

Final Report

Mid-Term Review Evaluation of

Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in Aceh and Nias, Phase II

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Executive Summary

Mid-Term Review

Project Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected Districts in Aceh and Nias - Phase II

Project's Background

The ILO applied a local-resource based approach in infrastructure works in Aceh and Nias since 2005 in support of the Master Plan of Reconstruction and Recovery Aceh and Nias. This has led to the development of a full-fledged project on capacity building on local resources-based road works for local governments and contractors (LRB), which received an initial funding of USD 6.42 million from the Multi-Donor Fund for Aceh and North Sumatra (MDFANS) for implementation during 2006 first quarter 2008. The project was later extended to phase II for an additional 18 months and the project budget was increased by USD 5,38 million. ILO is responsible for implementing the project, while UNDP is a partner agency and responsible for project monitoring, evaluation and reporting to the World Bank which is the trustee of the MDFANS.

The project's budget for phases I and II are administered off budget off treasury. Phase II had an actual start in October 2008. Currently, the project phase II extension to September 2010 is under review for approval by the MDFANS. The project is located in 4 districts: in Aceh (district Pidie and Bireuen) and in Nias Island (Nias and Nias Selatan). During phase II the project emphasizes strengthening the capacity building of local governments in effective application of the LRB approach. This includes strengthening of the contracting system, supervision of construction/rehabilitation to ensure cost-effective investments and quality rehabilitated road, developing maintenance procedures and practices of rural roads. Project phase II activities extend to enhancing the capacity of other rural infrastructure providers specifically small scale contractors, the consultants of KDP/PNPM, and local communities. Based on the lessons learned in Phase I, the current phase II continues the introduction of alternative road pavement methods using cold asphalt, which are more environmental friendly and safer for the health of the workers. The LRB approach makes optimal the use of local materials and workers as well as promoting the participation of women in the planning, rehabilitation and maintenance of rural infrastructure works.

Evaluation objectives, time frame and methodology

After 12 months of phase II implementation and according to the project monitoring framework, UNDP has commissioned an independent mid-term review (MTR). The objective of the evaluation is to review the project progress and challenges and to provide recommendation for necessary adjustment. The evaluation took place in November 2009 for 1 month working duration. It used a comprehensive approach, including desk review, observation, interviews and focused group discussions. All 4 districts were visited for collecting primary data. The evaluation focuses its examination on phase II's design relevance, effectiveness and efficiency of the implementation, the sustainability and impacts.

Project progress

The LRB capacity building project is also an infrastructure project, through which capacity building of local government, local contractors and communities are carried out. There are 2 elements of road infrastructure works in this project: road rehabilitation and routine maintenance works. The funding sources of these infrastructure road works come from the project and the local government and other organizations. The table below shows the project achievement of road rehabilitation and routine maintenance works as of September 30, 2009 based on the revised target. The target was revised due to the change of BRR's budget plan on infrastructure in Nias and Aceh, notably the cancellation of bridge works

previously planned to be carried out by the project, but later undertaken by BRR. The project then allocated the bridge construction fund to additional road targets in Aceh and Nias

Table 4.2 Project achievement on road infrastructure works based on its funding sources as per September 30, 2009

Road infrastructure works and its funding sources	Revised target (km)	Project achievement			Estimated date of completion
		Completed (kms,%)	On going project (kms, %)	Under bidding (kms,%)	
Rehabilitated road funded by project	58.6	20.8 (35%)	19.9 (34%)	17.9 (31%)	July 2010
Rehabilitated road funded by government in Bireuen and Pidie	20	- 0%	20 (100%)	0 (0%)	January 2010
Roads financed by other organization in Nias and Nias Selatan	20.4	3.5 (17%)	16.9 (83%)	0	January 2010
Routine road maintenance funded by project	95.8	61.5 (64%)	1.3 (1%)	33 (34%)	July 2010

The quality of the physical road works has met standard specifications and received compliments from the provincial and district government and contractors. As per 30 September 2009, all of the government funded rehabilitation works in Bireuen and Pidie have not yet completed. The late disbursement of government budget has led to the late start of road works funded by government. Through road rehabilitation and maintenance works the project provides capacity building to local government and contractors through an on-the-job strategy. As of September 2009, there were 65 managers, 41 supervisors and 48 supervisors from districts DBMCK have been trained. The worker days, excluding irrigation works, is amounted to 106,907 with 69% male and 30% female participation.

Relevancy, effectiveness, efficiency and sustainability

The project design remains relevant in the existing condition. In phase II, the project intends to integrate critical aspects of the LRB approach into the government rural infrastructure programmes and investments with the aim to build better roads and promote asset management. To this purpose a strategy of in-house training facility has been set up for Bireuen and Pidie by the project.

The logical framework of the project is clear, but the indicators were heavy tangible rather intangible, it is missing process-based indicators, which measures facilitation of the project to local government in making the decision.

The training was carried out effectively with the essential contribution of on-the-job- training to further contribute to the quality of the road works. The routine road maintenance training to KDP/PNPM has showed the good result. The plan of KDP to conduct a further training on the road maintenance to their consultants by their own funds increases the sustainability of the training's output. Nevertheless, the sustainability of the LRB training particularly in district of Bireun and Pidie is depending on the commitment of district government to establish

training unit under DBMCK as agreed in the Memorandum of Agreement. The LRB is principally possible to be implemented in the government road works system, but the reinforcement of this approach becomes difficult due to the lack of sufficient number of skilled government officials and the will particularly of the decision makers on the LRB approach.

Related to project management, the project management has been carried out efficiently, among others as it shows a total increase in the target: from 153 kms to 194 kms for roads to be rehabilitated and maintained with project's technical assistance.

Conclusion and recommendations.

The overall design are still relevant to the current situation. The involvement of the Ministry of Manpower and provincial DBMCK has positive influence to monitoring and evaluation as well as increasing the ownership. The capacity building of contractors and government staff training has been also successfully implemented.

Key influences factors to the success of capacity building achievement are the understanding of the decision makers on the LRB approach and its benefit to the development and comprehensive assessment on the institutional aspect of LRB capacity building. Lessons learned are that the short life time of the project making difficult to create a genuine capacity building particularly related to policy. Key recommendations for immediate application are: (1) develop process-based indicators of capacity building target, (2) build closer coordination with BAPPEDA to enhance the chance of the government budget allocation on road maintenance and training and (3) update and manage the project's risk log.

The project has submitted a concept note to BAPPENAS for further funding by the MDFANS for a third phase to continue capacity building of Aceh local governments in Aceh. The evaluation recommends: (1) developing a strategy of the next phase based on a comprehensive study on the institutional aspect of LRB's capacity building include national, provincial and district level, (2) use of a comprehensive capacity building approach including institutionalization of LRB to government system and (3) making optimal the complementary function of the national, provincial and district level in to support the capacity building to local governments.

Ringkasan Eksekutif

Evaluasi Paruh Waktu Proyek Menciptakan Lapangan Kerja: Pengembangan Kapasitas Pembangunan Jalan Berbasis Sumber Daya Lokal pada Kabupaten Terpilih di Aceh dan Nias Fase II

Latar Belakang Proyek

ILO telah menerapkan pendekatan berbasis sumberdaya lokal dalam pekerjaan infrastruktur di Aceh dan Nias sejak 2005 dalam rangka mendukung Rencana Induk Rekonstruksi dan Pemulihan Aceh dan Nias. Kegiatan ini mengawali terbentuknya proyek pengembangan kapasitas pembangunan jalan berbasis sumber daya lokal (LRB) fase I untuk pemerintah daerah dan kontraktor. Dukungan dana proyek diperoleh dari Multi Donor Fund untuk Aceh dan Sumatra Utara (MDFANS) dengan total biaya sebesar 6.42 juta USD untuk implementasi sejak 2006 sampai kuartal pertama 2008. Proyek ini pada akhirnya diperpanjang ke fase II dengan tambahan waktu 18 bulan dan tambahan anggaran proyek 5,38 USD. ILO bertanggung jawab sebagai pelaksana proyek, sedangkan UNDP sebagai organisasi mitra bertanggung jawab dalam monitoring proyek, evaluasi dan pelaporan kepada World Bank yang berperan sebagai wali amanah MDFANS.

Proyek fase II seperti juga fase sebelumnya diadministrasikan secara *off budget off treasury*, dengan awal pelaksanaan pada bulan Oktober 2008. Perpanjangan pelaksanaan fase II sampai bulan September 2010 sedang dalam proses persetujuan MDFANS. Lokasi proyek berada di 4 kabupaten yaitu di Aceh (kab. Pidie dan Bireuen dan pulau Nias (kab. Nias dan Nias Selatan). Selama fase II, proyek LRB memberi penekanan pada peningkatan kapasitas pemerintah daerah dalam penerapan pendekatan LRB yang efektif. Hal ini mencakup perbaikan sistem kontrak, supervisi pembangunan/rehabilitasi untuk memastikan investasi yang efektif dari sisi biaya dan kualitas pekerjaan dan mengembangkan prosedur pemeliharaan dan prakteknya. Kegiatan proyek fase II ditujukan pada peningkatan kapasitas kontraktor lokal kecil dan menengah, konsultan KDP/PNPM dan masyarakat. Berdasarkan pembelajaran fase I, pada fase II akan melanjutkan pengenalan metode aspal dingin dalam rehabilitasi jalan yang dipandang lebih ramah lingkungan dan aman bagi pekerja. Pendekatan LRB mengutamakan penggunaan bahan dan materi dan pekerja dari daerah setempat, serta mendorong keterlibatan perempuan dalam perencanaan, rehabilitasi dan pemeliharaan jalan.

Tujuan, waktu dan metode evaluasi

Setelah 12 bulan pelaksanaan proyek fase II, sesuai dengan kerangka monitoring proyek dilakukan evaluasi paruh waktu untuk memberikan masukan tentang kemajuan proyek dan rekomendasi untuk pencapaian tujuan proyek. Evaluasi dilakukan oleh independen konsultan pada bulan November 2009 selama 1 bulan. Metode evaluasi dilakukan dengan mengumpulkan data sekunder, dan data primer melalui kunjungan lapangan ke 4 kabupaten. Pertanyaan kunci evaluasi mengacu kepada ToR yaitu terkait: relevansi disain, efektivitas dan efisiensi pelaksanaan dan kesinambungan dampak.

Kemajuan proyek

Proyek LRB bukan semata proyek infrastruktur jalan, melainkan melalui rehabilitasi dan pemeliharaan jalan itulah pengembangan kapasitas pemerintah daerah, kontraktor lokal dan masyarakat dilakukan. Sumber pendanaan pekerjaan fisik jalan ini diberikan oleh proyek, pemerintah daerah dan organisasi lain. Tabel dibawah ini menjelaskan kemajuan pekerjaan fisik yang dicapai per tanggal 30 September 2009 berdasarkan revisi target. Target kegiatan direvisi karena terdapat perubahan rencana kegiatan jembatan yang semula akan dibiayai

proyek, tetapi selanjutnya diambil alih oleh BRR. Sebagai konsekwensinya maka dana untuk jembatan tersebut dialihkan untuk pembangunan /rehabilitasi jalan.

