



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.



International Labour Office



ERA
Enhancing Rural Access



Enhancing Rural Access

Independent Mid-Term Evaluation

EVALUATION REPORT

(October - November 2013)

Project Symbol	TIM/11/01/EEC
Project Title	Fourth Rural Development Programme (RDP IV, Enhancing Rural Access, ERA)
Country	Timor-Leste
Project duration	Planned 01/09/2011 – 31/08/2015, Actual 01/11/2013 – 31/08/2015
Donor	European Union
Budget	Euro 11,600,000
Implementing Agency	ILO
Implementing Partners	SEAPRI, IADE, Don Bosco and MPW
Independent Evaluation (Mid-Term)	October 2013 The evaluation addresses ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability
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Executive Summary

➔ **Background & Context**

The ILO implemented ERA project is part of the EU funded 4th Rural Development Programme (RDP IV). The RDP IV has the overall objective to contribute towards the realisation of the Government's vision for rural development, as described in the Strategic Framework for Rural development. The project is implemented in the Western part of the country including the districts of Aileu, Ainaro, Bobonaro, Covalima, Ermera and Liquica.

The Overall Objective of the ERA project is: "Income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods".

The Project Immediate Objective is: "The access of rural communities to services and to income opportunities is improved through the rehabilitation and maintenance of rural roads". The three Expected Results are: i) Labour-based rural road rehabilitation contracts effectively executed; ii) Local civil works contractors and supervisors competent in contracts management; iii) Local civil works contractors and supervisors competent in labour-based rural road rehabilitation and maintenance.

The project rehabilitates and maintains rural roads in the selected districts by providing support to capacitating small-scale domestic contractors in Timor-Leste who will carry out road construction and maintenance works using a labour-based approach. The project ensures the sustainability of its capacity building activities by selecting and working with national training institutions in developing their capacities in delivering comprehensive training courses for small-scale domestic contractors and their staff. ERA rehabilitates and then provides routine maintenance to 140 km of roads and improves income generating opportunities and access to public infrastructure and services for an estimated 5,600 poor rural households. Other beneficiaries include 13,000 workers and their families who will benefit directly from short-term employment opportunities created by the project and hundreds of managers, engineers and supervisors of small contractors trained in road construction works.

➔ **Evaluation Background**

The mid-term evaluation provides the evaluation clients with an independent assessment of project progress to date. The overall objective of the independent evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation assesses and makes recommendations on: i) The relevance and strategic fit; ii) Progress made towards achieving the immediate objective, results, and delivery of quality outputs; iii) The impact (or initial impact); iv) The likelihood of sustained impact and proposes recommendations; v) Internal and external factors affecting the project; vi) Lessons learnt; The extent of government and social partners support and participation; vii) The implementation arrangements.

The primary clients of the evaluation are the ERA project management, Government, Project partners, ILO staff involved in the project and the EU who all share responsibility for deciding on the follow-up to the findings and recommendations of the evaluation.

➔ **Evaluation Methodology**

The evaluation has been carried out through a participatory approach and has evolved through a logic step-by-step method from desk review to interviews and site visits and final presentation and discussion of findings.

The evaluation team recognised the specific local context under which the ERA project operates and therefore appreciates limitations caused by post conflict period, high demand for immediate infrastructure improvement and therefore rapid training programmes, an emerging but under-capacitated construction sector, generally low educational level of trainees, and serious constrained access to resources for contractors.

→ **Main Findings**

Relevance and Strategic Fit

- At the strategic level the Secretariat of State for Support and Promotion of the Private Sector (SEAPRI) considers ERA as the major capacity promoter for capacity development of small-scale construction contractors in TL.
- At operational level the new Ministry of Public Works (MPW) is considered by ERA as the technical counterpart, and for training the Don Bosco and IADE training centres.
- ERA operates in an functioning network of roadwork and capacity development partners.
- All partners interviewed during the evaluation unanimously stated the importance of the ILO's contribution to the rural road and private construction sectors.
- The ERA project is an operational component of the national policy and strategy development framework, particularly with regard to the rural road sector and national skill development efforts.

Validity of Design

- The activities leading to the expected results are logically identified with realistic targets.
- The project design follows the correct cause and effect logic.
- Risks, assumptions and mitigation measures are identified and progress/changes are regularly assessed and reported in the project. For the evaluators risks of concern are: i) road maintenance investments by the government, ii) contractors' access to finances and equipment, and iii) levels of competencies for sustainable contracting.
- The excellent M&E framework allows for systematic performance assessment.
- The project strategy is to work in a fully integrated (embedded) approach.

Project Progress and Effectiveness

Progress to achieving the immediate objectives:

- To-date one road has been completed and is currently being maintained (Lihu- Samalete - 13.8 km). Long-term impacts with regard to access and income benefits will only be visible after some 5 to 10 years. However, the impact trend is already evident.
- The RDP IV programme comprises of three projects linked to the Project Purposes of which ERA is one. The overall objective is to contribute towards the realisation of the Government of Timor-Leste's (GoTL) vision for rural development. ERA directly contributes to this objective in the 6 districts of operation and indirectly by providing training to contractors who are or will be constructing rural roads in all other districts.
- The ERA project contributes directly and positively to the DWCP of Timor-Leste.
- Collaboration with the TL Trade Union Confederation (KSTL) will be further strengthened.

Progress to achieving the Result I – effective contract execution:

- There is a predominant appreciation of ERA's work quality and output by community leaders / authorities and community representatives!
- The overall physical output is slightly behind schedule (due to extended rains) but on track (73%/77km);

- A large number of trial contracts have been awarded and are well managed (35 contracts with a total contract sum \$3,923,883).
- Good quality rehabilitation work in difficult mountainous terrain, particularly drainage structures and gabion walls are of high quality.
- Maintenance on the completed Lihu – Samalete road (13.8km) is effectively implemented.
- Labour-based work methods are well applied. Approximately 220,000 worker-days of employment for 4,842 registered beneficiaries have been created since the start of works. This is below the original target, which was based on an assumed labour-cost component of 35%. Due to higher material and labour wages the labour-cost component should now be set at about 25% of the total construction costs.
- Innovative technical solutions are tested / developed.

Technical and managerial challenges:

- ERA roads are mountain roads with steep and extremely steep gradients and annual rainfall of up to 2500mm/year. A gravel surface is unsuitable for this type of roads (annual gravel loss is over 30mm/year). This results in an increased maintenance burden and is thus not sustainable.
- The current design for narrow mountain roads (carriageway 3.5m only) does not include regular and strategically placed passing bays.
- Generally there is a scarcity of appropriate compaction equipment for hire and emerging contractors do not yet have the financial base to procure own equipment.
- The contract specifications and BoQ are not particularly suitable for a LB work methods carried out by small-scale contractors.
- A comprehensive and practical quality assurance system is not yet in place.

Progress to achieving Results 2 & 3 - contractors and supervisors competent in contracts management & labour-based rural road rehabilitation and maintenance

- The training courses for LB rehabilitation and maintenance with Don Bosco and for contract and business management for civil works contractors with IADE have been accredited with INDMO. The courses are fully integrated with the two training institutions. This is an outstanding achievement!
- A dedicated Training of Trainers (ToT) programme is being implemented.
- Good quality technical and contract management training manuals have been developed.
- A total of 467 persons have been trained (130 Engineers, 255 Supervisors, 21 Public Works Supervisors, 11 ERA and 11 R4D Training Engineers) which gives a total 8,787 trainee-days. On-the-job training during the trial contracts is provided in addition.
- A total of 133 small-scale contractors have been trained consisting of Director, Site Agent and each 2 Site Supervisors. In addition 35 companies are practically trained during trial contracts.
- The training output is well ahead of the set targets!

