoubtedly have had some negative effects on two groups: (i) people who have made income from transporting goods to and from the village; and (ii) local rubber collectors who will see increased competition. Both groups will see a decrease in income and will have to develop their businesses or find other employment.

4.7 Sustainability

Maintenance of roads and bridges was identified as a problem in the appraisal of the project and it was thus prescribed that the infrastructures should be built to a standard, which would last an average of 10- 15 years with minimum maintenance. This has been achieved; the infrastructures built are of good quality and of higher standards than is normal on Nias. However, even in the best of circumstances, there is a need for cleaning drains and fastening of loose nuts and bolts on the bridges. This type of maintenance may be undertaken by the communities and the project has organised community groups for maintenance, trained them and is handing over basic tools. However, the interest and willingness of the communities decrease if they have alternative means of access (is located close to another road). Communities that depend on the infrastructure constructed show a greater interest.

The table below show the status of the maintenance by and training of communities; this indicates that all the roads and trails constructed will have communities trained, to cater for the future routine maintenance. The Evaluation Team did observe ongoing maintenance.

Table 4.7: Maintenance Status per 6 November 2012

	Maintenance ongoing or completed (km)	Maintenance training completed (km)	Maintenance training planned (km)
North Cluster	5.7		23.1
West-Centre Cluster	4.6		13.4
South Cluster	1.7	2	
Total	12	2	36.5

The natural circumstances on Nias are however complicated: it is hilly with steep slopes, the soil is generally loose, the rainfall is high (above 4 meters per year) and there are frequent earth slides and earthquakes. This means that even with roads, trails and bridges constructed to a high standard and with community routine maintenance, serious problems may arise. Problems that are beyond the capacity of the communities may thus easily appear and the district authorities may need to assist. This issue was discussed with the district authorities; they informed that although most of the roads/trails and bridges do not fall within the responsibility of the districts they would do their best to assist. One example is the Oyo suspension bridge, which during the visit of the Evaluation Team was threatened by an extraordinary high water level in the river, which eroded the riverbank.

It will be important that the infrastructures are introduced to the Public Works Departments on Nias Island as this will allow for their future support to maintenance.

The project has provided a number of innovative approaches to road/trail construction and in particular to bridge construction. Although all technical teams have good expertise, the bridge team stands out, in particular because it is composed of national and local engineers and technicians. The bridges are an example of South-South collaboration as Nepalese expertise was brought in to develop the suspension bridges. Once the project ends this team is likely to be dissolved. The technology has a chance of being replicated in Nias and elsewhere. The Government of North Sumatra has expressed a wish to use the bridge technology at a larger scale in the province. The technology is also of interest to engineering institutes in Indonesia, which are interested in developing their curricula.

4.8 Cross-cutting Issues

Gender equality promotion, labour standards, environmental concerns, and anti-corruption measures are the project's key cross-cutting issues. No real indicators for achievement have been set for any of the cross-cutting issues. However; necessary measures have been taken.

In the PAD, it is said that special attention should be given to ensure increased and active women participation in works and community consultation activities. During the inception phase the project developed a Gender Strategy. Two gender dimensions are central in the RACBP's strategy: i) women's participation in community-level infrastructure works, and ii) women's access to employment opportunities in the construction and maintenance activities. The principle of equal access to employment opportunities has been a basic principle. Clauses in contractual agreements with contractors and communities regarding this principle of equal access and concerning have secured this. The PAD indicates that at least 30% of the workforce should be comprised of women. Table 4.3.1 above shows that the actual participation of women in the workforce has amounted to some 33 percent. Out of around 1000 people trained, 16 percent are women.

Women have demonstrated their interest and ability to work on the road works. They feel comfortable to work in groups, either women-only or mixed groups. Women mention that

employment in routine maintenance is suitable for women as it involves tasks they can accomplish and is based near their homes. If a regular maintenance regime is developed then the women will have regular opportunities to work in their own village area.

In addition to the contractual clauses, the community development officers of the project have secured a participative approach in meetings between the communities and the project, have encouraged the setting up of child care facilities and have actively encouraged women to join the young supervisor apprentice scheme. An interesting observation is that village community halls should not be used for joint meetings as village women are not allowed to enter. No particular external gender expertise have been required or used by RABCP. A number of involved staff have experience from previous ILO project where gender expertise had developed an effective process. These approached have been replicated in the project.

*Labour Standards and Safety***:** The FIDIC contract documents contain binding clauses on labour standards on site. In particular, a contractor should respect the right of workers to organize; prohibit forced or compulsory labour; prohibit the employment of children; provide equal remuneration for men and women for work of equal value; and provide equality of opportunity and treatment in respect of employment and occupation without discrimination on a range of grounds; and provide that wages, hours of work and other labour conditions be at least as favourable as those applying to the same type(s) of work in the geographical area(s) concerned. Workers interviewed had all received their wages in a timely manner, have experienced no discrimination and had experienced no serious accidents. They were in general satisfied with their jobs.

Environmental concerns The construction and maintenance of roads, trails and bridges may have adverse environmental impact; however the works have been designed with due respect to the environment and may have had positive impact as the project includes construction and maintenance of well functioning drainage systems that prevent erosion. The project also includes the cleaning up of work sites after the works are completed. The works inspected do in general indicate that sound environmental practices have been applied.

Anti-corruption measures: An anti-corruption plan has been developed and procedures have been introduced and implemented to ensure transparency and accountability. The project is responsible for all aspects of contracts below the level of US$ 100,000 and no corruption cases have been found. The project works under the ILO regulations and rules for procurement.

5 CONCLUSIONS

Relevance and Design

The RACBC is one of the last projects financed by the MDF intended to assist in the reconstruction of Nias. The development objective: *Facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in*

the Nias Island, remains valid and appropriate. The outputs: roads, trails and bridges are a natural consequence of the identification of access as a major problem for the rural population. Accessibility is still a key factor in economic development in the rural population of Nias.

The project's planned strategy is in agreement with the reconstruction agenda of GOI and MDF. The RACBP is inscribed in the ILO's Decent Work Country Programme for Indonesia and is thus part of the ILO contribution to achieving the national development strategies such as the National Mid-Term Development Plan 2009-14 (RPJMN) .

Progress

The project is likely to produce the required outputs: roads and trails are a little below target, bridges far exceeding the target, cultural heritage on target and training are a little above target. The outputs produced are of good quality. A number of works were still ongoing at the time of evaluation but all except one are likely to be completed by the end of December 2012.

The water supply scheme will not be completed by end of December 2012.

The project is likely to expend almost the entire budget at the end of December 2012

Effectiveness

With regard to achieving the Development Objective, the project will undoubtedly contribute to its achievement. The project has estimated that the number of beneficiaries of the roads, trails and bridges ranges between 50,600 and 71,500, while the other activities have benefitted another 9,000.

The cost of transport has undoubtedly gone down which may be illustrated by rubber producers can now carry around 100 kg of rubber on a motorbike in short time whereas earlier the maximum head load that could be carried was 20 kg. The bridges have in several cases brought communities out of isolation because they provide the first all-year access ever to their villages. Several of the infrastructures are just completed or are just about to be completed, traffic counts as part of the follow up to the initial baseline survey is planned for the end of this month; there is thus little quantifiable data yet to substantiate the assessment.

Both Immediate Objectives are likely to be achieved.

Efficiency

The Project has made good progress in spite of having worked under difficult conditions. The key inputs like staff and equipment were mobilized in a timely manner. The overall quality of the inspected works is considered satisfactory.

Construction and training activities constitute around 60% of the total project budget whereas staff and other overhead costs amount to around 40 percent. Considering that project responsibilities include the design, tendering, supervision, accounting and payment; this is a fair division.

Effectiveness of Management Arrangement

The RACBP is implemented directly by the ILO under a Fiscal Agency Agreement with the World Bank, hitherto the largest of its kind. This modality has allowed for an expedient and efficient implementation. The project is working under ILO procedures for procurement and financial management with a high degree of decentralisation. In general this has been an effective system which have allowed for fast procurement of local contractors, materials and equipment.