Rehabilitasi jalan dan sumber pendanaan	Revisi target (km)	Pencapaian tujuan			Estimasi selesai kegiatan
		Selesai (kms,%)	Sedang berjalan (kms, %)	Proses tender (kms,%)	
Rehabilitasi jalan dengan pembiayaan ILO	58.6	20.8 (35%)	19.9 (34%)	17.9 (31%)	Juli 2010
Rehabilitasi jalan dengan pembiayaan pemerintah di Bireuen and Pidie	20	- 0%	20 (100%)	0 (0%)	Januari 2010
Rehabilitasi jalan pembiayaan organisasi lain di Nias dan Nias Selatan	20.4	3.5 (17%)	16.9 (83%)	0	Januari 2010
Pemeliharaan jalan rutin dengan pembiayaan dari proyek	95.8	61.5 (64%)	1.3 (1%)	33 (34%)	Juli 2010

Kualitas pekerjaan fisik telah memenuhi spesifikasi standar dan mendapat pujian dari aparat pemerintah di tingkat propinsi dan kabupaten serta kontraktor. Pekerjaan rehabilitasi jalan dengan dana dari pemerintah daerah baru mencapai 3,5 km atau 9% dari 40.4 km target proyek. Keterlambatan ini disebabkan lambatnya pencairan dana pembangunan pemerintah, sehingga seluruh proyek pemerintah dilaksanakan terlambat. Proyek menyediakan sarana untuk peningkatan kapasitas pemerintah daerah dan kontraktor dalam manajemen pengelolaan jalan melalui pekerjaan perbaikan dan pemeliharaan jalan. Sampai September 2009, telah dilatih 65 manajer, 41 supervisor dan 48 supervisor dari dinas Binamarga/Pekerjaan Umum kabupaten. Hari kerja yang telah diciptakan (diluar pekerjaan irigasi) adalah 106 907 dengan prosentase keterlibatan laki-laki 69% dan perempuan 30%.

Relevansi, efektifitas, efisiensi dan keberlanjutan

Disain proyek LRB secara umum sesuai dengan kondisi yang ada. Pada fase II, proyek ingin mengintegrasikan aspek kritis pendekatan LRB kedalam investasi program infrastruktur pedesaan pemerintah yang bertujuan untuk membangun jalan lebih baik dengan mempromosikan manajemen aset. Untuk itu strategi *in-house training* telah dibangun di kabupaten Bireuen dan Pidie. Meskipun demikian tim evaluasi melihat masih belum memadainya bantuan teknis yang diberikan proyek dalam penguatan kapasitas kelembagaan.

Proyek LRB memiliki Kerangka Logis (*Logical Framework*) yang jelas, tetapi indikator yang dibangun sebagian besar bersifat fisik dan belum ada indikator dengan pendekatan proses yang menjelaskan fasilitasi yang telah dilakukan proyek kepada pemerintah dalam mengambil keputusan.

Training telah dilakukan dengan efektif dengan kontribusi yang penting dari *on-the job-training* dalam menjamin kualitas pekerjaan. Pelatihan pemeliharaan jalan kepada konsultan KDP/PNPM, memiliki keberlanjutan program yang baik dengan dilaksanakan rencana tindak lanjut pelatihan oleh KDP/PNPM. Di sisi lain, keberlanjutan training terutama terkait dengan prosedur tender dinilai rendah. Meskipun demikian, keberlanjutan pelatihan LRB di kabupaten Bireuen dan Pidie sangat tergantung pada komitmen pemerintah dalam

mengembangkan kelembagaan pelatihan di tingkat kabupaten seperti yang telah disepakati dalam MoU. Pendekatan LRB itu sendiri pada prinsipnya memungkinkan untuk diimplementasikan dalam sistem pembangunan jalan pemerintah. Tetapi pelaksanaannya mendapatkan kendala karena terbatasnya jumlah personal yang memiliki ketrampilan dan kemauan para pengambil keputusan terhadap pendekatan LRB

Dalam aspek manajemen, tim evaluasi menilai manajemen proyek telah dilakukan dengan efisien. Hal ini salah satunya dapat dilihat dengan revisi target perbaikan jalan dan pemeliharaan dari 153 menjadi 194 km.

Kesimpulan dan rekomendasi

Secara keseluruhan rancangan proyek masih relevan dengan kondisi sekarang. Perubahan keanggotaan steering committee dalam fase II adalah hal yang baik. Pelibatan Kementerian Tenaga kerja dan Dinas BMCK propinsi dipandang dapat meningkatkan kinerja monitoring dan evaluasi serta meningkatkan rasa kepemilikan.

Pengaruh utama terhadap pencapaian tujuan pengembangan kapasitas adalah pemahaman yang baik para pengambil keputusan terhadap pendekatan LRB serta pendekatan yang menyeluruh dalam pengkajian kelembagaan dalam penerapan LRB. Jangka waktu proyek yang pendek menjadi kendala bagi proyek untuk membangun strategi pengembangan kapasitas yang melembaga.

Saat ini proyek sedang mempersiapkan fase III, Nota Konsep untuk pendanaan lebih lanjut oleh MDFANS telah dikirim kepada BAPPENAS. Untuk fase ke III tim evaluasi menyarankan: (1) dikembangkan strategi III berdasarkan kajian komprehensif pelembagaan pendekatan LRB, mencakup tingkat nasional, propinsi dan kabupaten, (2) menggunakan pendekatan pengembangan kapasitas yang lebih komprehensif termasuk pelembagaan pendekatan LRB kepada sistem yang ada, (3) membuat disain proyek tersendiri untuk Nias.

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5. Instrument of the evaluation

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ABBREVIATION

Bappeda	Badan Perencanaan Pembangunan Daerah (Local Region Development Planning Body)
Bappenas	Badan Perencanaan Pembangunan Nasional (National Development Planning Body)
BKRA	Badan Keresnambungan dan Rehabilitasi Aceh
BKRN	Badan Keresnambungan dan Rehabilitasi Nias
BRR	Badan Rekonstruksi dan Rehabilitasi (Reconstruction and Recovery Board)
DBMCK	Dinas Bina Marga dan Cipta Karya (District Public Works)
DRRD	Disaster Risk Reduction in Development
ILO	International Labour Organisation
KDP	Kecamatan Development Program
Kimpraswil	District Public Works Department
Keppres	Keputusan Presiden (Presidential Decree)
LF	Logical Framework
LRB	Local Resource Based
MCT	Mobile Construction Trainers
MDFTF	Multi Donor Trust Fund
PAD	Project Appraisal Document
PB	Project Board
PU	Public Works
SKPD	Satuan Kerja Pembangunan Daerah (Work Unit of Regional Development)
ToR	Term of Reference

1. Introduction

The project being evaluated is a capacity building project in the rural road sector. This project aims to introduce the local resource based on (LRB) approach in the rural road works. The project document describes the LRB approach as:

A wide application, including the optimum involvement of the local private sector, community organizations and government, and the utilization of local skills and materials. The approach involves the use of working methods and systems that optimize local involvement and participation in both the planning and the implementation of works, usually through cost-effective combination of labor and light equipment that meets adequate quality standards.

The project was initiated in 2005 as a response to the December 2004 tsunami which caused significant damages to the west and east coast of Nanggroe Aceh Darussalam and the March 2005 earthquake which caused significant damages in Nias. Due to extensive damages on road and houses as well as extensive number of people losing their jobs, the real opportunity lies on combining three aspects: (1) building roads, (2) building capacity and (3) providing employment opportunity. In line with the broaden Master Plan of the Reconstruction of Aceh and Nias, ILO as a United Nation Specialized Agency with a mandate in employment and social justice has contributed to the recovery and reconstruction of Aceh and Nias through an integrated program which aimed to improve road connectivity engage in rural works and strengthen local institutional capacity in the use of local resource-based road works. The pilot project was financed by OCHA and UNDP during 2005 and the first quarter of 2006.

The LRB capacity building project (2006 – 2008), phase I

The UNDP/ILO Project on Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected District in Aceh and Nias (the LRB capacity building) started in March 2006 after an initial pilot project (2005-06) and ended on 30 September 2008. The immediate objectives are: i) capacitate district governments and small-scale contractors in undertaking local resource-based road works; ii) provide techniques, standards, systems and strategies; and iii) involve the local communities in the provision of district and other rural roads. The MDFANS approved USD 6.42 million for the project. The ILO and UNDP formed the partnership in implementing the project. UNDP would be a contractual partner of the MDF and the ILO as an implementing agency. ILO would be responsible for the project implementation and UNDP supervise the ILO work. The project was implemented in 5 districts Aceh Besar, Bireuen, Pidie, Nias and Nias Selatan.

On the one hand District Public Works Department (KIMPRASWIL), local small-scale contractors and their supervisors, contractor associations, KDP facilitators and community groups were the direct implementation partner/beneficiaries of the project. On the other hand, they have always been close ties with those exponents that were important for implementation coordination, like the BRR, BAPPEDAs and sub-district administrations.

In general the final project evaluation has given the satisfactory status of project achievement in term of training and physical outputs. The lessons learned on the use of the cold asphalt for road rehabilitation which is better in term of health security and environment friendly will be continued in the phase II.

The idea of phase II formulation had been discussed in the workshop on Aug/Sept 2007 which is aimed to get input and to synchronise planning issues for the possible extension phase.

The LRB capacity building project (2008 – 2010), phase II

The main argument for the project extension was the need to embed the project achievement and good practices of Public Works 'standard operational procedure in the district. The recommendation for project extension was received from the project multi-stakeholders namely: district governments, BRR, provincial government of Aceh and Nias, the PMD, the KDP, contractors and contractors association in Aceh and the recommendation from MDFANS Technical Review Group. The project phase I was later extended to phase II for an additional 18 months and the project budget was increased by USD 5.38 million.

The design of Phase II has kept the project development and immediate objectives as well as the project approach as Phase I. The development objective of the project is to restore the rural livelihoods and communities of disaster affected population in NAD and Nias, while the immediate objective is to strengthen the district governments and small scale contractors in project areas in adoption and undertaking local resource-based road works (see annex 5. Logical Framework of the project phase II). The main focus on the Phase II lies on the strategy of training on road techniques, supervision and road contract system. Technically, the new pavement techniques which address environmental protection and workers' health and the maintenance management will be part of the important issues in the Phase II. Beside the district, the provincial level in Aceh would be involved in the training strategy. The collaboration with KDP in infrastructure planning and maintenance management will be enhanced. Three new activities are added to the project's strategy:

1. Support the NAD Public Works and district Public Works in Bireuen and Pidie to develop and deliver training programme on the LRB approach to district Public Works official and consider new road techniques that have high labour content and have minimum impact for the environment. Nias will do the same, but it will be done with the non government organization as district Public Works has very limited institutional capacities.
2. Technical assistance on infrastructure construction techniques and planning to district Public Works and other local and international organization in Nias¹,
3. Collaboration with KDP in community based infrastructure improvement and maintenance arrangement and road rehabilitation and maintenance training to local community.