Training challenges:

The ERA training programme is demand driven (output driven) and thus must be considered as a reactive crash programme that creates a conflict between project output demands and adequate capacity development objectives.

The relatively low educational background of trainees is a severe constraint for effective training and as such creates a discrepancy between available project inputs and time frame and the project objectives. As a consequence the training delivered by the project can only achieve a basic level of competence.

Cost increase versus physical output targets:

There has been a considerable cost increase since the beginning of the project due to higher labour and material costs. The original cost per km was estimated at USD 40,000 while the new estimates suggest a minimum of USD 60,000/km. The EU therefore approved the use of the contingency budgets of ERA and RDP IV of a total €1.6 million, which now allows the project to rehabilitate 140km (10km short of original target).

Number of worker-days:

The original worker-day target was based on the assumption of 35% labour-cost component of the total construction costs. Due to higher material prices and increased wage rates (from \$3 to \$5) the labour cost component is now at 25% which results in a total of about 430,000 instead of 780,000 worker-days.

Participation of female workers:

About 46,000 workers days for 1,024 registered women (21.1%) have been generated since the start of works. The target is 30%, but could not yet be achieved due to various reasons, e.g. more structural works where skilled labour is required, which traditionally is not available among women. The project is making extra efforts to attract more women for road works.

Contractors' performance:

Considering the limitations the contractors with extensive supervision and coaching from the ERA team manage their contract work well. Limitations are:

- Extended heavy rains,
- Business barriers to overcome, such as access to finances, equipment and qualified staff,
- Limited training scope (basic competency level).

Inclusion of gender considerations:

- The ERA project has gender considerations integrated into all project aspects and into the full project cycle.
- The project and its partners adequately manage gender mainstreaming.
- It is obvious from our observations that the project contributes towards gender equality acceptance among all concerned implementation partners.

Environmental safeguards:

The project has an excellent environmental safeguard guideline/checklist in use, which covers the entire project cycle leading from planning and designing to construction and maintenance.

Efficiency of Resource Use

- The strategic allocation of resources is well managed based on the prevailing needs. Necessary corrections have been made during project implementation (additional allocation for construction cost increase).
- The work standard on the road sites is generally good and the training is cost effective.
- Both direct implementation partners, Don Bosco and IADE, make full use of the project investments. All ERA courses have been accredited with INDMO and are now fully integrated standard training programmes.
- Funds have been timely disbursed, both in terms of transfers from the EU to the ILO and from the ILO towards project activities.

Effectiveness of Management Arrangements

- The project management ensures effective cooperation interfaces with all partners. The project is also efficient in terms of contract management, organising trainings and monitoring works on site.
- The means of verification for tracking progress, performance and achievement of indicator values are well defined and fully integrated into the M&E system. The half-yearly progress reports summarise the assessed results using the M&E performance plan and matrix.
- The Steering Committee meets regularly every six months. It facilitates cooperation among the partners, sanctions project decisions and recommendations and provides management guidance.
- Support provided by the various ILO offices is part of the established ILO structure and as such an important and indispensable management function. These back-up services have been much appreciated by the ILO project team.

- ERA has initiated a closer working relationship with the DRBFC of MPW and thus with the ILO implemented R4D project. ERA also cooperates closely with other actors in the roads and training sectors.

Impact Orientation and Sustainability

- The project has managed to provide those contractors who joined the training programme with basic but vital LB technical as well as contract and business management competencies. More could not have been expected with the limited resources and timeframe available for the ERA project. Further upgrading training is required.
- The rehabilitated roads are of good quality, which can be easily upgraded with a pavement and thus would be sustainable in the sense that they can be adequately and cost effectively maintained. With the prevailing terrain and climatic conditions gravel roads are basically not maintainable over a prolonged period of time and thus sustainable impacts cannot necessarily be expected unless the roads will be paved soon.
- Communities are involved throughout the project cycle. The awareness that the rehabilitated roads require maintenance is evident and as such communities are ready to contribute towards maintenance.
- The ERA exit strategy should not be considered as the end of the capacity building efforts, but to create a strong and sound basis for continued efforts.

➔ Important Conclusions

- a) The ERA project is achieving the set result targets and thus is likely to also achieving the immediate project objective and is a significant milestone in operationalizing the rural development policies and strategies of Timor-Leste.
- b) Socio-economic impacts are already evident.
- c) Collaboration and coordination with project partners and beneficiaries has been exceptionally good and fruitful. Collaboration with MPW (and R4D) needs to be further strengthened and activities synchronised / optimised,
- d) The integrated work approach leads to ownership and sustainable capacities in the partner institutions. Community consultation and involvement has been exemplary.
- e) The construction work carried out is of good quality and allows further upgrading of the gravel roads to paved standard. The cost increase is fully justifiable. The capacity to effectively maintain gravel rural roads by the local and central Governments is questionable.
- f) Although the training has been a demand driven 'crash-programme', a sound foundation for sustainable capacity building in the private construction sector has been created. Continued training inputs are essential. Practically a timeframe of 10 to 15 years has to be considered.
- g) The project has developed a good M&E system based on ILO guidelines for monitoring, reporting and evaluation and is fully compliant with the M&E requirements of the EC.
- h) The achievements and success of the project has realistic replication potential!

➔ Recommendations and Lessons Learnt

Main recommendations and follow-up:

1. Define appropriate standards and designs for maintainable and sustainable rural roads in TL.
2. Develop standardised and appropriate contract documentation for use by small-scale contractors for labour-based rural road works.
3. Develop and introduce a total Quality Assurance System to ensure quality of roads through all project stages.
4. The current curricula are based on the national qualification framework for vocational training. To strengthen teaching and to optimise learning it is recommended to clearly identify and describe the learning objectives for each module.
5. As an intermediate means to improve performance of contractors it is recommended to carry out problem oriented refresher trainings.

6. To boost the private construction sector in TL the development of a cadre of professional site supervisors is a must. It is recommended to design and prepare a comprehensive Road Builder (site supervisor level) course, ready for take-up by a follow-on project/programme to the ERA project.
7. ERA and R4D to work closely in an integrated approach to ensure complementarity and synchronisation.
8. Using the current ERA achievements as a starting platform a long-term follow-on capacity development programme is recommended to capitalise on these achievements and to provide significant and sustainable development support.