Due to low implementation capacities of small local contractors; works have more and more been implemented through community contracts.

Impact

The project is only ending in December 2012 and impact is focused on long-term effect, these cannot be found at present only the potential impact future. The positive effect on income from rubber production and from other agricultural crops obtained as a result in reduced travel time and cost will continue as long as access remains at the same level.

There are positive signs: new traders are said to have come in to purchase rubber and new house construction and rehabilitation of existing houses at the side of the newly built roads, trails and bridges are strong indications of increased wealth and of the importance of access. Other new investments in motorbikes have most likely taken place possibly partly financed from the wages received during construction work for the project.

Sustainability

Infrastructures have been built to a standard where it will last an average of 10- 15 years with minimum maintenance. Even in the best of circumstances, there is a need for routine maintenance, which may be undertaken by the communities and the project has organised community groups for maintenance.

The natural circumstances on Nias are however complicated: it is hilly with steep slopes, the geomorphology is complicated, the rainfall is high and there are frequent floods, earth slides and earthquakes. This means that even with roads, trails and bridges constructed to a high standard and with community routine maintenance, serious problems may arise. One example is the Oyo suspension bridge, which during the visit of the Evaluation Team was threatened by an extraordinary high water level in the river, which eroded the riverbank. It will be important that the infrastructures are introduced to the Public Works Departments on Nias Island as this will allow for their future support to maintenance

The project has provided a number of innovative approaches to road/trail construction and in particular to bridge construction. Although all technical teams have good expertise, the bridge team stands out, in particular because it is composed of national and local engineers and technicians. Once the project ends this team is likely to be dissolved. The technology has a chance of being

replicated in Nias and elsewhere. The Government of North Sumatra has expressed a wish to use the bridge technology at a larger scale in the province.

New road, trail and bridge technology is of interest to engineering institutes in Indonesia, which are interested in developing their curricula

Cross-cutting Issues

Women have demonstrated their interest and ability to work on the road works. They feel comfortable to work in groups, either women-only or mixed groups. Women mention that employment in routine maintenance is suitable for women as it involves tasks they can accomplish and is based near their homes. If a regular maintenance regime is developed than the women will have regular opportunities to work in their own village area. Women's participation in the workforce amounts to 33 percent and their share of the trainees is 16 percent.

Proper labour standards have been observed at worksites.

Works have been designed with due respect for the environment. Proper anti-corruption measures have been put into force in the project.

6 LESSONS LEARNED

Relevance and design

RABCP was planned and designed together with the Nias-LEDP. LEDP had a slow start and, as most projects based on a value-chain approach, it took time in identifying farmer groups and in developing support. Considering the cost involved in infrastructure development, and that public infrastructure in general is aimed to benefit not minor groups but the population at large, with the benefits of access being enjoyed by a larger population, it may be wiser to let the LEDP type of projects come after infrastructure projects.

Effectiveness

Opening up of access to communities that have hitherto been isolated is a major factor in improvement of livelihood. When it happens in an area characterised by a focus on cash crops the potential of a rapid increase in farm gate prices is high.

Efficiency

The experience with community contracting has been positive and has proven more effective than private contracting. The reasons are evident: private contractor capacity is low and the environment is difficult both in terms of natural conditions and culture. Under similar condition, i.e. difficult access and relative isolation, community contracting is a potential solution. However, it must be borne in mind that a strong supervision is required.

Effectiveness of Management Arrangement

The RACBP is financed by a consortium of donors, which have provided finance for a large number of projects. In connection with the last extension, the process of preparing the extension and negotiating it had been a costly experience for the ILO. The negotiations were lengthy, partly because the financing came from savings on other projects. The ILO should draw lessons from this experience and possibly consider drawing up a plan of action in such cases; a plan which may be discussed with the donors before engaging in expensive preparations.

Sustainability

New road, trail and bridge technology is of interest to engineering institutes in Indonesia, which are interested in developing their curricula. This will most likely be the case also in other countries where new technology is being introduced through ILO projects and it would be a good idea to integrate collaboration with engineering colleges into the design of such projects.

Cross-cutting Issues

Women have demonstrated their interest and ability to work on the road works. The inclusion of women in the rehabilitation and maintenance needs promotion from Government and development partners over a longer period. The minimum participation of women in routine maintenance should be 50% since this type of work generally takes place near the home.

7 GOOD PRACTICES

The use of galvanized steel in suspension bridge construction has proven to be superior and should be the norm.

Under conditions of heavy rainfall, steep gradients and unconsolidated soils roads and trails should be surfaced.

When a project is working under difficult conditions, with a low local capacity, the project staff needs to be reinforced both in numbers and in expertise so that they may undertake most of the responsibilities from identification, design, tendering, payment, supervision and monitoring. This implies that the project becomes a largely autonomous organisation locally; it is therefore of vital importance that such an arrangement is sanctioned by the Government and that the Government has a monitoring role.

The experience with community contracting has been positive and has proven more effective than private contracting. The reasons are evident, private contractor capacity is low, the environment is difficult both in terms of natural conditions and culture. Under similar conditions, elsewhere, community contracting is an obvious option to be explored.

The integration of clauses relating to labour standards, safety, gender promotion and environment has proven a powerful tool to pursue cross-cutting issues.

8 RECOMMENDATIONS

8.1 The project should plan for handing over the infrastructures to the district administrations: an inventory of the infrastructures, a plan for their maintenance and an identification of the community groups organised for their maintenance should be handed over to the district authorities.

8.2 The project has provided a number of innovative approaches to road/trail construction as well as to bridge construction. The technology has a chance of being replicated in Nias and elsewhere, the design drawings should therefore be handed over to the Public Works Departments at provincial and district level by the project. In particular for the bridge designs ways of adapting the design standards at the national level should be found. A technical seminar at the end of the project might be organised to disperse the innovative approaches.

8.3 The RABCP has a staff of 63; they will be unemployed at the end of December 2012. Efforts should be made by the ILO to find them alternative employment. The bridge team is a special case, since they are all Indonesian and as a team will be able to design and implement bridge projects in all parts of Indonesia. Special efforts should be taken to “sell” them as a team.

8.4 The evaluation team noticed two cases where project intervention is required beyond the end of December 2012:

The Water Supply scheme in Bawomataluo village is likely to be finished by March 2013. Training of operators and community can only take place after completion of works and installation of pumps and will last three months.

The Oyo Suspension bridge of 134 meters length is completed but in the meantime heavy rains have caused the river to erode 7 meters of the riverbanks, which endangers the bridge. Riverbank protection is required but is only feasible once the rains have reduced in strength in January or February 2013.

Ways of completing the water supply scheme and of protecting the Oyo Suspension bridge should be found. It will not serve the purposes of the MDF, ILO or the Government of Indonesia to leave an incomplete project.

8.5 The RACBP is implemented directly by the ILO under a Fiscal Agency Agreement with the World Bank, apparently the largest of its kind. The ILO should review the experience internally to assess whether the programme support costs have been adequate and whether the ILO procedures with regard to financial management and procurement are adequate for RACBP type of projects.

8.6 The update of the baseline survey will only be ready by the end of the project. The base-line design is focussed on traffic but more attention to stakeholder interviews concerning farm gate prices and cost of transport should be pursued. The baseline is focussed on access infrastructures; it would be useful to supplement with a small tracer study of the trainees: are they employed in relevant jobs and do they perform satisfactorily?

8.7 The impact of the project is likely to be high and an impact study should be undertaken at the end of next year. Besides the impact of RABCP, the additional benefits from the coordination of activities of LEDP should be explored. This would answer the question of whether the potential combined impacts have been of such a scale as to replicate the experience.

8.8 The inclusion of women in the construction, rehabilitation and maintenance of roads needs to continue to be promoted by Government, the ILO and other development partners over a long period until it ceases to be “project driven” and the contractors have established for themselves that women are valuable employees.