Capacity building in the form of training has been going on since the start of the project in 2005. Related to the Master Plan of Reconstruction and Rehabilitation of Aceh and Nias and to phase out of BRR (Reconstruction and Rehabilitation Board) in April 2009, the project phase II is supporting the district governments in Aceh and Nias in transition from recovery to development phase through capacity building by building strong coordination with BKRA (Board of Sustainability and Rehabilitation of Aceh) and BKRN (Board of Sustainability and Rehabilitation of Nias)².

The MDFANS has approved the budget for Phase II in June 2008 with the project duration of 18 months. The actual implementation started in October 2008 due to delay of government approval. The project districts are: Bireuen and Pidie, Nias and Nias Selatan. The project has proposed an extension to September 2010 to finalize the project activities.

¹ In road maintenance sector, the ILO just provided assistance in the provision of road maintenance programmes for roads completed by ILO and roads completed by Public Works or BRR surrounding the ILO's roads.

² BKRA and BKRN (Board of Sustainability and Rehabilitation) are the organizations set up by government as an extension of the BRR Aceh and Nias which was phasing out in April 2009. The main task of BKRN and BKRA is to prepare the transition phase of reconstruction and rehabilitation in Aceh and Nias to development phase in 2012

During the implementation of Phase II project review activities that have been conducted are:

- two times project board monitoring visits in February and April 2009,
- midterm review of the MDF with report dated in May 2009 and
- MDF social sustainability review in October 2008.

2. The evaluation

2.1 The rational of the evaluation

The mid-term review is conducted by the independent consultant managed by UNDP. This evaluation is conducted after 12 months project implementation. The report of mid-term review will be submitted to UNDP and ILO. The method of the evaluation is developed based on the ToR (Annex).

2.2 The objective of the evaluation

As specified in the TOR, the objectives of the evaluation are:

1. To review the project's progress and challenges in terms of technical works, project management, training and capacity building strategy, and the critical areas for further capacity building for district Public Works and small scale contractors in Aceh and Nias
- 2 To provide recommendations for necessary adjustments

2.3 Evaluation scope

The assessment of the mid-term review covers: design, project management, progress of the project and lesson learned from the 4 district areas (Bireuen, Pidie, Nias and Nias Selatan)

2.4 Evaluation questions

The evaluation report will apply three aspects of the project's implementation, with the key questions listed below:

Design – Relevance

- To what extent is the design of the Project relevant and are the assumptions that were made at the start of phase II of the Project still valid.
- Has the Project design been adjusted, based on the recommendations of the mid-term evaluations of 2007 and 2008 and the MDF portfolio review and social sustainability review of 2008, and is this reflected in the design, implementation modalities and achievements of the Project;

Implementation – Efficiency and Effectiveness

- To what extent has the Project achieved the delivery of scheduled inputs and planned outputs vis-à-vis the designed quality standards, the envisaged approaches/methodologies, budgets, staffing schedules, (time-bound) plans and targets;
- Have there been any internal or external factors/challenges that have affected the delivery of the outputs of the Project;
- To what extent were the budgeted resources for inputs (staffing, goods, works) and the time scheduled for the implementation of activities considered adequate and sufficient to be able to deliver the scheduled outputs;
- To what extent has the institutional set-up of the Project and its management arrangements been adequate in optimizing the delivery of the Project's results in a timely, efficient and cost-effective way;

Sustainability – Impact

- To what extent have the Project's interventions resulted in providing an enabling environment for a sustainable (and institutionalized) continued use and/or mainstreaming/upscaling of the developed systems/models, introduced technologies, created assets, and the improved skills, after the completion of the Project;
- Which constraints, if any, have affected the sustainability of the Project's interventions and what measures are required to overcome these constraints (including an exit strategy).

An instrument of the evaluation has been developed to answer the key questions (Annex 5).

2.5 Evaluation Methodology

The evaluation followed methodology proposed in the Inception Report for the project evaluation team. Some highlights are listed below:

- A meeting with senior management in UNDP, ILO and MDFANS to get overview on the project design and objectives as well as other highlighted information.
- A desk review of the key document was prerequisite to informed discussions and interviews as well as cross check among the information received. The Project Document was an important document to understand the design and strategy of the project. The other documents such as Mid-Term Review of phase I 2007, Final Evaluation of phase I in 2008, MDF mid-term review in 2009 and MDF social sustainability review in 2008 become the important sources for the evaluation. The information on the project progress was collected from the quarterly reports, minutes of meeting and other document. The list of document consulted is attached in the Annex 3. The presentation slides of Mr. Eav Kong (resident engineer of Aceh Cluster) were very helpful to understand the general project strategy and achievement in Aceh cluster area.
- All these secondary data was supplemented by primary data collected during the field visit in district Pidie, Bireuen, Nias and Nias Selatan. During the field visit, evaluation team has visited the on-going and the completed road works and routine maintenance work in Aceh and Nias Island as well as the on-going reconstruction suspension bridge in sub-district of Tugala Oyo (district of Nias) and completed rehabilitation bridges in Nias Selatan. The primary data was gathered through discussion with the beneficiaries group, project staff and supervisor (contractors and district DBMCK)
- During the field visit discussion/interview were held with key stakeholders: ILO staffs in Banda Aceh, ILO engineers in District Bireun, Pidie, Nias and Nias Selatan contractors, trainers of DISTRICT/PU, provincial stakeholders (BKRA, Dinas BPM, MDF Aceh, Provincial Government) and provincial and district KDP consultants.
- During the field visit, Resident engineer Banda Aceh, ILO program officer and Deputy Resident Engineer Nias and Program Assistant UNDP accompanied the evaluators. This was useful for getting further information on project implementation and discussion.
- An email and phone contact with the ILO staffs was used to clarify on certain issues.
- A debriefing meeting was conducted in December 1, 2009 to share the evaluation findings and to receive feedback from the UNDP and ILO/project staffs, steering committee and project boards.
- All stakeholders feedback to the draft report and feedback received in the debriefing meeting are considered in the final report.

The total duration of evaluation was 30 days and around 14 days spent for field visit.

3. Key Findings: Project Progress

This sub chapter explains the performance of project output during the implementation for 12 months according to the established target in the Logical Framework.

3.1 Output 1:

LF output 1: The capacity of district government and small scale local contractors in undertaking road works is satisfactory

As per September 30, 2009, at least 20.8 km project funded road or 35.49% of the total 58.6 kms road revised target funded by ILO have been rehabilitated used LRB method, while another 19.95 kms (34%) are under construction (See **table 3.4 and Table 4.2**) and the rest under the bidding process. All the contractors receiving contract awards from the project have undergone a prequalification, training, and competitive bidding process. The district DBMCK/PU staffs were involved in the process as well. The total road rehabilitation target funded by district governments of Pidie and Bireuen remained at 20 kms. It is according the the MoU between ILO and districts government in Pidie and Bireun, which each district has agreed to allocate budget for rehabilitation on 10 km. Until now, there was 3.5 kms or 17% of other organization funded roads in Nias and Nias Selatan rehabilitated completely, the remaining 83% are under construction. This late of constructions is among others influenced by the late of 2009 government budget disbursement and delivery capacity and budget availability of the project's NGO partners in Nias. All of these project activities are estimated to be completed in January 2010.



The terminology of LRB approach relates to employment intensive investment in infrastructure programs without compromising the quality of road outputs and with an emphasis on choosing the right technologies for the right types of roads for optimal employment impact. In this regard, the pavement method to be used should be the method that optimizes the uses of labour but the quality of work remains to meet the desired standards. Equipment is still needed but it should be small or intermediate equipment. The LRB approach is thus distinct from current practices of DBMCK/PU, which favors the hot mix pavement methods which need heavy equipments such as the Asphalt Mixing Finisher or Paving Machine for spreading the hot mixtures.

The implementation of the employment intensive investment in the rural works has varied depends on the used pavement method. In the MoU between ILO and local districts government Pidie and Bireuen signed on January – March 2009, it is agreed that ILO will provide technical assistance in the rural road construction/rehabilitation of 10 km. The design of selected road should comply with LRB construction techniques. For surfacing the design should refer to an environmental friendly construction method for a 3 km length form the total 10 km and the DMBCCK standard design for 7 km length road. The district governments have problem provide this budget on road works which comply with LRB construction technique. All budget has been approved by district parliaments the end December 2008, before the MoU signed in 2009. As a solution, the DBMCK has requested from the ILO technical assistance (e.g., training in class and on the job training for contractor supervisors and DBMCK supervisor) to improve quality and workmanship of their

construction rural road. In Bireuen district has 2 type surfacing as 6 km used Latasir/ hot mix sand sheet (LRB approach in phase I) produced by worker on site and 4 km Asphalt Concrete/ AC hot mix produced by AMP, but in Pidie has surfacing all AC hot mix because DBMCK has changed for heavy traffic volume. The LRB approach advocates use of cold mix pavement methods (the LRB approach phase II) for low traffic volume. However, the LRB based method can be adopted on hot mix roads, but it is not 100% LRB due to mixing process will be carried out by big machine.

Out of regular trainings above, Nias clusters have assigned some DBMCK/PU staffs for overseas training "Study Tour on Suspension Bridge in Nepal on May 2009. The overseas training activities were good to leverage the capacity of local governments. This training has also increased the motivation of the district DBMCK/PU in the involvement of project activities as project supervisor and trainer, as seen by Mr. Lianus Nduru in Nias Selatan. The project has managed the further dissemination of the overseas training to other participants. There was a workshop held by visiting Nepal expert on suspension bridge.

Table 3.1 Participants of Overseas Training funded by the project in the phase II

Institutions	Number of participants
Dinas PW District Nias	1
KDP Program/ PNPM District Nias	1
Galvanized Metal Industry in Medan	2
ILO Road Project Nias	3

Source: Lazuardi Buana, Deputy Resident Engineer

Project party held training to the contractors and district DBMC staffs for conducting LRB method approach, as shown on the table below:

Table 3.2 Total participants attend LRB training Phase II

Numbers of training participants				
District	Contractors		District PW staffs	
	Manager	Engineer / Supervisor	Engineers / Supervisors	
			Male	Female
Cluster Aceh:				
Pidie	11	12	11	1
Bireuen	15	15	11	4
Total	26	27	22	5
Cluster Nias				
Nias	14	6	15	0
Nias Selatan	25	8	6	0
Total Nias	39	14	21	0
Total Aceh+Nias	65	41	43	5

Source : modified data received from National Project Officer, November 2009

The table above shows that 65 managers and 41 engineer/supervisor contractors attended the LRB approach training, while 43 male Engineer/supervisors and 5 female engineer/supervisors from DBMCK. In general there are few female supervisors and engineers work in district DBMCK/PU.