Important lessons learned

1. For training to become fully effective and sustainable beyond a project's limited time frame, accreditation by a national education authority is paramount. The ERA project has managed to accredit labour-based road construction courses together with contract and business management courses through an integrated work approach where the ILO experts have been working directly with their counterparts.
2. Trial contracts are an effective platform for on-the-job training under real working conditions. Although this measure increases the learning effect, the contractors and their site supervisors will in most cases not reach sufficient capacity to work competently and independently at the end of the trial contract. It is therefore obvious that continued training and capacity efforts have to be made to ensure that sustainable performance capacities in the domestic construction sector can be achieved. A targeted follow-on project to consolidate the achievements and enhance development efforts needs to be introduced.
3. A significant socio-economic impact is expected from improved access to services and markets. Gravel standard was perceived for a long time as sufficient for rural roads. However, experience has shown that the rural roads in TL in mountainous areas with high rainfalls deteriorate at a fast rate. This creates an unmanageable maintenance burden, negative environmental impacts, reduced socio-economic impacts and a rapid loss of initial investments. Enhanced engineering standards are therefore required. This means higher initial investment cost but allows constructing reliable access roads that can be maintained with the available resources and ensures a continued and possibly increasing socio-economic impact. This was realised by the ERA management and consequently requested for additional funds to build the ERA roads at least to a standard where upgrading to paved standard would be possible.
4. Project management as well as project partners need to be well informed about the project's progress, effectiveness and efficiency, use of resources and challenges encountered. For the ERA project the challenge has been to be able to factually plan and monitor physical road works as well as parallel to it capacity building developments coupled with impact assessments. For this reasons ERA has developed a user-friendly M&E framework including community snapshots that are designed to assess the impact of the roads on the beneficiary communities.

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Acknowledgements

The evaluation of the Enhancing Rural Access Project has been a participatory process and thus thanks goes to all ERA implementation partners involved. Their contributions have greatly supported the evaluation process. The discussions held were always open, fair and oriented towards achieving improvements.

Particular thanks go to the ILO CTA Tomas Stenstrom and the ILO Head of Mission Roberto Pes, as well as the entire ERA team for facilitating the evaluation mission. We have also appreciated the guidance provided by the Evaluation Manager Matthieu Cognac and the Evaluation Officer Panomarmrat Pringsulaka of ILO ROAP Asia and Pacific. .

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Acronyms

AEMTL	Business Women's Association (Asociacao Empresial Mulheres de Timor-Leste)
BMS	ILO's Budget Management System
BOQ	Bill of Quantities
BOSS	Business Opportunities and Support Services (ILO Project with IADE)
CAMOES	Portuguese development cooperation implementing component 1 of RDP IV
CARE	NGO implementing rural road works in Bobonaro and Covalima
CCI-TL	Chambers of Commerce and Industry ion Timor-Leste
DPCM	Development Partners Coordination Mechanism
DRBFC	Directorate of Roads Bridges and Flood Control
EC	European Commission
EC ROM	Results Oriented Monitoring by European Commission
EIIP	Employment Intensive Investment Programme (of the ILO)
ERA	Enhancing Rural Access
EU	European Union
FIDIC	Fédération Internationale des Ingénieurs-Conceils
GIZ	German development cooperation implementing component 1 of RDP IV
HH	House Holds
IADE	Instituto de Apoio ao Desenvolvimento (business development institute)
ICRD	Interministerial Commission for Rural Development (closed in 2013)
ILO	International Labour Organization
INDMO	Instituto Nacional de Desenvolvimento de Mão de Obra
KSTL	Confederation of Trade Unions in Timor-Leste (Konfederasaun Syndikat TL)
LB	Labour-Based
LBT	Labour-Based Technology
M&E	Monitoring and Evaluation
MPW	Ministry of Public Works
MSA	Ministry of State Administration
NAO	National Authorizing Officer (based at Ministry of Foreign Affairs)

NITL	National Insurance Timor-Leste
OHM	Organisation Haburas Moris (local NGO)
OSH	Occupational Safety and Health
OROF	Our Roads Our Future - Rural Road Project Funded by ADB (JICA) and implemented by CARE
OSH	Occupational Safety and Health
PARCIC	NGO in Ainaro supporting agro business
PDD	Government Decentralised Procurement
R4D	Roads for Development (Rural Road Programme implemented by ILO with MPW)
RDP II, III, IV	EU Rural Development Programmes No II, III and IV (ERA is part of RDP IV)
RRRM	Rural Road Rehabilitation and Maintenance (previous name of ERA Project)
SCM	Steering Committee Meeting
SEAPRI	Secretariat of State for Support and Promotion of Private Sector (ERA's direct government partner)
SEPFOPE	Secretariat of State for Vocational Training and Employment Policy
SISCA	Medical outreach
SMA	Secondary School
SMP	High School
STVJ	Sentru Treinamentu Vocational Juventude
TESP	Training and Education Support Programme (Project implemented by ILO with SEPFOPE)
TIM Works	Previous project implemented by the ILO with SEPFOPE, predecessor to ERA
TIS	Tender Information System
UNDAF	United Nations Development Assistance Framework
UNMIT	United Nations Integrated Mission in Timor-Leste (Closed 2012)
VOC	Vehicle Operating Costs

1 Background and Description of the Project

1.1 Project Background

The ILO implemented ERA project is part of the EU funded 4th Rural Development Programme (RDP IV). The RDP IV has the overall objective to contribute towards the realisation of the Government's vision for rural development, as described in the Strategic Framework for Rural development: *"Rural communities have adequate food, either directly from agricultural production, or through other employment and entrepreneurial activities and that income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods"*.

The project is implemented in the Western part of the country including the districts of Aileu, Ainaro, Bobonaro, Covalima, Ermera and Liquica. The geographical coverage was determined during the inception phase of the Project, The final decision on the districts and a few other changes to the original design have been formalised through an amendment.

The national core network of roads needs to be effectively open to allow the proper access to sub-districts and rural areas in order to stimulate agricultural production and facilitate the entry of social services. This entails upgrading and often effectively reopening district and rural roads. Programmes have been drawn to address this with significant government funding over the coming years, complemented with funds by EU and other Donors. However, due to the overall poor condition of these roads, the relevant funding requirement is substantial.

The difficult climatic, geological and topographical conditions in Timor-Leste pose serious challenges to road construction, as well as to the capacity to carry out regular preventative and timely emergency maintenance. Also, there is limited capacity within the central and local departments responsible for road rehabilitation and maintenance, as well as within the private sector. There is a heavy reliance on the private sector to bridge this gap. Although there is now a small number of experienced contractors and engineering consultants in the country, there is a need to further support growth and private sector development in the construction industry.

1.2. Objectives and Expected Outcomes

The **Overall Objective of the ERA** project is: *"Income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods"*.

The **Project Immediate Objective** is: *"The access of rural communities to services and to income opportunities is improved through the rehabilitation and maintenance of rural roads"*.

The three **Expected Results** are:

R.1. *Labour-based rural road rehabilitation contracts effectively executed.*

R.2. *Local civil works contractors and supervisors competent in contracts management.*

R.3. *Local civil works contractors and supervisors competent in labour-based rural road rehabilitation and maintenance.*

ERA will rehabilitate and then provide routine maintenance to 140 km of roads, revised down from 150 km, and improve income generating opportunities and access to public infrastructure and services for an estimated 5,600 poor rural households. Other beneficiaries include 13,000 workers and their families who will benefit directly from the short-term employment opportunities created by the project and hundreds of managers, engineers and supervisors of small contractors, trained in labour-intensive road building methods and in contract management.

1.3 Project Strategies

The project rehabilitates and maintains rural roads in the selected districts by providing support to capacitating small-scale domestic contractors in Timor-Leste who will carry out road construction and maintenance works using a labour-based approach. The project ensures the sustainability of its capacity building activities by selecting and working with national training institutions in developing their capacities in delivering comprehensive training courses for small domestic contractors and their staff. The Don Bosco Training Centre provides the technical training to contractors and IADE (Business Management Support Institution) trains contractors in contracts and business management. The capacity building efforts are also extended to the Directorate of Roads Bridges and Flood Control (DRBFC of the Ministry of Public Works) who's supervisors and contract managers are trained in the planning, design, implementation and management of labour-based rural road rehabilitation and maintenance works. ERA has supported these training institutions to achieve accreditation in compliance with the national competency qualification standards.