List of Annexes

Annex 1: TOR **Nias Islands Rural Access and Capacity Building Project (RACBP)**

INS/10/02/IDA

Administrative unit: ILO Country Office for Indonesia and Timor-leste

Technical Unit: Employment Intensive Investment Programme

Terms of Reference Final Independent Evaluation

August 2012

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List of abbreviations

Bappenas	National Planning Ministry
KPDT	Ministry of Development for the Disadvantaged Regions
MDF	Multi Donor Fund for Aceh and Nias
Nias-LEDP	Nias Islands Livelihoods Economic Development Project
Nias-RACBP	Nias Island Rural Accessibility and Capacity Building Project
UNPDF	United National Partnership for Development Framework

1. BACKGROUND

The Nias Islands' Rural Accessibility and Capacity Building Project (RACBP) supports the implementation of the Reconstruction Continuation Plan of the Government of Indonesia. The project focuses specifically on the infrastructure sector in rural areas. It is being implemented in 21 districts in the Nias Islands. Its duration is from October 2009 to December 2012 (39 months) and its budget is USD 16 million.

The project is being implemented by ILO, and is funded by the Multi Donor Fund for Aceh and Nias (MDF) administered by the World Bank.

The project has the following objectives and planned outcomes and targets:

Higher Level Objective:

Facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in the Nias islands.

Development Objective:

Residents of participating districts utilize improved rural transport infrastructure and services and benefit from enhanced access to economic activities and social services.

Outcomes and targets:

- 75 kms of all-weathered roads and motorcycle trails
- 1,220 m of bridge spans
- 20,600 training days for contractors, government officials and community, 30% women participation
- 139 cultural heritage sites rehabilitated

The RACBP is one of two conceptually linked projects that funded by the MDF. The second programme is the Nias Islands Livelihoods Economic Development Project (LEDP) implemented by the Ministry of Development for the Disadvantaged Region with technical assistance from the World Bank. USD 16 million is allocated to Nias RACBP and USD 8.2 million to Nias-LEDP. The two projects are administratively independent. Nias-RACBP focuses on the improvement of the strategic rural transport network in the three economic/agricultural clusters in Nias Islands that are targeted by Nias-LEDP (Nias Islands Livelihoods and Economic Development Project). In accordance with MDF's mandate, activities that will be undertaken by Nias-RACBP will contribute to post-disaster economic recovery and poverty alleviation for the communities of Nias Islands that were affected by the tsunami and the earthquake. Nias-RACBP will be implemented through a Fiscal Agency Agreement between the World Bank and the ILO. This evaluation focuses only on the Nias RACBP.

RACBP's two main components (implemented in an integrated way) are:

1. Construction: The main activity is the improvement of strategic rural access roads, covering the construction of about 75 kilometers of light trafficked, 'all-weather access' district roads (3 meter wide)

and rural pathways (1.5 meter wide), and the construction of 1,220 running meters of stream crossings and small bridges. Design specifications will reflect the need to minimize the long-term (10-15 years) maintenance requirements. Local resource-based approaches will be used. In addition, a small cultural heritage sub-component is included, aiming at contributing to the preservation of Nias' public cultural heritage assets, through small infrastructure works in the economic clusters where Nias-RACBP will be implemented.

2. Training and Capacity Building: This component aims at enhancing the capacity of the involved local government agencies at district and sub-district level (Public Works Department and Bappeda), small-scale contractors, their staff, potential future supervisors, local communities and ILO's own newly recruited local project staff, in the planning and delivery of investments in the rural roads network. The main delivery modality will be through on-the-job training and mentorship. It is estimated that a total 20,600 training days will be delivered to each target groups.

ILO is both an implementing and partner agency to the MDF. BAPPENAS chairs the Programme Steering Committee and the Government of North Sumatra chairs the Local Steering Committee. Each Steering Committee has a mandate to supervise progress and advises on the strategic direction of the project and synergies that the project may have with government programmes for sustainability purposes.

The project is jointly executed by the ILO and the Ministry of Development for the Disadvantaged Regions (KDPT) and is under the supervision of the National Planning Ministry (Bappenas). The project's inception report was approved by the MDF Steering Committee on July 28, 2010 and Quarterly Monitoring Reports have been submitted to the MDF Secretariat, KDPT and Bappenas. A mid-term evaluation was completed on 1 November 2011.

As of 31 March 2012, a length of 30.5 kms of roads/trails had been completed out of the total project target of 75 km. A further 25.9 km of on-going road and trail contracts will be completed on or before July 31 2012.

Some 342 meters span of bridges and crossings (approximately 20 units) have been achieved so far. The project has completed the rehabilitation of 53 traditional houses and 3 megalith sites. The houses that have been rehabilitated are in the process of being handed over to the owners.

The accumulated number of days of training provided by the project is 23,549. About 90 per cent of all trainings were provided in the form of practical on-the-job training sessions and over 24-26 per cent of the training-days went to women.

The Nias-RACBP is lead by an International Team Leader and a National Deputy Team Leader. A full staffing structure of the project is provided in Annex I.

2. PURPOSE, OBJECTIVE AND SCOPE OF THE EVALUATION

The final evaluation will assess whether the Nias RACBP has delivered the expected outcomes on time and within budget and provide key insights on project achievements, challenges, impacts, sustainability, involvement of stakeholders, capacity building and areas for replication.

The independent final evaluation will seek to appraise the extent to which the project partners and beneficiaries, including the local governments of Nias, local communities and contractors, Government of North Sumatra and KPDT have benefited from the project's strategy and implementation arrangements specifically in terms of:

- relevance
- effectiveness
- efficiency
- sustainability
- gender equality promotion
- monitoring and evaluation
- knowledge sharing and learning environment

To achieve the abovementioned objectives and in light of the changing and evolving nature of the project's operational environment, this independent final evaluation will assess the followings:

- the final progress made in relation to the planned achievements of the results and the immediate objectives, including a preliminary assessment of the impact of the project
- the project management, coordination mechanisms among various stakeholders on Nias Island, at the provincial level and at the national level, as well as among MDF-funded projects and the effectiveness and efficiency of project implementation in general
- institutional arrangements within the Governments at various levels to monitor the implementation of the Nias-RACBP programme during and beyond the timeframe of MDF funding
- project's experiences that can be learned with regard to achieving gender equality and environmental sustainability
- a preliminary assessment of the project's direct and indirect impact
- an assessment of the feasibility and scope of replication of activities in Nias or elsewhere in Indonesia

Secondly the evaluation will allow a review of the project management, overall ILO support, coordination mechanisms among the partners and the effectiveness and efficiency of project implementation in general.

The scope of the evaluation is the overall Nias RACBP in all strategic components as implemented as specified in the Project Appraisal Document (August 2009) and the Revision Documents as approved by the MDF Steering Committee in July 2010 and December 2011.

The evaluation process will have a total duration of 6 months, starting from the moment when the project evaluation manager launched it. The evaluator will undertake a field mission in October/November 2012, and the final report will be available before 31 December 2012. The timing of the final evaluation has been endorsed by the Project Steering Committee.

The evaluation will be managed by an ILO-appointed Evaluation Manager, Ms. Maria Sabrina De Gobbi who is based in Geneva. The Nias RACBP will bear the cost of the evaluation, including the cost of the Evaluation Team Leader and a national consultant. The Government of Indonesia and MDF as well as other stakeholders will be contacted by the evaluator for inputs and observations.

The evaluation report will be in English. The final report will be translated into Bahasa for submission to the Government of Indonesia.

The final evaluation will also have to assess the extent to which the recommendations of the mid-term evaluation have been implemented.