During phase II, 66 contractors³ were prequalified. Contract awards were made on a basis of competitive bidding. A total of 27 contracts were awarded to 26 contractors. One contractor in the prequalified contractors for Phase II had received 2 contract awards.

Table 3.3 shows statistics on contractors' participation in the project and their bidding success in the project two phases. For both Phases, total of 96 contractors participated in LRB contractors' training in the five project's districts. A total 105 contracts were awarded to 73 contractors. From both phases: 58% of the contractors received one contract only; 32% received 2 contracts; 5% received 3 contracts; and, 3% received 4 contracts.

According to the success indicator in the logical framework the number of contracts awarded to one contractors is indicative of the increased capacity of the contractors and hence the effectiveness of the training.

Table 3.3 Number of prequalified contractors, contract awards and contract received for two phases

District	Number of Prequalified Contractors			# contracts awards		# contractors vis contract received for two phases			
	Phase I only	Phase II only	Phases I and II	Phase I	Phase II	1	2	3	4
Aceh Besar – not covered in Phase II	8	0	-	8		2	5	1	
Bireuen	14	15	11	17	7	9	6	1	
Pidie	10	12	6	15	7	10	4		1
Nias	14	14	4	22	5	9	4	2	1
Nias Selatan	14	25	9	16	8	12	6		
All districts (excluding Aceh Barat, Aceh Jaya, Nagan Raya)	60	66	30	78	27	42	25	4	2

Note on contractors receiving contract awards in both project phases:

Bireuen: 11 contractors were prequalified in both phases

- 1 contractor received 2 contract awards in Phase I and 1 award in Phase II;
- 4 contractors received 1 contract award in Phase I and another contract award in Phase II

Pidie: 6 contractors were prequalified in both phases

- 1 contractor received 2 contract awards in Phase I and 2 awards in Phase II

Nias: 4 contractors were prequalified in both phases

- 1 contractor received 3 contract awards in Phase I and 1 award in Phase II;
- 1 contractor received 2 contract awards in Phase I and 1 awards in Phase II;
- 1 contractor received 1 contract award in Phase I and another contract award in Phase II

Nias Selatan: 9 contractors were prequalified in both phases

- 4 contractors received 1 contract award in Phase I and another contract award in Phase II

³ Excluding 4 contractors participated in the project in Aceh Jaya, Aceh Barat and Nagan Raya

Table 3.4. Revised Target and Output Achievement per 30 September 2009						
District	Work	Target as in the PAD (km, unit)	Stautus (as per 30 September 2009)			Final Revised Target (km, unit)
			Under bidding / planning (km, unit)	Under construction (km, unit)	Completed (km, unit)	
Pidie & Bireuen	Paved Roads	24	8.2	3.9	10.8	22.9
	Farm Roads	11	7.1	6.2	-	13.3
	Bridge	-	-	1	-	1
	Routine Maintenance	40	-	-	40.1	40.1
	Irrigation R	-	-	-	-	-
	M	-	-	-	-	-
Other NAD District (BRR requests)	Irrigation R	2.28	-	0.85	-	0.85
	M	-	-	2.175	-	2.175
	Bridges & Culvert	5	-	-	-	-
Nias & Nias Selatan	Paved Roads	13	2.6	9.8	10	22.4
	Farm Roads	-	-	-	-	-
	Bridge & river crossings	12	4	5	2	11
	Routine maintenance	40	33	1.3	21.4	55.7
Total Financed by the project		R	48	17.9	19.9	20.8
		M	80	33	1.3	61.5
Roads financed by District Government in Aceh (10 km per district)		20	-	20	-	20
Roads financed by other organizations in Nias and Nias Selatan		5	-	16.9	3.5	20.4
Total financed by others		25	-	36.9	3.5	40.4
Total Project						
1. Roads Rehabilitation		73	17.9	56.8	24.3	99
2. Routine Maintenance		80	33	1.3	61.5	95.8
3. Bridge & river crossing		17	4	6	2	12
4. Irrigation		R	2.28	-	0.85	-
		M	-	-	2.175	-

Source : modified data sent by ILO national officer, Nov 2009

On phase II, Project has accomplished road rehabilitation by using cold mix as shows below:

Table 3.5 The length of completed and in-progress rehabilitated road works using cold mix at the time of the evaluation

District	Length of Road Handling with cold mix (kms)
Pidie	8.811
Bireuen	8.810
Nias	1.235
Nias Selatan	1
Total	18.857

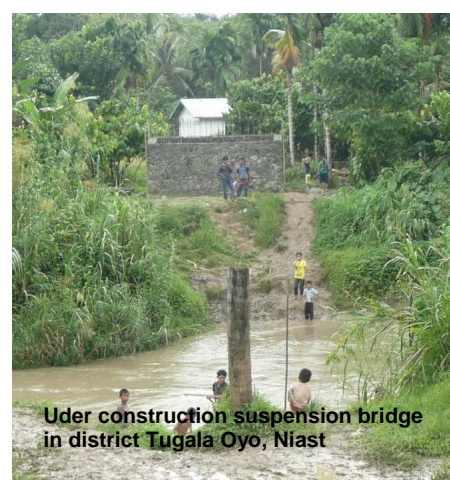
Source: modified data received from national project officer, Nov 2009

3.2 Output 2

LF output 2: Techniques, standards, system and strategies for local resource-based road works are refined to conditions in NAD and Nias

One of the targets of Output 2 is the allocation of Public Works budget in Aceh for staff training in 2009 and 2010. In the MoUs between Pidie and Bireuen DBMCK and ILO, Pidie and Bireuen DBMCK agree to guarantee staff training cost. Each district sent 3 staffs to attend the Training of Trainers course in preparation the establishment of training unit. Pidie and Bireuen DBMCK have prepared a room in their office for training unit and as a training facility. Since the 2nd quarter of 2009, ILO has assisted the DBMCK to identify the budget for in house training in Bireuen and Pidie⁴. However until November 2009 as the mid-term review being conducted, the Bireuen and Pidie governments have not yet allocated fund for the training although the local government in the MoU guarantee training cost to continue the sustainability of the training unit. The DBMCK officials in Pidie share that currently the local parliament has not yet put capacity building as the development priority. Most of previous the capacity building proposals submitted to local parliament were not approved. DBMCK will propose to local government for allocating training unit fund into budget plan in 2010.

In general the targets of output 2 have been achieved as scheduled. Six training manuals on LRB methods were as used by DBMCK trainers in Pidie and Bireuen to train supervisors and contractors in order to monitor and implement road works. 16 staffs of district DBMCK have acquired trainings for district staffs where six trainers have started holding training for other DBMCK district staffs and contractors. There were obstacles in the implementation of the training as the trainers from DBMCK have not mastered the training material completely and their capacity in giving training still need to be assessed. This finding is related to the indicators of the number of district/provincial Public Works official who are able to serves as trainer mentioned in the LFA. Additionally



Under construction suspension bridge in district Tugala Oyo, Nias

⁴ Progress Report Paril-June 2009

most trainers are come from district level and none of the trainer from the Public Works in the provincial level.

Recently 55 government officers have participated and followed on-the-job training held by ILO. The assessment of capacity of contractor's road supervisors and district DBMCK officials in implementing LRB methods will be held at least at the end of 2009. So far, 59 contractors and 45 government officers have followed the training. They have received the certificate of competencies from the project. Most of the training participants from the government officials and contractors are conveyed their satisfaction of the training. According to them though the training substance seems not a new issue for them, but the training methodology has led to better understanding of the substance to the participants.

The capacity building in Nias has a different strategy. In Nias the technical assistance is given to district government of Nias and Nias Selatan as well as international organizations. The background in providing technical assistance to the other international organizations was based on the demand when at the time in the early 2008 many international organizations participated in the reconstruction and rehabilitation after tsunami and earthquake in Nias Island. In Nias cluster project, the LRB trainings (class room and on-the job) are provided for contractors and the supervisors of the DBCK staffs and NGOs staffs. It is expected that these NGO staffs will have the chance to continue using the gained skills. It is hard to expect international organizations will adopt the LRB training approach for further training in Nias, since the NGOs activities mostly are temporary works.

Nias district has interesting model of Na ai suspension bridge in Tugala Oyo sub-district. The design and construction of this bridge are based on the method used in from Nepal. The project team has applied the working organization and administration procedures that foloow as closely as possible to well tested KDP practice. This bridge will give great impact to a number of rubber farmers who live nearby. Based on the interview with ILO staffs in Nias, the community executor team relatively has capacity to accomplish the job.

The training materials have been adopted by the district DBMCK to train their supervisor and to some extent to train contractors for the similar type of road works. The Aceh provincial DBMCK was cooperated with ILO to conduct training on material testing. This training was attended by participants from some districts in the Aceh's provinces. The response of the participants toward the training was positive.

3.3 Output 3

LF output 3: Community participation in rural road development and maintenance strengthened

3.3.1 Female workers' involvement

On phase II road works, 106,907 worker days were created with 60.03% man and 30.97% women, the detail is shown on the **table 3.6**. The 106,907 worker days achieved the project's gender target.

On phase II, in general the total percentage of female worker days in Nias (27%) and Nias Selatan (37%) are higher than in Bireuen (20%) and Pidie (24%). This is confirmed by



interviews with the contractors and the project staffs. They shared that the working discipline of the female workers in Nias are higher than the male workers.

In general, the involvement of women in the rural works has been appreciated as well by the contractors. Interviews with female workers share, that were prized to the project which give them the chance to work, that means generate incomes for the family. The set up of woman routine road maintenance groups as stated in the indicators has not yet been done by the project. But 30.97 % women's participation in community work groups has been achieved as women's participation in community's undertaking of infrastructure works is mandatory.

The training for community supervisors has not yet been conducted. However the project has already trained the KDP's facilitator who organized the community rural road works in the villages. It is planned, that further the district facilitators of KDP will trained the community on the road maintenance.

During the field visit, based on the observation of the evaluation team, most of the people surrounding the project sites are satisfied with project selected or rehabilitated work. In Nias, the isolated poor villages as seen in sub district of Tugala Oyo now have better access to bring their agriculture product to the market. In Bireuen, the road rehabilitated work has benefited the children who use the ILO rehabilitated roads to go to school.