The capacity building strategy and training modules are based on the lessons learned from ILO experiences in Timor-Leste and elsewhere, including the preceding ILO implemented TIM-Works project. Based on lessons learned from the TIM-Works project relatively more investments are being made for critical and vulnerable road sections, improved drainage and increased rate of protection works to ensure that the roads can withstand heavy rainfalls.

Around two-thirds of ERA's budget is allocated to construction related activities and the remaining third to implement training activities.

The project liaises closely with various key stakeholders e.g. Secretariat of State for Support and Promotion of the Private Sector (SEAPRI) - the official government counterpart institution, Ministry of Public Works, Don Bosco, IADE, and SEFPOPE (Secretariat of State for Vocational Training and Employment Policy), and other projects involved in road constructions, maintenance and capacity building projects, donors, and other government institutions.

1.4 Linkages to other Development Frameworks

The 20-year (2011 – 30) Strategic Development Plan (SDP) emphasises the importance of infrastructure, including roads, in achieving accelerated sustainable development. The Framework emphasises the important role of agriculture and rural roads in achieving sustainable development. The Government also incorporated 'Foster Private Sector Growth' as a major goal of its National Priority 1. The SDP acknowledges that scaling up the Governments fiscal envelope is not enough to deliver improved infrastructure and that

there is a need to increase the investment in the building of a national capacity to implement the SDP.

The ERA project directly contributes to the ILO's Country Programme Outcome TLS 176 - enhanced rural employment, safety net, and economy through infrastructure investment, livelihoods programmes, and business development support. The ILO, as part of the Timor-Leste United Nations Country Team, seeks to support Timor-Leste in realizing its national development goals, specifically with regards to transforming the current subsistent agriculture-based rural economy into a vibrant job-rich economy. Guiding ILO's contribution until end of 2013 is the Timor-Leste Decent Work Country Programme (DWCP) 2008-2013, which is aligned with the Timor-Leste United Nations Development Assistance Framework (2009-2013). Both UNDAF and DWCP support Timor-Leste's efforts to achieve the Millennium Development Goals: specifically MDG 1: Eradicate extreme poverty and hunger; MDG 3: Promote gender equality and empower women; and MDG 7: Ensure environmental sustainability.

The ERA Project shares the same institutional counterpart (IADE) with the ILO BOSS project and has natural synergies with the TESP (Training and Employment Support Project), funded by AusAID and the R4D (Roads for Development) Project, funded by AusAID.

1.5 Project Management Arrangements

The ERA Project Chief Engineer is managing the project and is in charge of daily implementation. Other international experts include a Labour-Based Field Engineer (full time), a Labour-Based Training Specialist (2 years), a Business Management Expert (2 years) and a MIS Expert (1 year). The Project Chief Engineer is supported by the ILO Head of Mission. Currently arrangements are being made to split the two projects (BOSS and ERA) and thus each would be having its own Chief Technical Advisor (CTA) as from 1st of January 2014.

The ILO Programme Office supports the international expert team for Timor-Leste (2 Project Admin Support Staff and 3 Drivers) and 1 Programme Officer based in Jakarta. In addition to staff recruited by the ILO, the ERA Project relies on local technical and administrative staff for its delivery that is recruited through Don Bosco and IADE.

The Decent Work Technical Support Team in Bangkok provides technical backstopping and monitoring support, while the ILO Jakarta Office provides administrative backstopping.

2 Evaluation Background

2.1 Rationale for the Evaluation

The mid-term evaluation provides the evaluation clients with an independent assessment of project progress to date, constraints and opportunities and, where needed, recommendations to revise objectives, targets, strategies, institutional arrangements, work plans, partnership arrangements and resources.

The evaluation assesses progress and overall achievements of the project as a whole as well as for the individual components and their linked activities. The evaluation reviews inputs by all ILO and non-ILO stakeholders involved in the project, either from within or outside the ILO ERA team, as well as the processes through which these inputs are provided, and decisions made.

The overall objective of the independent evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the remaining project duration.

The independent evaluation of ERA is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice.

The evaluation team also recognises the specific local context (project environmental conditions) under which the ERA project operates and therefore appreciates limitations caused by:

- Post conflict period which is governed by a multitude of immense development efforts in all sectors,
- High demand for immediate infrastructure provision and thus a high demand for rapid training,
- An emerging local private construction sector that takes time and resources to develop,
- Limited / evolving institutional capacities with a certain degree of dependency on foreign expertise
- Generally low educational background of trainees (attending contractor training), and
- Serious constraint access to resources for contractors in terms of finance, equipment and capable staff.

2.2 Scope of the Evaluation

The mid-term evaluation covers all immediate objectives of the ERA Project. The evaluation includes all outputs that have been achieved since the start of the project (September 2011- September 2013). The evaluation covers all geographical coverage of the project.

The evaluation assesses and makes recommendations on:

- The relevance and strategic fit of the immediate objectives and ERA contribution to the broader context (SDP, RPD IV, and Timor-Leste's DWCP); this includes the soundness of the project design

- Progress made towards achieving the project immediate objective, results, and the delivery of quality outputs.
- The overview of impact (or initial impact) of the ERA projects on 1) the local civil works contractors and supervisors and their competency in labour-based road rehabilitation; 2) the mobilisation of the communities to rehabilitate and maintain rural roads; 3) the improved roads
- The likelihood of sustained impact and proposes recommendations to the project team to ensure achievement of results and improved delivery of quality outputs. Review progress achieved in promoting local ownership of the project and in promoting long-term sustainability of activities initiated under the project.
- Internal and external factors that have contributed to the pace of project implementation. Identify lessons learnt on substantive and project management issues.
- The extent of government and social partners (workers' and employers' organizations) support and participation in the project.
- The implementation arrangements put in place by the Project to ensure appropriate capacity building of its institutional counterparts.

The project partners involved in the evaluation are the ERA project management, Government, Project partners, ILO staff involved in the project (ILO Timor-Leste, Jakarta, ROAP, field technical specialists and ILO technical units at HQ) and the EU who all share responsibility for deciding on the follow-up to the findings and recommendations of the evaluation.

The evaluation process is participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

The evaluation has been carried out by two external evaluators, namely Mr. Andreas Beusch, Intech Beusch & Co., Switzerland, and Mr. Edio da Costa, Dili, Timor-Leste.

The evaluation has been managed by Mr. Matthieu Cognac, Youth Employment specialists based at ILO Regional Office for Asia and the Pacific (ROAP). Ms. Pamornrat Pringsulaka, the Regional Evaluation Officer based at ROAP has been ensuring quality standard of the process and of the evaluation report.

The evaluation was carried out as per the stipulated ILO evaluation norms, standards and ethical safeguards.

2.3 Clients of the Evaluation

The primary clients of the evaluation are the Government of Timor-Leste as beneficiary of this assistance, project stakeholders and constituents, the ILO as implementing agency and the EU as the funding agency that will benefit from the lessons learned.