The evaluation findings and recommendations at the national and provincial / local level will be primarily addressed to the government counterparts at all levels, the MDF, the Nias LEDP and the ILO units directly involved in the implementation and day-to-day management of the Nias-RACBP. It will also take into account other institutions with mandates and programmes that supported the realization of the goals of the Nias RACBP. These institutions include:

- Indonesian governments, such as the Ministry of Development for the Disadvantaged Region, the Ministry of Manpower and Transmigration, the Ministry of Public Works, the National Planning Ministry, and the Ministry of Home Affairs and associated counterparts at provincial and local levels
- Indonesia trade unions and employers' organizations
- Relevant ILO technical backstopping units and partner UN and international and national agencies of the ILO in Nias.

The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

3. METHODOLOGY AND FRAMEWORK

Several methods will be used to collect information including:

- Review of documents related to the project, including the initial project document, progress reports, baseline and endline studies and reports to the Steering Committee Meetings, project monitoring and evaluation documents
- Review of technical products (training manuals, technical guidelines, etc) and other publications produced by the project
- Review of other relevant documents such as the Indonesia Decent Work Country Programme, MDF reports and Steering Committee Meeting Minutes, GOI's Continuation of Reconstruction Plan (2010-2012), KPDT Strategic Document (Renstra/Stranas), North Sumatra Government Plan of action concerning reconstruction work, GOI and North Sumatra Government's RPJM, UN Partnership Development Framework (2010-2014),
- Field visits, interview and group discussion in Nias and in at least 10 selected sites in selected subdistricts with key stakeholders.

At the completion of the field mission, a workshop will be organized by the ILO Jakarta Office to present the preliminary findings to local stakeholders on Nias (held in Gunung Sitoli) and to national stakeholders based in the ILO Jakarta Office (held in Jakarta). The draft terms of reference for the evaluation and a draft evaluation report will be shared with relevant stakeholders for their comments and inputs.

Relevant data should be sex-disaggregated and different needs of women and men should be considered through-out the evaluation process. The suggested analytical framework for the final evaluation of the Nias RACBP is set out below and shall guide the assessment of each strategic component of the Nias RACBP.

3.1 Relevance and strategic fit

- Has the Nias RACBP addressed the Reconstruction Continuation Agenda of the Government of Indonesia, the RPJM (2010-2014) and programmes and the necessary provincial and local government capacity to realize the priorities in the short and medium terms?
    - To what extent does the project consider the government in the district, provincial and national levels and KDPT and BAPPENAS in particular Nias-RACBP as aligned with and making a relevant contribution to the relevant Government programmes
    - Has the Nias RACBP supported the realization of the Indonesia Decent Work Country Programme outcomes, the needs and priorities of the ILO's social partners in Indonesia, namely employers and workers and the relevant UNPDF and MDF's outcomes?
- How well was the project aligned with and has it complemented the MDF Strategy and other programmes of MDF and other agencies/donors in the area of rural infrastructure improvement and investments, income generation, employment creation and skills development?
- To what extent are the project objectives consistent with beneficiaries' requirements? Are those objectives still appropriate?

3.2 Validity of design

- Was the project design adequate to meet project objectives?
- Capacity building: To what extent was the project design adequate and effective to strengthen national capacities (technical and administration) in addressing the employment and livelihoods development challenges faced by Nias communities, governments and other national infrastructure and development providers?
- Were the planned Nias RACBP objectives, means of action and outcomes, including the End of Program Outcomes relevant, coherent and realistic to the situation on the ground?
    - Was the capacity of various project's partners, specifically local governments on Nias Island and GOI institutions at large, taken into account in the project's strategy and means of action? (Including problematic issue of newly formed local government in the Nias Island.)
    - Did the project design adequately plan for an effective participation of local governments on Nias Islands in the management of the project?
- Which risks and assumptions were identified and managed? To what extent have they affected Nias RACBP?
- Were the planned monitoring and evaluation arrangements adequate?
    - How appropriate and useful were the project's monitoring and evaluation framework, including targets and indicators, in assessing the Project's progress?
    - Were the targeted indicator values realistic and can they be tracked?

- Assess the project design in terms of its replicability in other regions /areas.

3.3 Project progress in gender equality and promotion

- Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue equally to men and women?
    - Are the project partners using the outputs? Have they transformed outputs into outcomes?

How far has the RACBP implemented activities/ outputs and how have these been used by LEDP for the economic development? Are they likely to do so during and/or after the completion of Nias RACBP, or do they need additional support?

- Have the project implementation arrangements contributed to enhanced capacity of the Nias RACBP's implementation partners? What are those enhanced capacities? What further arrangements to put in place to ensure these capacities could be further strengthened? What, if any, alternative strategies would have been more effective in achieving the objectives?
- What is the specific progress of the Cultural Heritage Works? Has it been effective?
- Has the project contributed or supported the Nias LEDP economic development aspect? Has it strategically contributed to achieving local economic development outcomes?

3.4 Effectiveness in gender equality and promotion

- Has RACBP made sufficient progress towards its planned objectives and End of Program Outcome?
    - In which areas (geographic, sectoral, issue) does the Project have the greatest achievements? Why is this and what have been the supporting factors?
    - In which areas does the Project have the least achievements? What have been the constraining factors and why?
    - What were the arrangements made by ILO and Nias LEDP/KPDT, jointly and separately, that most support the realization of the programme's goals?
    - What have been the demonstrated synergies among different strategic components?

3.5 Efficiency of resource use

- In what ways have the Nias RACBP and the ILO managed programme resources (funds, human resources, etc.)? Have they been sensitive to different levels of investment required by local governments' existing programmes and newly introduced programmes?
- Have Project funds and activities been delivered by ILO in a timely manner? What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?
- In what way has the Nias RACBP supported the KPDT programme resource and areas of capacity building for accelerated and sustainable development? To what extent have the resources been leveraged to maximize the results?

3.6 Management arrangements including monitoring and evaluation

- Were management capacities and arrangement adequate and did they facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?
    - Did Nias RACBP receive adequate political, technical and administrative support from its national partners, especially local governments at the district level? Did implementing partners provide for effective Project implementation?
    - Did the Project Steering Committee activities contribute to a greater grasp of Programme synchronization between the Nias RACBP along with the Nias LEDP?
    - Did the Local Steering Committee members have a good grasp of the Project strategy? How do they contribute to the success of the Project?
    - Has cooperation with Project partners been efficient?
- How effectively did Nias RACBP management and ILO monitor Project performance and results?
    - Was a monitoring and evaluation system in place and how effective has it been?
    - Have appropriate means of verification for tracking progress, performance and

achievement of indicator values been defined?
    - Has relevant information and data systematically been collected? Was reporting satisfactory? Was data disaggregated by sex (and by other characteristics, if relevant)?
    - Has information being regularly analysed to feed into management decisions?
- Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?
- Has the Project made strategic use of coordination and collaboration with other ILO projects and with other donor's projects in Indonesia/Nias?

3.7 Impact and sustainability

- What have been the impacts of Nias RACBP? Wat are the future likely impacts?
    - What are the emerging impacts of Nias RACBP and the changes that can be causally linked to Nias RACBP interventions?
    - What are the arrangements to measure the project's impact during and at the end of the project? Are these arrangements adequate and will they deliver reliable findings?
    - In how far has Nias RACBP made a contribution to broader, longer-term development impact?
    - What are realistic long-term effects of Nias RACBP on poverty levels and decent work conditions?
- Has the Project (on its own and through its partnership with Nias) identified opportunities for it to be scaled up? If so, how should future Project objectives and strategies be adjusted?
- Has there been an effective and realistic exit strategy for Nias RACBP? Has the Project gradually being handed over to the provincial/local government partners? Are local government and other implementing partners likely to continue the project or carry forward its results?
    - Are local governments and implementing partners able, willing and committed to continue with similar interventions? How effectively has Nias RACBP built national ownership and capacity?
    - Has the Project successfully built or strengthened an enabling environment (laws, policies, technical capacities, people's attitudes, etc.)?

4. MAIN OUTPUTS

The evaluator will draft a short inception report upon the review of the available documents. This inception report should set out the clear evaluation instruments (which include the key questions and data gathering/and analysis methods) and any changes proposed to the methodology or any other issues of importance. The inception report will be approved by the Evaluation Manager.