A total 5 km length of routine rural road maintenance has been received per 30 September and mostly is in Nias. Most of the rural road maintenance is under construction. Some of the road routine maintenance for certain project sites remains the responsibility of the contractor.

Table 3.6 The total work days created on phase II

Road Works (RW) and Routine Road Maintenance (RRM)	Worker days created				
	Man	Women	% Man	% Women	Total
Pidie					
RW funded by the ILO	9.197	2.087	81.5%	18.5%	11.284
RW funded by district govt	808	115	87.5%	12.5%	923
Routine maintenance	296	348	46.0%	54.0%	644
Total	10.301	2.550	80.16%	19.84%	12.851
Bireuen					
RW funded by the ILO	11.372	4.622	71.1%	28.9%	15.994
RW funded by district govt	2.242	571	79.7%	20.3%	2.812
Phase II routine maintenance	482	370	56.6%	43.4%	852
Total	14.095	5.563	71.7%	23.7%	19.658
Nias					
RW funded by the ILO	15.951	6.145	72.7%	27.8%	22.096
Community works on suspension bridge	2.246	664	77.2%	22.8%	2.910
Total	18.197	6.809	72.77%	27.23%	25.006
Nias Selatan					
RW funded by the ILO	22.448	11.929	65.3%	34.7%	34.377
RW funded by other org.	8.400	5.600	60.0%	40.0%	14.000
Routine maintenance	359	656	35.4%	64.6%	1.015
Total	31.207	18.185	63.18%	36.82%	49.392
Total Project	73.800	33.107	69.03%	30.97%	106.907

source: modified data received from ILO's project officer, Nov 2009

The implementation of routine maintenance of the road with LRB approach has accomplished 61.5 km out of the planned 80 km. In the implementation, there was a change

in target turn into 95.8 km (as shown on the **table 3.4**). In one road line there are two different road rehabilitated project, project and local government. Thus the routine maintenance was done entirely by the project. The performance road routine maintenance is quite good for the part time with satisfactory involvement of the community. It demonstrates the effective trainings held by the project to the DBMCK supervisors and community road group.

Routine maintenance TOT courses have been also given to KDP/PNPM facilitators. The 3 days TOT on road maintenance was participated by 74 Technical Facilitators and 39 Social Facilitators. The project provides an MCT for assisting the PNPM technical facilitators to further provide training to Community Road Maintenance Group (TP3).

4. Assessment: Relevance, Effectiveness, Efficiency and Sustainability

4.1 Design relevance

The relevance of the design primarily describes appropriateness of the project at two aspects: 1) time relevance, as it was designed and at that time of evaluation and 2) substantive relevance. It will cover the management arrangement, institutional framework and logical framework. Part of the logical framework, the validity of the assumptions will be assessed. The implemented design will be reviewed to see the adjustment that has been made by the project based on recommendation from the former mid-term evaluation phase I (May 2007) and final evaluation of phase I (April 2008), the MDF portfolio's mid term (May 2009) and social sustainability reviews (October 2009).



4.1.1 Management arrangement

The project design of the LRB capacity building phase II in general has referred to the recommendation and lessons learned of phase I project implementation. The off budget off treasury arrangement and the partnership ILO-UNDP used in the phase I remain continued for phase II. As mentioned in the MDFANS Mid-Term Review 2009⁵, the off budget mechanism has given advantages to the project to implement their activities. Particularly for the condition in Nias Island a quick respond activities remain needed and it would be not possible for on budget arrangement.

In the phase II the project continues to use the Agency Execution modality (AEX) of UNDP, with the ILO as the executing agency. At that time, the ILO had not yet signed the Fiscal Agency Agreement with the World Bank that allowed ILO as partner agency of the World Bank.

4.1.2 Institutional Framework

The UNDP with the strength on the programmatic approach has played a role in establishment of the Project Board (former Steering Committee). Two new government institutions sit on the project board (former steering committee): the provincial government and the Depnakertrans. The involvement of provincial Public Works in the project board seems relevant for project sustainability. With the phase out of BRR in April 2009, the position of BRR in the project board is replaced by BAPPENAS, which is represented by three directors (Director for Special region and Underdeveloped Area, Director for Multilateral Foreign Funding, Director for Manpower and Employment Opportunity Development. BAPPENAS). However it is not clear, who is the coordinator institution of the project board. The project would set the Ministry of Manpower and Transmigration

⁵ MDF Mid-Term Review, 2009, vol 2, page 152: Once funding for rural road revert to regular on budget allocation, then there are severe times constraint to how and when fund have to be spent. This will make some aspects of the project (for instance pre qualification tender, an important innovation of the project) practically difficult, due to timing constraint. However, LG budget do not have flexibility of off budget

(Depnakertrans) as the coordinator. But the Depnakertrans felt insufficient involvement in the project planning and implementation. Beside definition of labor intensive defined by the LRB's project was not suit to Depnakertrans⁶. The Depkanertrans defines the labor intensive as community development productive activities which absorb numbers of the working labors, while the LRB approach is meant to optimal the use of local working labor with remains concern on the use of limited machines in order to reach the minimum standard of quality.

A project board/steering committee was constituted for the purpose of providing overall guidance and direction to the program and for periodical review. Since the project start in October 2008 until now (12 months), there have been 3 projects board meetings. It is more than as planned for six-monthly meeting. Indeed, the project board monitoring in April 2009 has involved all PB's members. This kind of evaluation is needed to enable project board in giving the direction to the program as well to enhance the government ownership.

4.1.3 The Logical Framework (LF)

Assessing the logical framework, the evaluators found that the project's strategy to some extent has overlooked the complexity of government budget and decision making process despite expecting commitment of government budget on maintenance, training and road works activities. The output indicators were limited to the tangible indicators and no indicators to measure the process of incorporating LRB approach into the government planning documents. This makes difficult for the evaluator to measure the achievement of the capacity building output as the intangible targets were not yet in place. The process based indicators to output 2 related to training unit might be:

- An agreement on the establishment of the training unit and budget allocation for staff straining in 2009 and 2010 signed by ILO/project with the head of Bireuen and Pidie district
- The concept proposal of training unit (later will be propose to the local parliament) is drafted by the district DBMCK with assistance of the project in year X
- Training program of district DBMCK/PU is developed with the assistance of the project include the training budget proposal for the FY 2010.
- Support the coordination between the district BMCK/PU with BAPPEDA to ensure the incorporation of the training budget into the District Development Panning (RKPD) in month X

The "capacity building" in the project strategy is particularly focused on the improving the knowledge and skill of the DBMCK staffs, contractors and community and have limited intervention to institutionalize to government system. The effort to institutionalize the LRB approach however is conducted in limited times through coordination meeting. This has been insufficient achievement.

Additionally, the road routine maintenance is one important issue in the infrastructure management introduced by the project. Capacity building of the routine road maintenance to government staffs has been conducted through the maintenance training. Further the maintenance training participants will have a task as a supervisor for maintenance work as practiced by Mrs. Lita, a female district DBMCK staff in Bireuen. In the debriefing meeting with the steering committee, project board and project staffs on December 1, 2009, in Medan, the local governments have expressed their demand on further assistance on road maintenance management. Indeed the MoU between ILO and head of district in Pidie and

⁶ Discussion with Mr. SP Doulers Ga, former Head of Division Labor Intensive, Ministry of Manpower and Transmigration, on November 2, 2009

Bireuen have already incorporated the commitment of the district government on routine maintenance, but the evaluation team found missing indicators in the LF to measure institutional capacity building of routine road maintenance.

The evaluation team well understands the capacity building purpose behind the indicator of output 1 as stated “number of contractors receiving more than one contract award”. From the interview with contractors there is contractor which has already received 7 contract awards from the project and contractor was 4 times not success in the bidding process. It may happen that contractor was never successful when they offered a higher priced bid that could not compete with other contractors.

The project recognizes that the problem on government budget allocation could hinder the achievement of project’s target. Therefore some other options have been taken to minimize the risk and increase the sustainability by developing the cooperation with other infrastructure projects in the planning and implementation as with other NGOs in Nias. The MoU signed by head of districts in Pidie and Bireuen was a good strategy to ensure the commitment of budget allocation for routine maintenance and establishment of training unit.

Most of assumptions set-up in the logical framework are still valid. In term of government commitment of budget allocation, the interview with the DBMCK/PU in Pidie and Nias shared that the district government has already proposed the routine road maintenance budget in their Rencana Kerja SKPD (sector budget proposal) of DBMCK/PU for fiscal year 2010, but the approval of this proposal is depend on decision made by the local parliament. Indeed, the local parliament support on the road maintenance issues should be necessary integrated in the assumption.

4.2 Implementation – Efficiency and Effectiveness

The assessment of efficiency during project implementation measures to what extend the given input has resulted output optimally and accordance to the standard quality. The effectiveness assesses the proper process to produce output according the time schedule and the degree of usefulness for client and beneficiaries. Some aspects will be concerned in this sub chapters are: methodology, funding, staff schedule, plan, targets and management arrangement.

4.2.1 Resources

The total budget for 18 months project implementation is amounted of USD 5,014,946. The physical work components has taken the most percentage (54%) from the total budget and followed by the staff and consultants (17%) and training (13%) (**see Table 4.1.**). The cost training in phase II is 3% higher comparing to phase I (10%). The ILO administers the project’s budget in accordance with its rules and regulations concerning technical cooperation Project Cycle management. Contracts with value greater than 20,000 USD⁷ have to be approved by the ILO headquarters in Geneva and for less than 20,000 USD contracts, approved by the ILO office Jakarta. The contract issuing approval from Geneva will be received by the project 2-3 weeks after of sending request. This mechanism works well, as long as the project has a proper action plan and sends the request in a proper time. However for a certain case such as a project’s request to buy roller machines for 4 districts had taken more than 1 year for approval (proposed in phase I), due to difficulty to identify local suppliers and complications with Government of Indonesia’s tax policies and practices.

⁷ Phone talk with Vanda Day, November, 2009

Table 4.1. Project budget components and its allocation

Budget components	USD	%
Physical work	2,714,000	54%
Staff and consultants	843,600	17%
M&E	219,000	4%
Training	638,600	13%
Equipment	116,000	2%
Operation and sundries	483,748	10%
Total budget	5,014,948	100%

Source: revised PAD,2007

4.2.2 Project deliveries

Physical works

In September, the project has completed 20.8 km road length or 35% of rehabilitation road target. District Bireuen and Pidie contributed most to this project's performance (**Table 4.2**). This overall physical works' achievements remain in accordance with standard quality and time schedule. Besides, the bidding process coordinated by worked out transparently. Additional to the class training, on the job training were effective to deepen the understanding on the training materials. The assistance of the project in providing the good quality of materials such as asphalt emulsion, aggregate and equipment contributed significantly to good quality of road. The remaining project funded road works are estimated will be finished in July 2009

Furthermore, the road works funded by GoI has reached 3.5 kms or 17% of the target 20 kms. This late achievement was influenced by late approval of plans at district parliament level. The quality of the government-funded road works has to be verified with the application of LRB approach in their works. Based on the interview with the MCT in Bireuen, the supervision effectiveness to the government hot mix roads is relatively low. The contractors heavily used the DMBCK's common method on maximizing the use of machines instead of human labor.