It is the evaluators strong opinion that the



concerned communities and contractors involved in the ERA Project are to be in the focus, as they are the main beneficiaries and thus that this evaluation may contribute to a better livelihood of those who most need it. In this respect the evaluation attempts to provide a critical viewpoint to eventually develop recommendations that support i) increasing the degree of meaningful employment creation in the long run, ii) constructing and maintaining long-lasting quality rural roads and iii) developing a capable strong local construction and maintenance capacity.

3 Evaluation Methodology

The evaluation has been carried out through a participatory approach by involving all key-partners engaged in the implementation of the ERA Project. The evaluation has evolved through a logic step-by-step method:

- a. Desk review of background and project specific documentation as provided by the project,
- b. Interviews and discussions with most relevant ILO staff and stakeholders,
- c. Site visits to all 8 on-going ERA project roads (currently total of 30 rehabilitation and 3 maintenance contracts) with problem-oriented discussions and exchange of views and ideas at project implementation level with contractors, supervisors, trainers and community representatives,
- d. Final presentation on achievements, challenges and future developments at the debriefing workshop in Dili and inclusion of comments and contributions from stakeholders,
- e. Analysis of results from above findings and report drafting.

Data collection was mainly facilitated through the project's comprehensive database. As such most if not all the essential planning, reporting and monitoring instruments that are necessary for a rural access project of its nature were available to the evaluators. In principle empirical and factual data have been collected and analysed. All required information in terms of project reports and affiliated framework documentation were made available to the evaluators.

The system data (M&E and progress reports) have been verified through field visits and interviews and discussions with implementation partners and beneficiaries.

During the final debriefing workshop on 12th November most stakeholders were represented. The discussion after the presentation did not trigger contradicting opinions or comments but confirmed the evaluators' findings.

The evaluators have given particular attention to exchanging ideas and experiences with the project team in order to critically but transparently scrutinize the project's work by learning from the past and identifying opportunities and challenges for the second half of the project and possibly for the future beyond this project's time frame.

Particular attention has been given to include gender equality aspects by ensuring (i) the involvement of both men and women in constituents'/beneficiaries' consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender in the background analysis and justification of project documents; (iii) the monitoring of gender-sensitive strategies and objectives and gender-specific indicators; (iv) and outputs and activities consistent with these.



4 Project Status and Evaluation Findings

4.1 Evaluation Framework and Questions

The principal evaluation questions as detailed in the TOR are related to the three main services (expected results) to be provided by the ILO ERA Project:

- R.1. Labour-based rural road rehabilitation contracts effectively executed.
- R.2. Local civil works contractors and supervisors competent in contracts management.
- R.3. Local civil works contractors and supervisors competent in labour-based rural road rehabilitation and maintenance.

The evaluation was carried out with the aim of answering the key issues as detailed in the TOR under the following evaluation criteria:

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

The key questions listed in the TOR were scrutinised by the Consultant during the initial stage of the evaluation process. Some additional questions were suggested and discussed together with the project management and consequently submitted in the inception report for approval. For clarity reasons the evaluation questions are stated again (blue boxes) for each field of findings.

4.2 Relevance and Strategic Fit

The findings for the following key questions are:

- 1.1a** *Does the counterpart have a shared vision and understanding of the project, the expected achievements and the accompanying strategies?*
- 1.1b** *Has the counterpart taken ownership of the project concept and approach since the design phase?*

The ERA project has not one but several counterparts at strategic and operational levels.

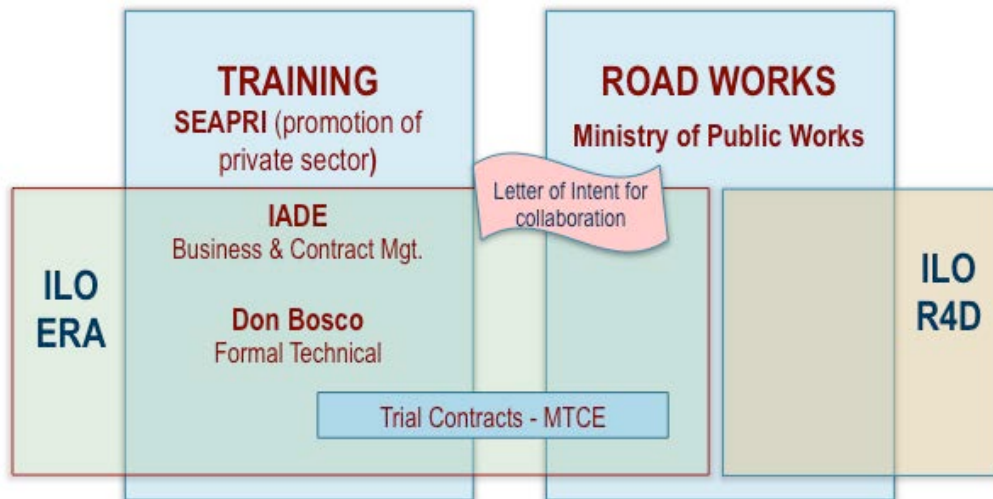
- At the **strategic level** the Secretariat of State for Support and Promotion of the Private Sector¹ (SEAPRI) considers the ERA project as the major capacity promoter for capacity development of small-scale construction contractors in Timor-Leste. The fact that the Secretary is also the Chairperson of the ERA Steering Committee underscores the ownership and participation aspects.
- At the **operational level for rural road rehabilitation** the new Ministry of Public Works (MPW) is considered by ERA as the technical counterpart. A recent draft letter of intent

¹ As a result of the Parliament Elections held in July 2012 and the constitution of the new Government of Timor-Leste, the ERA Project formally falls under SEAPRI. The Secretary is the new Chair of the ERA Project Steering Committee. This arrangement was formalized with the European Delegation through an exchange of letters.

between ERA and MPW details the collaboration arrangements². Also collaboration with MPW is evident through the ILO implemented and AusAID financed Roads for Development Project (R4D). The ERA project provides essential training for the contractors engaged by R4D. Technical and contracting managerial developments for the rehabilitation and maintenance of rural roads in TL are being pursued by both projects and close collaboration is thus essential. R4D is charged with the responsibility of developing the institutional and technical capacity of the new MPW while ERA provides support to develop the capacity of the domestic private construction sector. As such the functions are complimentary.

- At the **operational level for capacity development** for the domestic private construction sector the direct counterparts are the renowned Don Bosco Training Centre for labour-based technical training and the Instituto de Apoio ao Desenvolvimento (IADE) for contract and business management training. Both institutions are accredited with the Instituto Nacional de Desenvolvimento de Mão de Obra (INDMO) and have also managed to accredit the courses developed under the ERA project (Labour-Based Technology for Road Works and Managing Small Construction Contracts and Bids). This is clear evidence of full ownership of the project development strategy and implementation approach.

Figure 1: Principal partnership arrangements



- 1.2a** To what extent has the project made strategic use of coordination and collaboration with other ILO projects (e.g. BOSS, R4D, TESP projects), other development agencies and on-going initiatives of the government of Timor-Leste to increase its effectiveness and impact?
- 1.2b** What are areas for improvement for cooperation?