At the end of the field mission, the evaluator will present the preliminary findings at a stakeholders' workshop. A workshop will be organized by the ILO Jakarta Office to present the preliminary findings to local stakeholders on Nias (held in Gunung Sitoli) and to national stakeholders based in the ILO Jakarta Office (held in Jakarta). The participants will include Governments at all levels, Nias RACBP staff, ILO Jakarta officials, MDF Secretariat representatives, and ILO constituents. In this occasion, the project's stakeholders will have a chance to jointly assess the adequacy of the findings and emerging recommendations as well as recommend areas for further considerations by the Evaluation for the preparation of the Evaluation Report.

The main output will be a final evaluation report. First a draft report will be submitted to the project evaluation manager. Upon integration of comments from the ILO, Government of Indonesia and MDF, which the project evaluation manager will transmit to the lead evaluator, a final report will be again submitted to Ms. De Gobbi. The report should not be longer than 30 pages, excluding annexes. It will contain an executive summary, a section with project achievements to date, findings and recommendations for short and medium term action. The report should be set-up in line with the ILO's 'Quality Checklists 4 and 5' for Evaluation Reports which will be provided to the evaluator. The quality of the final report will be assessed against those EVAL Checklists.

The evaluation summary according to ILO template will also be drafted by the evaluator together with the finalised evaluation report.

5. MANAGEMENT ARRANGEMENTS AND TIME FRAME

The evaluation will be funded from the Nias RACBP budget. The ILO has appointed Ms. Maria Sabrina De Gobbi at ILO headquarters in Geneva as the Project Evaluation Manager. She will be in charge of the selection of the consultants in consultation with ILO's Regional Office in Bangkok and ILO's Office in Jakarta, which is in charge of ILO programmes in Indonesia. These ILO offices will also handle all contractual arrangements with the evaluation team and provide any logistical and other assistance as may be required.

The evaluation team reports to the evaluation manager, Ms De Gobbi. The team leader (or evaluator) is an international consultant selected through a competitive process from a list of available and qualified consultants. A national consultant chosen from a list of qualified consultants will assist the team leader.

The international consultant will lead the evaluation and will be responsible for delivering the above evaluation outputs using a combination of methods as mentioned above. The national consultant provides support to the team leader particularly during the evaluation mission as requested by the team leader.

Specific tasks of the national consultant are as follows:

- To review relevant project documents
- To provide support to the International consultant throughout the evaluation process particularly during the evaluation mission. This includes assisting in local language translation where necessary
- To jointly facilitate the stakeholders workshop with the team leader
- To contribute to the draft and finalization of the evaluation report to be written by the International consultant

SECTION / QUALIFICATION OF EVALUATION

- One independent international evaluation specialist with a relevant degree. He/she should have a proven track record in the evaluation of similar complex projects, experience with country situations similar to that of Indonesia and with arrangements as used in the set-up of Nias RACBP. Experience in the employment field will be an advantage.
- One national consultant with a degree in civil engineering and knowledge of Aceh-Nias Reconstruction programme local institutions and government structures, also at local level and a good understanding of the socio-economic environment and situation in Nias. Familiarity with

employment creation and poverty reduction schemes in rural areas will be a distinct advantage. About one third of the project's construction funds are spent on trail suspension bridges. Familiarity with this particular field of civil engineering is an added advantage.

The project primarily operates in areas that are not accessible even by 4-WD vehicles and only means of transport are mostly either by motorbike or on foot. Both consultants must therefore have an excellent physical fitness. The national consultant shall possess a valid international motorbike driving license.

Depending on the evaluation team, translators may be recruited to assist in interviewing community members.

Stakeholders' role: All stakeholders in Indonesia particularly the project teams, ILO CO-Jakarta, DWT/CO-Bangkok, ILO technical unit at HQ, and donor will be consulted and will have opportunities to provided inputs to the TOR and draft final evaluation report.

The tasks of the Project: The Nias RACBP project management in Nias will provide logistic support to the evaluation team and will prepare a more detailed evaluation mission agenda. Also the project needs to ensure that all relevant documentations are up to date and easily accessible by the evaluation team.

Time frame and responsibilities

Task	Responsible person	Time frame
Preparation of the TOR –draft1	DWT/CO-Bangkok specialist/ Evaluation Manager	June 2012
Preparation of list of stakeholders with E-mail addresses	Jakarta technical officer	30 July 2012
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	1-10 August 2012
Finalization of the TOR	Evaluation Manager	10-15 August 2012
Approval of the TOR	ROAP	15 August 2012
Selection of consultant and finalisation	Evaluation Manager/ ROAP/ EVAL	August 2012
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Jakarta technical officer with National Program Manager	September 2012
Ex-col contract based on the TOR prepared/signed	CTA /ILO Director, CO-Jakarta	20 August 2012

Task	Responsible person	Time frame
Brief evaluators on ILO evaluation policy	Evaluation Manager	20-28 August 2012
Evaluation Mission	Evaluators	October/November
Inception report submitted to Evaluation Manager	Evaluators	15 September
Stakeholders consultation workshop	Evaluators/ project management	November
Drafting of evaluation report and submitting it to the Evaluation Manager	Evaluators	15 November
Sharing the draft report to all concerned for comments	Evaluation Manager	15-30 November
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	1 December
Finalisation of the report and submission to Evaluation Manager	Evaluator	15 December
Review of the final report	Evaluation Manager/ROAP evaluation officer	15-20 December
Submission of the final report to EVAL	evaluation manager	20 December 2012
Approval of the final evaluation report	EVAL	31 December 2012

The evaluation is estimated at the total of 40 workdays for the evaluation team leader, and at 40 days for the national evaluator as indicated below:

September-October 2012 (5 days)	Desk review of documents. Preparation time off-site, ILO Jakarta will provide extensive background materials. Inception report
October-November 2012 (23 days)	Evaluation Field Missions (18 days) Field work in Nias. ILO and Nias RACBP staff would arrange a proposed programme of meetings that the consultants could amend to suit their needs. Visits to the districts would be arranged and facilitated by Nias RACBP staff. Meetings with MDF, with the Government at all levels, LEDP and social and implementing partners will be arranged so that the consultants could have a

	better understanding of the perspectives of the key stakeholders. 1.1.1 Review and presentation of the preliminary findings (3 days) The evaluation team will review its findings and prepare the presentation of the preliminary findings, including verification of the findings with the Nias RACBP team. End-of-evaluation mission stakeholder workshop and debriefing (2 days) Presentation of the preliminary findings and facilitate discussions about the findings. The workshop will take place. The timing still needs to be determined.
November/December 2012 (10 days)	Produce a draft report for submission to the evaluation manager. Receive comments from evaluation manager and finalise the report. Submit evaluation summary.