Table 4.2 Project achievement on road infrastructure works based on its funding sources as per September 30, 2009

Road infrastructure works and its funding sources	Revised target (km)	Project achievement			Estimated date of completion
		Completed (kms,%)	On going project (kms, %)	Under bidding (kms,%)	
Rehabilitated road funded by project	58.6	20.8 (35%)	19.9 (34%)	17.9 (31%)	July 2010
Rehabilitated road funded by government in Bireuen and Pidie	20	- 0%	20 (100%)	0 (0%)	January 2010
Roads financed by other organization in Nias and Nias Selatan	20.4	3.5 (17%)	16.9 (83%)	0	January 2010

Road infrastructure works and its funding sources	Revised target (km)	Project achievement			Estimated date of completion
		Completed (kms,%)	On going project (kms, %)	Under bidding (kms,%)	
Routine road maintenance funded by project	95.8	61.5 (64%)	1.3 (1%)	33 (34%)	July 2010

4.2.3 Routine road maintenance

One round routine maintenance on the rehabilitated 61.5 km roads or 64 % of the total 95.8 kms has been completed (**Table 4.2**). Further routine maintenance has been scheduled and will be implemented on the same links. In September 2009, the cluster Aceh has completed all the road maintenance while, some works in cluster Nias are under bidding process and ongoing works. The maintenance works is conducted by community road maintenance team. The whole approach of building of community road maintenance team and training were appreciated by district government. The scaling up strategy to disseminate ILO road maintenance method through KDP was successfully implemented.

To conclude the key factors influence the success of routine maintenance work are: (1) proper project management, (2) effective training and (3) good supervision.

4.2.4 Project management

The project has carried out a proper planning. The monitoring and evaluation is well framed. The role of UNDP is significant to support the function of steering committee/project board. The priority setting of project activities in Aceh and Nias work efficiently. The support of ILO Jakarta office to the project clusters is sufficient. The coordination with the district DBMCK or Dinas PW goes regularly. Some notes need to take on attention is necessary to maintain team building with the DBMCK in Bireuen particularly on understanding of the district DBMCK staffs on the allowance. It should be clear for them that the project does a capacity building for them and could not provide fee for their supervision work instead of transport allowance.

4.3 Sustainability – Impact

These sub chapters will describe the presence of the enabling framework to ensure the sustainability of the output and outcome of the project. This include the institutionalize the LRB approach, up-scaling and cross cutting issues

4.3.1 Institutionalization of the LRB approach

There are 4 procedures of rehabilitated road works proposed by the project: technical design and standards, bidding mechanism, mobilization (including technique and method) and routine road maintenance. In general the LRB approach is compatible with the government system. However the lack of reinforcement mechanism and the government officials knowledgeable (particularly among the decision makers) and skilled on LRB makes the inclusion of LRB in government contracting system difficult.

Related to the training, the cluster Aceh has taken a systematic approach to ensure the sustainability. The first step was to sign the MoU between the ILO and Bupati Bireuen and Pidie. Part of the points in the MoU is the commitment of district government to set up the training unit. The project prepared other outputs needed for the functioning of training unit

such as: (1) renovate the training's room, (2) train the trainer, (3) develop the curriculum, and (4) develop training module. Currently, the project is waiting for formal structure of the training unit. The setting-up of new body in the government structure needs an approval from the local parliament. This process takes a time. Therefore there is a need to identify an alternative to institutionalize the LRB approach in other institutions. The project board has a role to give the direction of the future LRB approach.

In other side, cluster Aceh has cooperated with NAD provincial DMBCK to conduct training on laboratory equipment and material testing. The training evaluation shared, that there is a growing demand from districts on this kind of training. Therefore for sustainability, the project should follow up the network in the future.

The cooperation with KDP in training on routine maintenance was one of the success stories. The provincial Dinas BPM (Community Development Body) as the consultation body of KDP support this cooperation. Currently, the training on maintenance has been disseminated in some district. But in 2010, the LRB training materials will be shared during KDP coordination meeting according to the interview with the provincial KDP consultant.

4.3.2 Scaling-up strategy

The lessons learned of the LRB should be shared by other districts. The role of province is essential in knowledge management. There is an effort of the project cluster Aceh to approach the provincial government for scaling up. But it was insufficient strategy and result, since the provincial DBMCK officials were not involved in the training. The short project life time has not given the chance for the project to have long term multi years plan.

District Nias and Nias Selatan have a specific condition and in term of development stage and their governmental coordination with province North Sumatra. The structure of project management does not involve the role of North Sumatra province in the project board. The champion - Mr Ampelius Nazara, head of sub division of road and bridge (Kasubdit jalan dan jembatan) of district Dinas PU were appointed as a head of dinas in the new established district – Nias Utara. The evaluators observe this as a chance for dissemination in other district. The social capital has been invested with this champion should be maintain for development of LRB approach or ILO.

4.3.3 Cross cutting issues

Segregate gender data on training and road workers are provided by the project. The LRB approach has given the chance for woman to participate as a workers, trainer and supervisors. The percentage of woman workers to September 2009 has reached 30,07%. In routine maintenance works, this percentage is higher than in road works. The contractors and district DBMCK has given the positive respond to the woman involvement in the LRB approach. However evaluators suggest including health safety rules for female workers in the training manual.

The contractors told that the bidding mechanism organize by ILO were transparent and referred to good governance. The staff of district DBMCK was involved in the bidding process. No other fee was charged to the contractors for bidding and after bidding except what stated in the contract. By this clean management, the contractors can more concentrate to the quality of the road works.

The selection of the sub project areas has considered to the number of beneficiaries affected, access to market and to the road connection. The observation of the evaluation found that the rehabilitated roads have positive influence in poverty alleviation directly and indirectly.

The selection of project sites which is focusing on area who can give better access to the market has help the people surrounding to contribute to the better dynamic of rural economy in this area. The labor intensive works has definitely given earning opportunities to the people in rural areas where works were carried out. Most of the people in Aceh and Nias are farmers and living from agriculture activities. According to the discussions with the workers in Aceh who mostly are rice farmers, the road works particularly has helped them to earn money in the phase of before harvest. The woman involvement in the road works has given the opportunity for the rural household to earn more income. Mostly the project has recruited the workers from the surrounding villages, this helps the woman with children to earn money without neglecting take caring the family. The training to the contractors, government officials and contractors has however has indirectly given indirect impact to the poverty alleviation. Some of the contractors mentioned, they would adopt the local labor intensive and woman involvement in the road works project funded by other sources.

4.4 Constraint

Constraints faced for institutionalize the LRB approach to government road management are: 1) adaptability of LRB approach particularly in the bidding procedure to government system, 2) personal turn over either in the district DBMCK/PU staffs or in the project staffs, 3) support of local parliament on LRB approach.

Though the district DBMCK officials have been trained and involved in the implementation of the LRB road works and convince on the positive impact of the LRB approach, but this lesson learned has not effectively received by decision makers. The lack of understanding of the decision makers on LRB approach and its benefit to the development make difficult the DBMCK to adopt the LRB approach in the government system. This condition becomes worst, when there was a change of personnel in the level of head of DBMCK as happened in the District of Bireuen. There is insufficient transfer of information from the former head of district DBMCK to the successor. The personnel turnover was occurred in the staff level also. Some of the trained staff has been moved to other section under DBMCK which not directly related to the road works. In Nias, in 2009 the Nias district will be spilt into two districts. The establishment of the new district has led to restructuring of the government officials. This will influence to the adaptability of the LRB approach in the government system.

4.5 Lessons Learned

The short life time of the project makes difficult to create a genuine institutionalization particularly related to policy.

A proper need assessment has resulted an effective module and training to the KDP/PNPM facilitators

It is more than as planned for six-monthly meeting. Indeed, the project board monitoring in April 2009 has involved all PB's members. This kind of evaluation is needed to enable project board in giving the direction to the program as well to enhance the government ownership.

5. Conclusion, recommendation and Critical Issues

5.1 Conclusion

Design - relevance

1. Off budget management arrangement has allowed project easier to implement the project activities independently from the government budget, which is often late disbursed. This off budget enables the project to do the quick respond decision, which is sometimes needed under recovery phase circumstances.
2. Phase II project has improved the function of the project board/steering committee, with broader membership of Ministry of Manpower and Transmigration and provincial DMBCK Aceh. But it has not yet involved provincial DBMCK North Sumatra. The internal monitoring of project board was positive and has enabled the project board in giving the direction to the project.
4. The LRB capacity building phase II has a clear hierarchical objectives and indicators, which emphasize on capacity building as recommended by the phase I. Most assumptions are still relevance to date. However the project has overlooked the complexity of governmental decision making and focus heavily on the tangible indicators. The technical assistance to government to make decision making is lacking in the phase II, which is actually part of capacity building strategy.
5. Nias has quite different problem with Aceh. But phase II design has anticipated this by set up realistic different indicators to project cluster Nias.

Implementation: effectiveness and efficiency

1. The 54%project budget mostly is allocated to the physical work component and followed by staff and consultant component 17% and training 13%. The high allocation to the road works is understandable considering the benefit resulted from the invested roads and innovation on the method of LRB. Besides, the LRB training is not limited to the class room training. But importantly, the on-the-job training is an essential element of the project training approach for which the road contracts are indispensable..
2. The support of ILO office Jakarta and Head Quarter in Geneva in term of flow of transfer and substantive advisory are sufficient. The project planning provides flexibility in prioritizing the sub project activities. The rehabilitation of provincial bridge in Nias Selatan for instance as an example of planning flexibility and quick respond to the immediate demand in the field.
3. Physical project completion to the midterm project phase is generally according to the target. The district road funded by ILO has reached 35% of the target, while the non-project funded roads 9%. About 31% of ILO funded road and 91% government funded road are under construction. The low progress of non-project-funded road is influenced by the late public budget disbursement. The quality of the project funded roads is satisfactory. The remaining targets are estimated to be finished in June 2010.
4. The road work supervision effectively on the government roads is relatively lower rather than project-funded rehabilitated roads. The contractors of government road work projects were provided with mobilization training with included LRB approach and were provided with continuous on-the-job training during the contract implementation. The

road design will have differed from the ILO design as per approval of the district government.