² The Draft Letter of Intent stipulates among others:

ERA will ensure agreed standards for rural roads, involve MPW staff in identification of roads, evaluation of trainee contractors and bids, and ERA will hand over roads officially at the end of the Project. MPW will assign a Supervisor/Assistant Supervisor in each district as focal point for ERA road works and assign an official to participate in the evaluation of ERA trainee applications and ERA bid evaluations. MPW will further promote certification as a qualification criteria for contractors to participate in rural road works, and most importantly include roads rehabilitated through ERA in the MPW budget for future maintenance after the completion of ERA

1.2c *To what extent is the ERA project perceived as an effort by the ILO to support Timor-Leste in addressing the capacity in the road rehabilitation and maintenance sector in Timor-Leste?*

ERA operates in an established and maintained network of roadwork and capacity development partners:

- ERA participates actively in the rural road coordination working-group that meets once a month. This group pulls together all actors in the rural road sub-sector.
- ERA works closely with the ILO implemented R4D project. This large-scale rural roads rehabilitation project has huge demand for contractor training. R4D and Don Bosco have entered into agreements where ERA already trained 78 contractors in 2013. It is expected that R4D will require training of more contractors in 2014. ERA and R4D management staff meet regularly to share experiences and coordinate activities.
- ERA is being implemented alongside the Irish Aid funded Business Opportunities and Support Systems Project (BOSS - ILO Project with IADE). Activities are closely coordinated between the two partners for the development and implementation IADE's business and contracts management training.
- ERA works with the Training and Education Support Programme (TESP - project implemented by ILO with SEPFOPE) programme in terms accreditation of training with INDMO. ERA also ensures coordination with SEPFOPE in terms of road selection for their labour-intensive works component.
- ERA is coordinating activities with ADB, in particular in Bobonaro where ADB is implementing the project "Our Roads are Our Future".
- For overall coordination and guidance the ERA steering committee meets half-yearly with effective meetings (evident from meeting minutes).

All partners interviewed during the evaluation unanimously stated the importance of the ILO's contribution to the rural road and private construction sectors. The continued support over the last 6 years or so is now paying out.

ERA has made use of the good practices and lessons learned from previous ILO projects in Timor-Leste and elsewhere using an integrated approach of capacity building and labour-based construction methods. As such the ERA project can be seen as the improved continuation of the TIM-Works project.

The capacity of the newly established MPW is fragile. R4D as a support project is being implemented through the Directorate of Roads, Bridges and Flood Control (DRBFC) of the MPW. R4D is covering all 13 Districts of Timor-Leste and is designed as the leading programme in the rural roads sector in Timor-Leste (R4D started in March 2012 and current phase ends in March 2016). Apart from the implementation of rural road rehabilitation and maintenance works, a main objective of R4D is to strengthen capacities of DRBFC for the planning and delivery of investments in the rural roads sector. Another key objective is building capacities among district-based local civil works contractors for the implementation of the works. On the other side ERA also implements rural road rehabilitation works in 6 Districts and trains small-scale contractors for its own work but also for R4D. As such the two ILO projects operate with complimentary objectives. Effective coordination to ensure common work approaches, standards and procedures seems to be obvious. The need to cooperate closely has been realized by both project managements. However, an even closer and more structured cooperation would create enhanced synergies and reduce overlaps.

1.3a *Is the project relevant in supporting GoTL's policy and strategy framework? (Ten-Year Master Plan / Investment Plan for Roads 2009-2019; Strategic Plan for Rural Development, Dec 2009; National Infrastructure Plan, March 2009; Rural Roads Policy 2009).*

1.3.b *Are ERA's capacity building activities relevant to the National Skill Development Strategy and the National Employment Strategy*

The ERA project is an operational component of the national policy and strategy development framework, particularly with regard to the rural road sector and national skill development efforts. The project activities respond directly to the Government's strategy demands. This is particularly evident by contributing to:

- Development Programme of the V. Constitutional Government (2012-17 Legislature), by supporting the implementation programme stipulated in Section 3. Development of Infrastructure and particular Sub-Section 3.1.1 Rural Roads,
- Rural Road Policy (RRP, draft 2009), by applying most of the recommended standards and work approaches³,
- Integrating the ERA training courses into Don Bosco's and IADE's training programmes and accrediting them in the national vocational qualification framework of INDMO.

It is a fact that the ERA training leads to meaningful employment within the increasing construction market in Timor-Leste, particularly in the rural areas and is therefore relevant to the National Skill Development Strategy.

4.3 Validity of Design

2.1a *Is the planned project design (outcomes, outputs, activities) relevant and realistic to the situation on the ground? Do they address the stakeholders' needs that were identified? Do they need to be adapted?*

2.2a *Does the intervention strategy address the root causes of the identified problem?*

2.2.b *Are the timeframe for programme implementation and sequencing of project activities logical and realistic? If not, what changes are needed to improve them?*

The ERA logframe describes the overall project objectives as:

- *Rural communities have adequate food, either directly from agricultural production, or through other employment and entrepreneurial activities.*
- *Income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods.*

Three expected results contribute to these objectives:

- R.1. Labour-based rural road rehabilitation contracts effectively executed.*
- R.2. Local civil works contractors and supervisors competent in contracts management.*
- R.3. Local civil works contractors and supervisors competent in labour-based rural road rehabilitation and maintenance*

The activities leading to these expected results have been logically identified and realistic targets have been set. The current rates of achievements (refer to half-yearly report

³ A draft Rural Roads Policy) was presented in June 2009. This policy is intended to guide the sustainable development and management of rural roads and to maximize the associated development impacts. The RRP includes classification and design standards for rural roads. The overall objective of the RRP is to rehabilitate all rural roads to national standards so they are in a maintainable state within 10 to 15 years. To ensure sustainability, maintenance is accorded a priority. Partnership with private sector local contractors to carry out rehabilitation and maintenance works and the use of local resource based construction and maintenance technologies are encouraged to generate employment. An adopted RRP would be a useful reference document for Development Partners active in this field, thus enhancing coordination and complementarities.

September 2013 for details) are satisfactory. The physical output (km of roads rehabilitated) is slightly behind target due to extended rains, while the training is well ahead of schedule.

The Programme of the V Government indicates: *Timor-Leste continues to face significant challenges, among which stand out the service quality, the lack of basic infrastructure and unemployment to reduce poverty in a systematic way.*

The ERA project objectives are a direct translation of these challenges and are as such the identified stakeholder needs. In this regard the project design follows the correct cause and effect logic, although the ERA improved roads may only contribute to solving the core problem of rural poverty.

The sequencing of the project activities within the ERA project parameters is correct and coherent. The given timeframe of 4 years is sufficient to achieve the set physical output targets (km of roads rehabilitated). However, the indicators of achievement for the two training results are not particularly clear in terms of levels of competencies to be achieved through the training interventions. The contractors and supervisors attending the training have a relatively low educational background and have little or no professional experience. The training provided can only achieve a level of basic knowledge and skill. This project approach is understandable considering the immense demand of rehabilitating hundreds of kilometres of rural roads in as short time as possible. While the roads might be rehabilitated on time, the capacity development of the local small-scale contractors (and the client staff) limps behind. Comprehensive training and capacity development of the private construction sector and government administration takes time and involves resources, which are beyond a project design of 4 years duration. Consequently the training provided by ERA, though of good quality, must be considered as a demand driven crash programme and thus as a starting step only towards a fully competent national construction sector.