6. RESOURCES REQUIRED

The following resources are required from the projects:

- Cost of External International Evaluator (Fee+ travelling expenses)
- Cost of National Evaluator (Fee+ travelling expenses)
- Cost of local transportation in the field
- Stakeholders' workshop

ANNEX 2: Program for Final Evaluation Team in Nias

Date	Weekday	Time	Activity	Place / Structure type	Focal point	To be present
Oct. 28	Sunday	xxxx	Arrival of consultant	Medan		
			Dinner	Hotel Aryaduta	WI	KP, KT, VD
Oct. 29	Monday		Briefing meetings on :	Hotel Aryaduta		
		09:00-09:30	• Project overview		WI	
		09:30-10:15	• Road and Trail Works		PS/SA	
		10:15-11:00	• Bridge Works		NP	
		11:00-11:10	• Tea break		-	
		11:15-12:00	• Contracting/Admin. Reporting		VD/VG/WI	
		12:00-12:45	• Training & Capacity Building		EL	
		12:45-14:00	Lunch		-	
		14:00-15:00	• Cultural Heritage & WSBV		JD	
		15:00-17:30	Document review		VD/JT	
Oct. 30	Tuesday	07:00-08:00	Flight Medan - Nias		JH	
		08:00-13:00	Travel from Nias airport to Teluk Dalam in Nias Selatan with visits to ongoing or completed work sites:		PS	JD, PS, ME
			• Idanowa Steel Truss Bridge	28 m; gabion	NP	
			• Mejaya Suspension Bridge	65 m; final w.	NP	
			• Hilizorilawa-Lawindra trail	0.3 km compl.	PS	ME
		13:00-14:30	Lunch and hotel check-in		ME	
		14:30-17:30	Travel to Hilimondregeraya Village and site visits:		JD	
			• Fadoa Riv.- Hilimondregeraya	1.8 km road	PS	ME

			• Fadoa Riv.- Hilimondregeraya • House rehabilitation Conclusions of first day site visit and opportunity for (very slow) e-mail access	Road maint.? Cluster Office TD	PS JD PS/ME	ME, AD
Oct. 31	Wednes-day	08:30-13:00 13:00-14:00 14:00-16:00	Travel to Bawomataluo Traditional Village and site visits: • WSBV, Spring box, reservoirs, pipe works, tanks etc. • House and hall rehabilitation • Lanu STB and trail works Lunch Meeting local stakeholder Nias Se.	 Water supply & trail works STB 32 m Teluk Dalam	 JD JD ME ME VD/ME	 WW, GU, TI, ME, NH PS, JD
Nov. 1	Thursday	07:30-18:30	Travel Teluk Dalam to Gunungsitoli with visits to ongoing or completed work sites: • Jalan Propinsi - Dusun IV Hili. • [4]Soto'o - SD Soto'o 1 • [5]Togizita - Tuhoowo I & II • Samiri suspension bridge • Lunch (NP to carry from GNS) • Oyo Suspension bridge • Moro I & II (optional if in time) Hotel check-in	 0.5 km road 1.9 km road 1.8+0.9 km r&t 45 m final w. ...Lunchboxes 134 m compl. 3 bridges/trails Miga Beach	PS PS PS PS NP JH NP NP JH	 ME ME ME PS PS, LB, JB PS, LB, JB
Nov. 2	Friday	08:00-17:00	Meeting local stakeholders in GNS rest of day report writing		VD VD/JT	

[4] Ensure site is accessible by sending site supervisor in advance to site. If access road is blocked, the site supervisor should return to main road junction and in form the mission to proceed to next site directly without any loss of time

[5] Enter site from Lolowau, send cars back to Lolowau and re-enter site from Togizita side. Use time of ca. 1 hour for interviews with community members and packed lunch on site

Nov. 3	Saturday	08:00-17:00 20:00-22:00	Report writing Dinner	 Miga Beach	VD/JT	
Nov. 4	Sunday		Free		VD/JT	
Nov. 5	Monday	08:00-17:00	Site visits to Cluster North and meeting with Museum		EL/JD	SA, AH, Kiki
Nov. 6	Tuesday	08:00-13:00	Workshop with stakeholder representatives and project staff rest of day report writing	Hotel Soliga	VD/JT/WI VD/JT	
Nov. 7	Wednes-day	09:00-11:00 13:00-20:00	Final meeting with Project Management Team Travel Nias –Medan-Jakarta		VD/WI JH	VD, PS, EL, JD, JT
Nov. 8	Thursday	07:30	Start of mission program Jakarta		RE	

KP = Krishna Pribadi

KT = Kaj Thorndahl

AA = Aidil Azhari

AD = Albert Dachi

EL = Enardson Layang

GU= Gunawan

JD = Jamil Djonie

JH = Jeanne Hutabarat

AH = Agus Harefa

JT = Jane Tournee

LB = Lazuardi Buana

ME = Mohammad Effendi

NP = Nagasakti Perangin-angin

PS = Praful Soni

SA = Sahrial

TI = Timothy

WI = Walter Illi

WW=Waspada Wau

VD = Vanda Day

VG=Vera Gea

RE = Riska Efriyanti

EA= Emma Allen

CM= Chandra Manalu

HL = Hans Lokollo

Program for Final Evaluation Team in JAKARTA

Date	Weekday	Time	Activity	Place / Structure type	Focal point	To be present
Nov. 8	Thursday	08:30-10:00	• Briefing meeting with ILO Director, Peter van Rooij.	ILO JKT Office	EA	
		10:00	Leave to MDF Office			
		11:00 12:30	• Meeting with MDF Team Shamima Khan – Manager MDF Shaun Parker – MDF official	MDF Office	RE	
		12:45-14:00	Lunch			
		14:00-15:30	• Meeting with Dr. Sprayoga Hadi – Deputy Minister for Development of Disadvantaged Areas (He was the Director of Bappenas overseeing the concerted tsunami and earthquake response program for Aceh & Nias - from 2004 till 2011)	KPDT Office	RE	
Nov. 9	Friday					
		08:30-10:00	• Meeting with Dr. Rusnadi Padjung (Deputy Assistant for Investment). Mr. Pandjung oversees the implementation of LEDP and RACBP in the KPDT as the respected line/responsible ministry.	KPDT Office	RE	
Nov. 10	Saturday		Report writing			
Nov. 11	Sunday		Free			

Nov. 12	Monday	09:00-17:00	MDF Closing Ceremony and Exhibition	Pullman Hotel, Central Park, Jakarta	RE	
Nov. 13	Tuesday	09.00–10.00 11:00-12:30 16.00-18.30	Road Aceh Project closing workshop – lesson learnt Meeting with Bappenas (National Planning Board). Bappenas is chairing the Project Steering Committee at national level. Official from Bappenas: Mr. Hermani Wahab – Principal Planner. He also serves as coordinator for Aceh Nias Continuing Reconstruction effort. Debriefing meeting with Evaluators	Borobudur Hotel Borobudur Hotel ILO JKT Office	RE RE EA	
Nov. 14	Wed	09:00-12.00	Meeting with Riska Efriyanti, RACBP reporting officer and Vanda Day, Deputy TL	ILO JKT Office	RE	
		16:00	Leave to the airport		Waty	Kaj

ANNEX 3: LIST OF PERSONS MET DURING RACBP FINAL- EVALUATION

District : South Nias				
No	**Name**	**Position**	**Organization**	**Date of Interview**
1	Drs. F. S. Fau (M)	Head	Culture and Tourism Office	31/10/2012
2	Pikiran Nehe (M)	Chief	Cultural Section, Culture and Tourism Office	31/10/2012
3	Hejisokhi Manao(M)	Chairperson	Community Contractor for Reservoirs, pump house & guard house of Water Supply for Bawomataluo Village	31/10/2012
4	Nasowanolo Loi, S.Pd (M)	Secretary	Pubic Work Dept.	31/10/2012
5	Megawati Harita (F)	Treasurer	TPK/Community Contractor for Hilimondregeraya district road	30/10/2012
6	Waspada Antonius Dakhi (M)	Director	CV Tunas Jaya, Contractor for Soto'o 01 Cold Mix	1/11/2012
7	Tolona Ndruhu (M)	Chairperson	TPK/Community contractor, Togizita 01 road	1/11/2012
8	Teoni Laia (M)	Chairperson / Secretary	TPK/Community contractor Toho'owo	1/11/2012
9	Martinus Bololo (M)		TPK/Community contractor Toho'owo baby bridge	1/11/2012
District : North Nias				
1	Desnirawati (F)	Chairperson	TPK/Community contractor link Sisarahili Sifahandro, Sawo subdistrict	5/11/2012
2	Metiaro Zendrato (M)		TPK/Community contractor link Sisarahili Sifahandro, Sawo subdistrict	5/11/2012