5. The routine road maintenance progress per September 2009 has reached 91% of the target. The remaining roads are in the status of bidding process and or ongoing sub project activities. This good performance shows the effective result of the LRB road maintenance training. The road maintenance approach has received compliment from KDP and DBMCK in all districts. The woman maintenance group has not formed yet. The government-funded routine maintenance has not yet provided. Budget allocation was the main constraint to implement the road maintenance.
6. Each contractor has identified works to be carried out by women's groups as part of the total contract. On maintenance the approach adopted by the project was to support equal participation of women and men (50:50) for routine maintenance. On phase II road works, 106,907 worker days were created with 69.03% man and 30.97% women. In general, the involvement of women in the rural works has been appreciated by the contractors.
7. The logical framework did not include the process based indicators. This indicator is necessary to measure the process has been done by the project in building the capacity of local government. The process indicators can be added related to the establishment of training unit (output 1) and institutionalization of routine road maintenance to government planning in Bireuen and Pidie
8. The selection of district roads being rehabilitated were based on the list proposed by the district DBMCK/PU which considered to some criteria: condition of the roads, access to the road networks and number of beneficiaries. In cluster Aceh, the agreement of the sub projects was conducted in a workshop attended by sub-district government and project. The project has considered the government project schedule on project road works in order to increase the efficiency and avoid overlap.
9. The overall project performance was satisfactory. The influence factors are: (1) good project management, (2) effective training, (3) proper road works supervision and (4) sufficient assistant in providing materials and equipment with good quality.

Sustainability- Impact

1. The cluster Aceh has taken strategic action to ensure the sustainability of the program through signing the MoU between ILO and Head of District Bireuen and Pidie. One point of the MoU explained the commitment of the district government to develop training unit in the district DBMCK/PU. However the technical assistance to this process was insufficient.
2. The project cluster Nias has designed another strategy for program replication. The technical assistance has been given to two non government entities in Nias Island. However it was not clear about the follow up of this technical assistance.
3. Though the ILO bidding process has some advantages comparing the regular system of DBMCK/PU, but it is not realistic to expect the implementation of this approach to the government system. Besides there was no study on the institutional aspect of LRB approach.

4. The effectiveness of TOT course was depending on the capacity of the TOT participants. It tends that the training material of the TOT could not effectively absorb by the participants. The selection of the TOT participants was conducted by the Head of DBMCK/PU. The consideration to select the core trainer by the government seems not based on the personal capacity but rather to time availability of the DBMCK/PU staffs.
5. The cooperation with the KDP/PNPM is one of the success stories of the project. The training of routine road maintenance for KDP district and sub district facilitators have been conducted in cluster Aceh area. Module of LRB and routine road maintenance received compliment from the facilitators. The follow-up action has been planned by KDP to replicate this in all sub district facilitators. The LRB approach additionally will be taken as one of the theme of capacity building issues. The proper need and institutional assessment is the key success of this cooperation.
6. Though the project has carried out for 2 phases and the 3rd phase is already in the plan, but in general it lacks on project long term strategy. The short term wise strategy is disadvantage to see the clear link between the project phase which is important to ensure the sustainability. The complementary functions of central, provincial and district levels as stipulated in the decentralization law (UU 32/2003) has not yet used optimally.

5.2 Recommendation

5.2.1 Immediate follow-up recommendation

1. Make optimal the capacity building activities by involving the core trainers in the training activities and intensify the facilitation to district government on planning mechanism particularly on the district road maintenance.
2. Reformulate the indicator in output 1 related to the contract award of the contractors. It is suggested to set a maximum number of renewable contracts received by contractors in order to increase the chance of other contractors in involve in the LRB mobilization training.
3. Include the health safety standard specifically for women road and maintenance workers.
4. Continue to develop the woman road maintenance group as stated in the indicators
5. Maintain the team building between project and district DBMCK/PU by developing proper management arrangement with district DBMCK/PU staffs which are involve in the project activities.
6. Conduct in-house training for the project staffs on facilitation skill and monitored by the UNDP
7. Facilitate the project board to discuss on how to further institutionalize the LRB approach to government system.
8. Develop process indicators of capacity building target in the logical framework to measure the technical assistance on development of infrastructure maintenance planning and capacity building. These indicators are needed for the final evaluation review.

9. To ensure the establishment of training unit (Bireuen and Pidie) and government maintenance budget, it is suggested to build better coordination with Bappeda since the Bappeda has a role as coordinator of SKPD in budget planning.

5.2.2 Critical issues

To ensure the achievement of the phase II objective, the risks should be better managed. Updated the risk log and manage the assumption are part of the important activities in the rest of time of Phase II. Some of risk identified here are the staff turnover in the internal project as well as in the government official.

6. Follow up for further phase

1. Make optimal the complementary function of the national, provincial and district level in to support the capacity building of district government.
2. Develop link with other livelihood project to ensure the achievement of project goal to restore the rural economy. District Bappeda can play an important role to develop the synergy among the projects in that area.
3. According to different problem and government coordination structure, it suggested the specific project for Nias.
4. Coordinate with other UNDP program to have a better framework of LRB approach in the transition from the recovery phase to development phase

Annexes

Annex 1

Terms of Reference

Mid term Review Project Evaluation (Technical)

UNDP/ILO Project on “Creating Jobs: Capacity Building on Local Resource-based Rural Roads in Selected District of NAD and Nias”

1. Background

As part of the ILO integrated programme on employment promotion in the reconstruction of Aceh and Nias, the ILO in partnership with UNDP has been strengthening the capacity of local district Public Works Offices in 5 districts and small scale contractors in the use of a local resource-based rural infrastructure rehabilitation approach. The Project Phase II was approved by the MDF for 18 month implementation with a budget of USD 5,379,220 in June 2008 and the actual implementation commenced in October 2008. The extension period retained the original project’s objectives as follows:

- capacitate district government and small-scale local contractors in undertaking local resource-based road works
- provide the techniques, standards, systems and strategies for this approach
- involve the local communities in the provision of district and other rural roads

Areas for emphasis during the implementation period are maintenance and capacity building to district Public Works in Aceh. The project’s districts are reduced to 4 districts and at the same time some construction activities in the west coast were added. The project implementation has been guided by the initial Training Needs Assessment findings conducted in March/April 2006 and the final evaluation of Phase I in March 2008 as well as the maintenance strategy and pavement assessment conducted at the end of Phase I.

An independent mid-term project evaluation is scheduled for August 2009, while the project implementation will have to be extended beyond 2009 in order for the project to complete the works already started. District Public Works in Aceh have already requested project expansion in scope and time and a draft concept note was submitted to the BKRA Aceh for consideration. The evaluation will be an external independent evaluation to review the project’s progress and challenges in terms of technical work, project management, training and capacity building strategy, and the critical areas for further capacity building for district Public Works and small scale contractors in Aceh and Nias. The evaluation is also expected to provide recommendations for necessary adjustments.

The evaluation team will be managed by UNDP and work closely with designated ILO officials in the project sites, the ILO Jakarta Office and ASIST AP.

2. Key evaluation questions:

The evaluation will look at four aspects of the project’s implementation: relevance, efficiency, effectiveness, and sustainability. The main focuses will be the capacity of the project’s target groups, i.e., district Public Works and small scale contractors. The key questions will be:

Annex 2

Working Schedule of Mid-Term Review

Activities	Institutions	Date
Interview with key informants in Jakarta	UNDP, MDF, ILO, Bappenas, Depnakertrans	October 28, 29, 30
Submit draft of inception report		October 31
Interview with key informants in Banda Aceh	ILO program officer Bappeda province Dinas PU province UNDP MDF	November 2, 3
Field visit to district in NAD	<ul style="list-style-type: none"> • ILO Bireuen/Pidie • Bappeda • Dinas PU • Dinas Tenaga Kerja dan Transmigrasi • Local contractors • Community 	November 4, 5, 6
Desk Review		November 7, 8
Consolidation meeting in Jakarta (Eri)	<ul style="list-style-type: none"> • UNDP • ILO 	November 9
Field visit to district in North Sumatra-District Nias	<ul style="list-style-type: none"> • ILO Bireuen/Pidie/Aceh Besar • Bappeda • Dinas PU • Dinas Tenaga Kerja dan Transmigrasi • Local contractors • Community 	November 10, 11, 12, 13
Presentation of draft Report to Steering Committee		December 1,
Submission of final report	UNDP	December 7

Annex 3

Document Consulted

Strategy Documents:

1. UNDP Aceh Strategy
2. MoU between UNDP- ILO
3. MoU between MDF – UNDP

Creating Jobs Program Planning, Monitoring and Evaluation Documents:

1. Project Document revised 11 July
2. Trainings manuals and guidelines:
 - Pra lelang untuk pekerjaan jaan berbasis sumber daya lokal
 - Petunjuk administrasi dan prosedur pelaporan oleh pengawas Kimpraswil
 - Mobilisasi kontrak untuk pekerjaan jaan berbasis sumber daya local
 - Pedoman metode pekerjaan jalan untuk pekerjaan jaan berbasis sumber daya lokal
 - Gambar panduan untuk pekerjaan jaan berbasis sumber daya local
 - Buku pegangan untuk pekerjaan jaan berbasis sumber daya lolal
3. Midterm evaluation May 2007
4. MDF portfolio review, May 2009
5. Social sustainability review of 2008
6. Annual report 2007
7. Quarterly reports
8. Description on 2nd revision of the project
9. Minutes of meetings:
 - Project steering committee presentation on mission findings, April 2009
 - Project steering committee meeting, February 2009

Government Policy Framework

1. Pedoman monitoring and evaluasi padat karya , Depnakertrans
2. UU 24/2007 on Disaster Management
3. PP2/2006 Tata Cara Pengelolaan Pinjaman dan Hibah
4. Keppres 80/2003

Annex 4

List of key informants

Jakarta

Multi Donor Fund:

1. Ms. Lina Lo, Senior Consultant
2. Mr. Shaun Parker

UNDP

1. Mr. El- Mostafa Ben Lamlih, Resident Representative
2. Ms. Elena Tischenko, Deputy Country Director
3. Mr. Kristanto Sinandang, Head of CPRU
4. Mrs. Irawati Hapsari (Head of section of DM section a.i)
5. Mr Budhi Ulaen (Programme Officer-Recovery)
6. Mr Thamrin Hanafi (Project Officer)

Project Board

1. Mr. SP Doulers Ga, Depnakertrans,
2. Mr. Dewo and Mrs Agustin Arry Yanna, Director of Multilateral, Bappenas
3. Direktur Kawasan Khusus Desa Tertinggal, Bappenas
4. Mr. Lucky Firnandy, represent the Direktur Pengembangan Kesempatan Kerja, Bappenas

ILO

1. Mr. Peter Van Rooij (Country Director)
2. Ms Parisasara Liewkeat, Project Manager
3. Ms.Jane M. Tournée (senior consultant)
4. Mr. Warman Sobandi (National Project Officer)

Banda Aceh

UNDP

Ms.Afrida Nursanti (Program Assistance, Banda Aceh)