2.3 *Is the intervention logic coherent and realistic? What needs to be adjusted?*

- *Do outputs causally link to the intended outcomes that link to broader impact?*
- *What are the main strategic components of the program? How do they contribute and logically link to the planned objectives and development objective? How well do they link to each other?*
- *What are the main means of action? Are they appropriate and effective to achieve the planned immediate objectives?*
- *On which risks and assumptions is the project logic built? How crucial are they for the success of the project? How far can the project control them?*
- *Which strategies has the project undertaken to address challenges and which other strategies should be adopted for the remaining project period?*

As mentioned above the intervention logic is coherent and realistic in terms of contributing to the set objectives. The linkages of the main strategic components are clear and logic within the parameters of the project. However, considering the overall development scenario in the rural road and construction sectors the linkage to other on-going programmes and projects is not clearly defined and synchronised (e.g. activities of R4D as capacity development project within MPW need to be better aligned with ERA activities).

The ERA project logic lists a number of risks, assumptions and mitigations measures and reports the current situation in every half-yearly report. Risk levels are assessed as 'green'

= low, 'yellow' = medium and 'red' = high. According to the recent report none of the risks are rated high and thus no 'killing assumption' is threatening the project. There are obviously a number of potential risks that are beyond the control of the project, but all of these are rated medium or low.

While we agree with the recent assessment in most cases we would like to draw our attention to the following identified risk areas:

Key Assumption	Risk Level and Mitigation Measures	Our Comment
GoTL invests in rural road maintenance	<p>Risk level: → Medium</p> <p>Mitigation:</p> <p>With the major rural road support programme R4D in place it is likely that more attention will be given by the government to rural roads and maintenance. A risk however is that Government funding currently is provided through various ministries and processes, and that new construction is prioritised over maintenance</p>	<p>While we agree in principle with the mitigation statement, we believe the assumption that the Government will actually sufficiently invest in rural road maintenance in future is to some degree wishful thinking. Many of the rural roads currently being rehabilitated are of a standard (gravel) that requires extremely heavy maintenance inputs, which the Government might not be able to mobilise on time. In addition to develop sufficient maintenance capacity at local (decentralised) level as is necessary for effective rural road maintenance will take a very long time.</p> <p>In short, gravel roads are not suitable for effective maintenance and thus pose a high sustainability risk!</p>
Small contractors can access equipment and financial services	<p>Risk level: → Medium</p> <p>Mitigation:</p> <p>Contractors who successfully completed the training will be in a better position to access financial services and equipment. However, there is a shortage of compaction equipment in TL and most small contractors have limited cash on hand.</p>	<p>Access to finances is the major barrier for emerging contractors in TL. The current banking arrangements in TL do not allow a contractor to acquire a credit. Although solutions to this limiting situation are currently sought (new land law and a Government commission under SEAPRI together with chamber of commerce investigating the use of mobile assets as collateral for banks), it will still be the major obstacle for contractors to develop their financial base and thus their further development and growth.</p>

In addition to the identified risks and assumptions by the project, we would like to add the risk of **not achieving a sufficiently high level of competence for both the contractors and the client supervisors to be able to operate independently and sustainably.** As mentioned above the training delivered through the ERA project allows achieving a basic level of knowledge and skill only. This is a fragile situation. Although this basic level may be considered as the foundation stone, a well-planned and continued follow-up training/capacity development programme will be essential (refer to recommendations).

- 2.4a** *How relevant and useful are the indicators and means of verification described in the project document and the M&E matrix for assessing the project's progress, results and impact? Are the targeted indicators' values realistic and can be tracked? If necessary, how should they be modified to be more useful?*
- 2.4b** *Are indicators gender sensitive? Are the means of verification appropriate?*

2.4a The excellent M&E framework is now fully established and allows a systematic assessment of achievements and challenges. The logframe was recently reviewed and refined as part of the process of developing the M&E system.

The indicators at overall objective and purpose levels allow a suitable measure of the impact achieved by the road rehabilitation works. The M&E community snapshot system is an excellent tool to assess the ex-ante and post socio-economic situation along the road corridors. (First impact impressions were also collected through our evaluation; refer to Annex III). The project purpose is achievable within the project's timeframe and the indicators are clear.

At result level the indicators for Result 1 (LB roadwork contracts effectively executed) are straightforward and comprehensive and thus allow a complete assessment of achievements. The indicators for Results 2 and 3 (contractors and supervisors competent in ii) contract management and iii) LB road rehabilitation and maintenance) are as such also clear but miss the definition of what is meant by 'competent'. Assuming that issuing a certificate at the end of the training would mean to have acquired the full level of competency to independently and professionally operate would be wrong. It will be necessary to define the level of competence that can be achieved through the project's training programme, e.g. basic knowledge, understanding and skills acquired in LB rural road construction.

With the new M&E system the activities and respective indicators are no longer captured in the logframe. A separate performance plan and the M&E matrix are used to set the annual targets for each indicator under each result. This is considered sufficient for overall planning and monitoring purposes.

2.4b Gender equality related indicators are defined for Result 1 only, while respective indicators for Results 2 and 3 are missing. This could be easily added as the project actually pursues gender sensitive strategies for achieving these two results.

Environment related indicators are also missing for Results 2 and 3. Again this should be added as the project trains the contractors and supervisors on the application of environmental protection measures and simple bioengineering activities. An effective environmental checklist "ERA Environmental Mitigation and Monitoring Issues for Rural Roads" is used by the project to identify possible environmental impacts.

2.5 *To what extent was the ILO's gender mainstreamed strategy adequately and appropriately included in the project framework?*

Gender equality aspects are mainstreamed in the project design and implementation of works. The Project promotes women participation, both as contractors and as workers for the road projects. Training and community consultations cover gender aspects for the road works. The project does not insist blindly on achieving set gender quota (e.g. 30% participation of women on all project implementation levels), but tries to understand the local context in terms of culture, traditions and social conditions and constraints. On the basis of this understanding the project is able to address gender in a sensitive way. The community snapshots have revealed that the impact of roads is particularly beneficial for women.

2.6 *Is the implementation strategy used by the project effective to enhance the capacity of the counterparts? What if any alternative strategy would have been more effective in achieving the objectives?*

The strategy pursued by the project is to work in a fully integrated (embedded) approach. This means that the ILO ERA staff does not run a separate office but has the experts working in the respective offices of Don Bosco and IADE alongside with their national counterparts. This approach fosters capacity development, supports ownership and leads towards sustainability in an ideal way.

2.7 *Is the strategy for sustainability of impact defined clearly at the design stage of the programme?*

The strategy to achieve sustainable impacts is clearly described in the ERA project document and summarised in the logframe. Whether the means to achieve it are sufficient may be discussed. As mentioned before reliable access can, however, only be achieved if the rehabilitated roads can also be sufficiently maintained with the available resources and local management and implementation capacities.

4.4 Project Progress and Effectiveness

3.1a *What progress has been made to date towards achieving the planned immediate objectives as per the relevant indicators? Is the project likely to achieve the planned immediate objectives?*

3.1b *How is ERA contributing to achieving the RDP IV objectives?*

3.1c *To what extent has the project contributed to achieving relevant outcomes in Timor-Leste DWCP – including its contribution to working with ILO social partners (workers’ and employers’ organizations)?*

3.1a So far only one road has been completed and is currently being maintained (Lihu-Samalete - 13.8 km). Long-term impacts with regard to access and income benefits will only be visible after some 5 to 10 years. However, the impact trend is already evident. Community snapshot base- and end line surveys in all four accessed Sukus (Lihu, Railaco Kraik, Railaco Leten and Samalete) have been carried out to assess the immediate impact:

1. Access to markets:	Most indicators show a significant improvement, e.g. all-year motorable road, increased public transport and walking time reduced-
2. Access to education:	Access to schools has improved in some instances; e.g. in Railco Kraik and Railco Leten the senior high school is now accessible throughout the year, walking time is reduced.
3. Access to health services:	All-year access to health service centres is now ensured and walking time is reduced.
4. Traffic count	End line data is not yet available but significant traffic increase is evident

During the evaluation visits to the road sites the evaluators collected their own ‘snapshots’ through selected interviews with local leaders and community members. These are not empiric assessments but impressions and opinions from beneficiaries. There is a general appreciation of the positive impacts on all roads.