3	Ama Dewi Zega (M)	Rubber farmer	Sisarahili village	5/11/2012
4	Khidir Aceh (M)	Village Head	Sisarahili village	5/11/2012
District : West Nias				
1	Fetero Il Lahagu (M)	Chairperson	TPK/Community contractor Lahagu, North Mandrehe motorbike trail	1/11/2012
District : Nias				
1	Mr Agustinus Zega,	Head	Bappeda	2/11/2012
2	Mr Bernard Nazara,	Div. Head	Infrastructure Div., BAPPEDA	2/11/2012
	Mr Mazdan Ali	Head	Public Work Department	2/11/2012
Municipality of Gunung Sitoli				
1 2 3 4 5	Mr Kurnia Zebua, of Mr Ambelius Nazara, Mr Nur Kemala Gulo Mr Arham Duski Hia Mr Agusniatman Hulu	Assistant Head Head Secretary Staff	Municipality Secretary Public Work Department, BAPPEDA BAPPEDA Tourism Office	2/11/2012
6	Mr Nata'alui Duha,	Deputy Director	Museum Pusaka Nias,	5/11/2012
Jakarta				
1 2	Mr Peter van Rooij Ms Emma Allen	Director Official	ILO Jakarta Office ILO Jakarta Office	7/11/2012
3 4	Ms Shamima Khan Mr Shaun Parker	Manager Official	MDF MDF	7/11/2012

5	Dr Suprayoga Hadi	Deputy Minister	Development of Disadvantaged Areas, KPDT	7/11/2012
6	Dr Rusnadi Padjung	Deputy Assistant	Infrastructure Investment, KPDT	8/11/ 2012
7	Mr Hermani Wahab	Staff	Directorate of Special Zones and Disadvantaged Region, Bappenas	13/11/2012

List of Participants at the Nias Debriefing Meeting in Gunung Sitoli (6 November 2012

1. Sokhi'ard Zebua (M) , Head of Sub-district, Alasa
2. Dominiria Hulu (F), WVI
3. Seventyn A. Zai (F), WVI
4. Tohuzaro Harefa (M), Head of Subdistrict, Hiliduho
5. Pikiran Nehe (M), Head of Cultural Section, South Nias Sub-district
6. Liberty G. Fau (M), Cultural and Tourism Office, South Nias
7. Lidali Telaumbanua (M), PW Department, Gunung Sitoli
8. Tolanaso Gea(M) , Head of Sub-district, Sitolu Ori, North Nias
9. Bazisokhi Hulu (M), Division Head of Physical and Infrastructure, BAPPEDA, District of North Nias
10. Ir Antonius Dochi (M) , Director, CV Tunas Jaya Contractor
11. Arozatulo Maduwo (M), Secretary of Subdistrict Mazino\
12. Ramaeu Zebua(M), Subdistrict of West Mandrehe
13. Yuslukman EH(M), Head of Subdistrict Sawo, North Nias
14. Temazero Gea(M), Head of Subdistrict Namohalu, South Nias
15. Happy Harefa (F), Director of Holianaa (NGO)
16. Imanluddin Lahagu (M), Subdistriict of North Mandrehe
17. Jane Tournee (F), ILO Consultant
18. Nagasakti P (M), RACBP Bridge Engineer
19. Verena Eity (F), RACBP Staff
20. Donbosco Satrio (M), RACBP Staff
21. Faboroosa Gea, SH, (M) , Office of Sport, Cultural and Tourism, Nias District
22. Ir. Syahdin (M), PNPM, Nias District
23. Nata'alui Duha (M), Deputy Director of Museum Pusaka Nias
24. Munawar (M), Office of Sport, Cultural and Tourism, Nias District
25. Go'oziduhu Tel., AMd, (M), Divison Head, Infrastructure, BAPPEDA, Gunung Sitoli
26. Pintar Zebua S Pd.(M) , Head of Tourism Office, Gunung Sitoli
27. Jamil Djonie(M), , RACBP Culutral Heritage
28. Vera Gea (F), RACBP Staff
29. Aries (M), RACBP Staff
30. Fad'aro Gea (M), Education Department, North Nias District
31. Mazdan A (M), Head of Department of Public Work, Nias District
32. Bernard Nazara (M), Head of Infrastructure Division, BAPPEDA of Nias District
33. Agusniatman Hulu (M), Staff, Tourism Office, Gunung Sitoli
34. Ataambowo (M) , RACBP Staff

35. Moh. Effebdi (M), RACBP South Cluster Engineer
36. Vanda Day (F), RACBP Deputy Project Manager
37. Jeanne Hutabarat (F), RACBP Staff
38. Sophia Yanera Zebua (F), RACBP Staff
39. Salmon F. (M), RACBP Staff
40. Ekariyanti Lase (F), RACBP Staff
41. Krishna S Pribadi (M), Evaluator, National Consultant
42. Jarisman Tel (M), Trainee
43. Juliman Jaya Lase (M), Trainee
44. Praful Soni (M), RACBP Engineering Section
45. Franky P (M) , RACBP Contract Admin.
46. Kaj Thorndahl (M), Evaluator, International Consultant
47. Enardson L (M), RACBP Training and Capacity Building Section
48. Maria Halawa (F), RACBP Staff (FA)
49. Walter Illi (M) , RACBP CTA

List of participants on final debriefing at ILO Jakarta Office 13 November 2012

1. Nuzlan Musfi Hia - PU Nias Kasi DPT/BOI
2. Vanda Day - ILO - Nias RACBP
3. Peter van Rooij - ILO Director
4. Hans Lokollo - ILO Program Advisor
5. Terje Tessem - ILO Chief , EMP/INVEST
6. Walter Illi - ILO Nias RACBP - CTA/Team Leader
7. Chris Donnges - ILO EIIP Bangkok
8. Kaj Thorndahl - Consultant
9. Khrisna Pribadi - Consultant
10 Riska Efriyanti - ILO Nias RACBP
11. Erik Lyby - ILO Consultant
12. Emma Allen - ILO EIIP Jakarta

Annex 4: Physical Outputs: Targets and Achievements (Source: RACBP)

Output as per PRD 2		Targets				Preparation stage			Construction stage			Summary	
(1)		*(2)*	*(3)*	*(4)*	*(5)*	*(6)*	*(7)*	*(8)*	*(9)*	*(10)*	*(11)*	*(12)*	*(13)*
(Code as per Frame Work)	**For full output description please see Results Framework PRD 2**	**(Unit)**	**(Targrets as per PRD 1)**	**(Changes as per PRD 2)**	**(Current targets this QRP)**	**(Identified, assesed and feasible)**	**(Under bidding / CC preparation)**	**(Contract signed (PC or CC))**	**(Under construction)**	**(Substantially Completed)**	**(Handed Over)**	**(Total preparation stage)**	**(Total construction stage)**
1.1	**Light trafficked "all weather roads"**	km	15	7	22.0			21.4	6.0	7.2	8.2	21.4	21.4
1.2	**"All-weather" motobike trails**	km	85	-32	53.0			47.2	16.9	15.1	15.2	47.2	47.2
Total target for output 1.1 and output 1.2		km	100	-25	75.0			68.6	22.9	22.3	23.4	68.6	68.6
	in % of PRD 2 target	*%*			*100 %*			*91%*	*31%*	*30%*	*31%*	*91%*	*91%*
1.3	**Bridges and crossings constructed (acc. span)**	m	1,100	120	1,220			1,942	1,076	866		1,942	1,942
	in % of PRD 2 target	*%*			*100 %*			*159 %*	*88%*	*71%*		*159 %*	*159 %*
1.4	**Routine maintenance of Roads and Trails**	km	100	-65	35								
	in % of PRD 2 target	*%*			*100 %*								
1.5 a)	**Routine maintenance of bridges etc**	No.	25	-6	19								
	in % of PRD 2 target	*%*			*100 %*								
1.5 b)	**Rehabilitation of existing bridges**	m		180	94			94	16	78		94	94
	in % of PRD 2 target	*%*			*100 %*			*100 %*	*17%*	*83%*		*100 %*	*100 %*
1.6	**Preparation and updating of RTI maps**	No.	8	1	9		1	8		8		9	8
	in % of PRD 2 target	*%*			*100 %*		*11%*	*89%*		*89%*		*100 %*	*89%*