ILO

1. Mr. Eav Kong (resident Engineering),
2. Ms. Vanda Day (National Project Officer),
3. Mr. Aidil Azhari
4. Ms.Yulia Frida

MDF

1. Mr. Safriza Sofyan (Deputy MDF Aceh)

Provincial Geovernment

1. Mr. Izhar (Kepala Biro Administrasi Pembangunan, Pemda NAD)
2. Mr. Ali Basyah (Kepala Bidang Badan Pemberdayaan Masyarakat)

PNPM

1. Mr Rusli (Provincial Coordinator Aceh)

BKRA

1. Mr. Iskandar

District of Bireuen

ILO

1. Mr. Moh Effendi (Bireren District Engineer)
2. Mr. Renaldi (Bireuen, Mobil Training Consultant)
3. Mr. Allan (Bireuen, Mobile Training Consultant)

Dinas BMCK

1. Mr. Asmara Hadi (Kabid Sub Dinas Binamarga)
2. Mr. Suherman (Bireuen, vocal point of PW to ILO project)
3. Mr. Said (Bireuen, Dinas Bina Marga Cipta Karya, Trainee)
4. Mr.Imran (Bireuen, Dinas Binamaga dan Cipta Karya, Trainer)
5. Eka (Bireuen, Dinas Binamaga dan Cipta Karya, Trainee)
6. Ms. Maslina (Bireuen, Dinas Binamarga dan Cipta Karya, Trainee)
7. Ms. Lita (Bireuen, Dinas Binamarga dan Cipta Karya, Trainee)
8. Mr. Sukri (Bireuen, Dinas Binamarga dan Cipta Karya, Trainer)

9. Mr. Razuardi (Bireuen, Head of Bappeda)

Contractors

1. Mr. Asriadi (CV Asean)
2. Mr. M. Jamil (CV Kurung Bate Pamoe)
3. Mr. H. Achmad (CV Krueng Batee Pamoe)
4. Mr. Sayuti (CV Mulia Jaya)
5. Mr. Ramadan (CV Awe Jaya)
6. Mr. Suwandi (CV Berlian)

KDP/PNPM

1. Mr. Yusrizal (Financial District Facilitator)
2. Mr. Zainal Abidin (Technical District Facilitator)
3. Ms. Triyani (Technical District Facilitator)

District of Pidie

ILO

1. Mr. Rizal (Pidie District engineer)

Dinas BMCK

1. Mr. Mohamad Nazar (Pidie, Kepala Bidang Bina Marga, Dinas BMCK)
2. Alfiansyah (Pidie, Dinas Binamaga dan Cipta Karya, Trainee)
3. Sabih Ali (Pidie, Dinas Binamaga dan Cipta Karya, Trainee)
4. Roky Syahputra (Pidie, Dinas Binamaga dan Cipta Karya, Trainee)
5. Anwar (Pidie, Dinas Binamaga dan Cipta Karya, Trainee)
6. Surya Darma (Pidie, Dinas Binamaga dan Cipta Karya, Trainee)

Contractors

2. Mr. Mukhtar (CV. Kuci Laju)
3. Bustami (CV. Wiryakarya)
4. Mieza Helmi (CV. Afiska Jaya)
5. Razil (CV. Fadina Rizki)
6. M. Nur (CV. Casanova)

District of Nias

ILO

1. Ms. Vega Gea (Contract administrator, Nias)
2. Mr. Lazuardi Buana (Deputy Resident Engineer)
3. MR. Syarial (District Engineer)

BAPPEDA

1. Mr. Agustinus Zega, (Head of Bappeda)

Dinas Pekerjaan Umum

1. Mr. Ampelius Nazara (former Kabid Binamarga)

Contractors

1. Fongkis (CV Centra)
2. Yaredi Seba (CV Millenium)
3. Filigaro (CV Berkah Syukur)
4. Semiara Hulu (CV Wahana Darma)

Village community

1. Head of Sub district Tugala Oyo
2. Head of village Gunung Tua
3. Community Construction Team

District of South Nias

ILO

1. Mr. Enardson Layang (District engineer Nias Selatan)

Dinas PU

1. Mr. Lianus Nduru (Kaseksi Jalan dan Jembatan)

Bappeda

1. Mr. Frans Nduru (Humas Bappeda)
2. Mr. Arefa (Kabid Sumber Daya dan prasarana, Bappeda)

Annex 5

Objective/outputs/issues	Indicators	Questions	Source of information
Design relevance	Essentially an infrastructure project but piloting labor intensive work. Outputs are adequately designed to achieve project objectives	1. Was the DEX modality effective for achieving project objectives 2. Are the outputs designed effectively to reach the objective? 3. Did the project achieve its objectives	1. UNDP-Jakarta 2. MDF-Jkt and BA 3. MDF-Jkt dan BA, UNDP Jkt dan BA
	PM & E implemented	1. Were the roles and responsibility among the related key stakeholders clear? 2. Did the project has a PM&E framework? 3. Was regular monitoring undertaken? 4. Did the work plan reflected the recommendation stated in the MTR 2007, 2008, MDF portfolio review and SSR results ?	1. ILO, UNDP, Dinas PU, Nakertrans, BPM, Bappenas, BKRA/N 2. UNDP Jkt and BA 3. UNDP Jkt and BA 4. 3.UNDP Jkt andBA, ILO Jkt and BA
	Steps are taken to provide the assumptions	Were these assumptions managed by the project: 1. Continued support from local governments (PW province and district NAD and Nias allocated budget for project's maintenance. 2. Full transparency in contract awards and absence of corruption 3. Collaboration with LEDP and Aceh's Government at program formulation design 4. Targeted communities are accessible by ILO and local govt	1. ILO BA, contractors and community 2. Dinas PU province and district 3 ILO BA and District, Contractor, Dinas PU 4. ILO, Dinas PU, communities 5. Contractors, communities

Objective/outputs/issues	Indicators	Questions	Source of information
		5. No interference from local gangs in the project activities 6. No blacklashes against woman to participate in the infrastructure activities	6. Contractors, community
Implementation – efficiency and effectiveness	Project achieved the delivery of scheduled inputs and planned outputs	1. Were any delay in inputs and output deliveries? 2. Were the outputs according to the designed quality and standards, and the envisaged approaches? 3. Were the budget resources for inputs (staffing, good, works) and the time schedule for the implementation of activities adequate and sufficient to deliver the output? 4. Were the project management structure adequate in optimizing the delivery of project's outputs?	1. ILO and contractors 2. ILO province and district, dinas PU, UNDP 3. ILO province and district, contractor
Sustainability - Impact	Project's interventions has resulted an enabling environment for a sustainable project outputs	1. Had the local government allocated budget for maintenance of rural road infrastructure? 2. Had the training been used by the district PW? 3. Did the district PW adopt the guideline of LRB (technical guideline)? 4. Did the province PW has a strategy to disseminate LRDB to other district?	
Objective (LF): To restore the rural livelihoods and communities of disaster affected population in NAD and Nias	(LF: Number of communities with access to main roads as a result of the project's road rehabilitation and maintenance) <i>New: Increase number of customers of Kios or warung around the main road rehabilitated and maintained by the project</i>	1. Are the number of customer of the Kios or warung and other home industries increased after the road rehabilitation and maintenance? 2. Do the rehabilitated rural road give better access to the plantation or market?	Small Kios, warung and communities
Immediate objective:	90% of project roads (169 kms) constructed to specified quality and standard	1. Did bidding process conduct according the LRB guidelines?	1. Dinas PU district, ILO district

Objective/outputs/issues	Indicators	Questions	Source of information
District government and small scale contractors in project area adopt and undertake local resource-based road works thereby providing access to socio-economic centres and creating job opportunities for rural people		2. Did supervision conduct according the the local resouce-boased works guideline?	2. PU district and ILO districts
	75% of contract completed within time and budget	How far have completed within time and budget (see contract completion report)?	ILO districts
	District government in project areas have modalities in place for continuing issuing local resource-based road contract	Did the LRD manuals (procurement, implementaion and supervision) adopt as a PW technical guidelines?	Dinas PU Small contractors
	Contractors use the local resouce-based approach in their road works	Were any problems faced by contractors in theimplementation of the LRB?	Contractors
Output 1 The capacity of district governement and small scale local contractors in undertaking road works is satisfactory	At least 25 kms of road rehabilitation financed by local government budget and other organizations, adopt the project work's approach in bidding process, planning and quantity assessment method.	1. To what extend the district government has allocated budget for maintenance of rural roads rehabilitated by LRB-ILO? 2. Were the increasing numbers if staff participate in the training of LRB?	PU District ILO
	Number of contractors receiving more than one contract award		ILO and PU districts
	Decrease in the precentage of non responsive bid prepared by contractors	How many number of proposal has been rejected?	ILO nad PU districts
Output 2 Techniques, standards, system and strategies for local resource-based road	District Public Works in Aceh allocate budget for staff training in 2009 and 2010. PW or infrastructure programmes by non-government entities adopt project's training	1. To what extend the district government has spent budget for LRB trainings in 2009 and 2010? 2. Did the district PW incoporate either the LRB training as part of their capacity program or put the former or other similar training?	PU District PU District and ILO

Objective/outputs/issues	Indicators	Questions	Source of information
works are refined to conditions in NAD and Nias	approach for further training of district PW and small scale contractors		
	Provincial and District PW in Aceh adopt project's training materials and implements a training programme or LRB to district PW		
	Number of district/provincial PW officials are able to serve as a trainers.		
	District PW uses the revised specifications and standards in at least 10% and 20% of its rehabilitation budget in 2009 and 2010	Did PW use the revise specification and standards in at least 10%, 20% it its rehabilitatipon u dget in 2009 and 2010?	PU districts
	At least 70% of contractors' road supervisors and district PWs officials participating in the project training received certificates of competencies from the project	How is the percetage of contractors' road supervisor and district PW officials participating in the project training? Did they received certificates?	Contractor
	Number of contractors/Ministry of PW officials trained.		ILO district
Output 3 Community participation in rural road development and maintenance strenghtened.	Aceh: 260.000 worker days generated, 30% performed by women. Nias: 170.000 worker days, 30% performed by womens Women's road groups are organized in selected communities where Phase II road rehabilitation takes place in Bireuen and Pidie At least 50 community road supervisor are trained.	Were the involvement of woman reaching to 30%? Did they recived equal treatment as the male workers? From whom thye have got the information on the infrastructure jobs? Workers: Aceh 260.000, Nias 170 000 (30% are women)	Community Reports

Objective/outputs/issues	Indicators	Questions	Source of information
	<p>Aceh and Nias: At least 70% of communities in the targeted areas are satisfied with project's selected and rehabilitated roads</p> <p>Km length of village roads receive routine maintenance during project period</p>		