Annex 5: Distribution of Roads and Trails in Districts

	Roads (km)	Trails (km)
North Nias District	8.1	20.7
Nias District	1.5	6.2
Gunung Sitoli City		5.7
West Nias District	0.1	4.6
South Nias District	11.7	10.6
	21.4	47.8

(Source: RACBP)

Annex 6 : Status of bridge works per October 2012

	Total length (m)	Under construction (m)	Substantially completed (m)
Bridge construction	1941.5 (73 units)	1076 (32 units)	865.5 (41 units)
Bridge repair	94 (7 units)	16 (1 unit)	78 (6 units)
Total	2035.5 (80 units	1092 (33 units)	944 (47 units)

(Source : summarized from RACBP : Bridge Progress, Outstanding Works and Financial Status as of October 2012)

ANNEX 7: Cultural Heritage, progress Q III, 2012. Source : RACBP

Output as per PRD 2		Targets				Preparation stage			Construction stage			Summary	
(1)		*(2)*	*(3)*	*(4)*	*(5)*	*(6)*	*(7)*	*(8)*	*(9)*	*(10)*	*(11)*	*(12)*	*(13)*
Total preparation stage	**Total construction stage**	**Unit**	**Targrets as per PRD 1**	**Changes as per PRD 2**	**Current targets this QRP**	**Identified, assesed and feasible**	**Under bidding / CC preparation**	**Contract signed (PC or CC)**	**Under construction**	**Substantially Completed**	**Handed Over**		
1.7.1 a)	**Rehabilitation of traditional houses**	No.	35	100	135			141	48	40	52	141	140
	in % of PRD 2 target	*%*			*100%*			*104%*	*36%*	*30%*	*39%*	*104%*	*104%*
1.7.1 b)	**Rehabilitation of megalith sites**	No.	12	-8	4			5	1		4	5	5
	in % of PRD 2 target	*%*			*100%*			*125%*	*25%*		*100 %*	*125%*	*125%*
1.7.2	**Rehabilitation of public institutions**	No.	1		1			1			1	1	1
	in % of PRD 2 target	*%*			*100%*			*100%*			*100 %*	*100%*	*100%*
1.8	**Water Supply Bawomataluo Village (WSBV):**												
a)	**Access trail** (also under 1.2)	No.		1	1			1	1			1	1
	in % of PRD 2 target	*%*			*100%*			*100%*	*100%*			*100%*	*100%*
b)	**Spring boxes**	No.		2	2			2		2		2	2
	in % of PRD 2 target	*%*			*100%*			*100%*		*100 %*		*100%*	*100%*
c)	**Reservoirs and tanks**	No.		10	10			10	6	4		10	10
	in % of PRD 2 target	*%*			*100%*			*100%*	*60%*	*40%*		*100%*	*100%*
d)	**Pipelines**	m		4,000	4000				1,343	600			1,943
	in % of PRD 2 target	*%*			*100%*				*34%*	*15%*			*49%*
e)	**Pump station**	No.		1	1			1	0			1	0
	in % of PRD 2 target	*%*			*100%*			*100%*	*5%*			*100%*	*5%*

Annex 8: The average costs of roads and trails

ROADS	CM	CET	TELFORD	Total km
km	13.8	5.3	0.9	20
cost km /	855,750,000	733,500,000	407,500,000	
TRAILS	CM	CET	IMPROVED TELFORD	Total km
km	17.8	25.1	2	45
cost/km	547,200,000	451,200,000	336,000,000	

Note : . The actual costs for individual sub-projects vary by plus or minus 20%. Source: (RACBP)

ANNEX 9: RACBP Project staff list record from January 2010.

Office	Nias		Jakarta		Total
	Male	Female	Male	Female	
January 2010	11	3	-	1	15
July 2010	30	7	-	2	39
September 2011	43	8	-	3	54
August 2012	52	8	-	3	63

Note: between October - June 2010 6 staffs worked for
both UNDP-ILO Road Project and RACBP as it was a transition from closing the UNDP-ILO Road Project and starting up the RACBP.

ANNEX 10: Education and Health Figures (2011)

	Population	Schools *	School Children*	Health Facilities
North Nias	127.244	230	39.179	52
Nias	131.377	195	41.314	10
Gunung Sitoli	126.202	103	19.598	23
South Nias	292.417	344	63.054	171
West Nias	81.807	154	26.140	50
Total	759.047	1026	189.285	306

*Schools elementary and secondary only. (Source: Nias in Figures 2012, South Nias in Figures 2012, North Nias in Figures 2012, Gunung Sitoli in Figures 2012, West Nias in Figures 2012)

ANNEX 11: Use of Contractors by RACBP- Community or Private

A: Increase in the use of Community contracts in Nias-RACBP

Year	No. of Contracts	% of total contracts	Contract value per year	% of Total value for CC	Completed	On-going / almost complete	Cancelled before start	No. Failed	% Failed
2010	21	23	841.770.000	11	17	0	0	4	19%
2011	23	25	1.638.146.428	21	23	2	2	0	0%
2012	47	52	5.243.434.880	68	22	20	4	1	2%
Total	91	100	7.723.351.308	100	62	22	6	5	5%

B : Performance of Private Contractors

Batch of Private Contractors (year)	Number of Private Contractors by Cluster	Contract value per year[B]	% of Total value for PC	Performance of Private Contractors			
				Group A	Group C	Group D	Group C
				Completed Work with some delays and Project Assistance	Completed Work with Considerable Delays and Project Assistance	Not Performed, Long Delays and Terminated	% Failed per year
Batch 1 Contractors (2010)[A]	18	10.216.578.366	41%	3	5	10	56%
Batch 2 Contractors (2011)	12	8.135.510.945	33%	4	4	4	33%
Batch 3 Contractors (2012)	10	6.302.993.904	26%	6	2	2	20%
	40	24.655.083.215	100%	13	11	16	40%

Notes:

A One of the batch 1 contracts was actually awarded at the beginning of 2011 and is included under 2011 in the table

B This includes the costs for cancelled contracts and failed contracts
The contractor's costs include all materials and costs except bitumen
The Community contracts are for labour and local materials only. All other inputs are provided by the project.

Annex 12: LIST OF DOCUMENTS CONSULTED

No.	Documents	Remarks
1	The RACBP Project Appraisal Documentss - 1, 2 and 3	
2	The RACBP Quarterly reports for 2011 and 2012	
3	The RACBP Mid Term Evaluation	2011
4	The RACBP Initial concept note for Trail Bridge Construction	February, 20111
5	RACBP Updated Training Needs Assessment and Training Strategy	
6	Minutes of the RACBP Steering Committee Meetings	
7	Documents related to the water supply component of RACBP - appraisal and monthly reports	
8	Documents related to the cultural heritage component of RACBP : Assessment reports, Implementation agreement, Annexes to the agreement, reports	
9	RACBP baseline study	
10	Nias LEDP Project Appraisal Document	
11	Engineering Consultancy Report, David Stiedl	March/April 2012
12	Technical Monitoring of Nias RACBP, Mission Report, David Stiedl	September 2012
13	KPDT Strategic Plan 2010-2014	Power Point, August 2009
14	Comparative costs and benefits of local resource-based approach to rural road development, Synopsis of findings from Aceh	CT 174, ILO 2010
15	Indonesia Decent Work Country Programme,	ILO, 2012
16	Laporan Pemantauan Pelaksanaan dan Pengakhiran Rekonstruksi Aceh Nias 2010-2012, Draft (Report on the monitoring of implementation and Closing of Aceh Reconstruction 2010-2012)	Bappenas 2012
17	United Nations Partnership for Development Framework Indonesia 2011-2015, UN & Ministry of National Development Planning	GoI and UN, 2012
18	Rencana Pembangunan Jangka Menengah Daerah Propinsi Sumatera Utara 2009-2013, (North Sumatera Midterm Development Plan 2009-2013)	BAPPEDA Sumatera Utara, 2009