Americo Soares, Sub District Administrator, Lete Foho/Ermera

On behalf of the community we are very happy. The rehabilitation of some of our rural roads will assist the communities to improve their life. Some communities sell sands and stone for the projects. People can also make some cash from the project.

Danilio Osorio M Babo, Deputy Administrator, Ermera

Road is vital for development special in our coffee growing areas. This will make our local community be more productive



Based on these positive intermediate impact results it can be safely assumed that the project will achieve the planned immediate objective!

3.1b The RDP IV programme comprises of three projects linked to the Project Purposes, namely (1) Strengthen Public Extension Services, (2) **Enhance Rural Access**, and (3) Technical Assistance support to the Inter-ministerial Commission for Rural Development. The overall objective is to contribute towards the realisation of the Government of Timor-Leste's (GoTL) vision for rural development. ERA directly contributes to this objective in the 6 districts of operation (Aileu, Ainaro, Bobonaro, Covalima, Ermera and Liquica) and indirectly by providing training to contractors who are or will be constructing rural roads in all other districts.

3.1c As far as can be judged through this evaluation the ERA project contributes directly and positively to the DWCP of Timor-Leste, i) through developing and implementing accredited TVET courses for the construction sector, and ii) by rehabilitating and maintaining rural roads using domestic contractors as well as working with the Secretariat of State for Support and Promotion of Private Sector (SEAPRI), the Chamber of Commerce and Industry Timor-Leste (CCI-TL), and the Timor-Leste Trade Union Confederation (KSTL).

KSTL is regularly informed by ERA about the project's work programme and progress in general. KSTL wishes to check more regularly on the application of occupational safety and health measures and enforcement of worker rights, but has insufficient funds and means of transport to visit work sites and staff for site inspections. It was thus agreed that the ERA project would provide specific information about labour recruitment exercises and organise site visits for KSTL staff whenever logistically possible. In general it was agreed that the ERA project and KSTL would work more closely together to foster the tripartite work structure.

3.2a *Have the quantity and quality of the outputs produced so far been satisfactory?*

3.2b *Do the benefits accrue equally to men and women?*

3.2c *Are the counterparts and partners satisfied with the quality of tools, technical advice, training and other activities delivered by the project?*

3.2a

Output/Result 1; Labour-based rural road rehabilitation contracts effectively executed.

The detailed physical output achievements are summarised in the 4th half-yearly progress report May – September 2013. The reported achievements have been confirmed by the evaluators.

In general the following **achievements** were noted:

- There is a predominant appreciation of ERA's work quality and output by community leaders (Suco chiefs, District authorities) and community representatives!
- The overall physical output is slightly behind schedule (due to extended rains) but on track (73% / 77.4km);
- A large number of trial contracts has been awarded and is being well managed (35 contracts with a total contract sum \$3,923,883);
- Good quality rehabilitation work in difficult mountainous terrain is being carried out, particularly drainage structures and gabion retaining walls are of high quality;
- Maintenance on the completed Lihu – Samalete road (13.8km) is effectively implemented coupled with further improvement works, e.g. concrete pavement for steep sections, improved/lined side drains.
- Labour-based work methods are well applied. Approximately 220,000 worker-days of employment for 4,842 registered beneficiaries have been created since the start of works. This is below the original target, which was based on an assumed labour-cost component of 35%. Due to increased material inputs (more structures and paved sections) the costs for material have also increased. In addition the daily wage rate was originally estimated at USD 3 per day while today the total rate is about USD 5 per day. Based on this situation the labour-cost component should now be set at about 25% of the total construction costs.
- Approximately 46,000 workers days for 1,024 registered women (21.1%) have been generated since the start of works. The target would be 30%, but so far could not be achieved due to various reasons, e.g. there is an increased component of structural works (more lined drains, drifts, culverts) where skilled labour (masons) is required and which traditionally is not available among women. There are also cultural and traditional differences that play a role when it comes to distributing work within the families (agricultural works, household work, work for cash and subsidise from the Government).
- Innovative technical solutions are being tested / developed, for example bio-engineering measures to protect eroding slopes, concrete embedded Telford pavement for steep gradients, etc.

The project is also faced with a number of **technical and managerial challenges**, such as:

- The ERA roads are mountain roads with steep and extremely steep gradients and an annual rainfall of up to 2500mm/year. This is a particular challenge for the construction of durable rural roads in any part of the world.
- A gravel surface is mostly unsuitable for this type of roads (annual gravel loss is over 30mm/year). This results in an increased maintenance burden, is not sustainable (higher whole life cost → asset, VOC and socio-economic costs) and is a serious environmental threat (depleting scarce gravel resources and dust emission).
- The Government's requirement for rural roads in Timor-Leste is an 'Environmentally Optimised Design'. What this exactly means in terms of standards to be applied is not yet defined. The R4D project under the MPW is currently



developing appropriate standards. However, an optimised design will most probably result in a higher standard (and thus higher costs) than what is currently applied (see also remarks on gravel above).

- The current design for narrow mountain roads (carriageway 3.5m only) does not include regular and strategically placed passing bays, e.g. on average every 200m.
- The concrete slabs being constructed on steep sections are of differing quality. There is no standardised design and the workmanship is often doubtful, e.g. no uniformly well compacted base, optimum water-cement ratio for concrete often not ensured, concrete vibrators not available.
- Suitable compaction equipment is often not available. There is generally a scarcity of appropriate compaction equipment for hire and emerging contractors do not yet have the financial base to procure own equipment.
- The contract document used is the FIDIC short form. This will soon be replaced with the standard contract document used by the MPW. The contract specifications and BoQ being used are borrowed from conventional civil engineering contracts and are thus not particularly suitable for a labour-based work approach and are also not user-friendly for small-scale contractors.
- A comprehensive and practical quality assurance system is not yet in place. A system is required that is suitable for small-scale contractors and LB methods aligned with the respective contract specifications (see above).
- Site planning, recording and reporting practises introduced in the training are generally not comprehensively followed by the contractors and therefore resource and cost control becomes difficult.
- Handtools are sometimes of low quality for construction works. Contractors are being cautioned by the supervisors to ensure that each worker uses appropriate tools. This is at times difficult as workers prefer to use tools they are used for their agricultural work.
- Occupational, Safety and Health (OSH) practices are mostly understood by the contractors as is evident on site, e.g. use of helmets, gloves and dust masks. However, some requirements are still not fully applied, e.g. first aid kit is usually far from the work site and nobody is trained in applying first aid, road construction sites are insufficiently demarcated (no warning signs).

→ *Recommendations to overcome some of the challenges are provided in Section 5.2.*

Outputs/Results 2 & 3; Local civil works contractors and supervisors competent in contracts management & in labour-based rural road rehabilitation and maintenance.

The detailed training/capacity building output achievements are summarised in the 4th half-yearly progress report May – September 2013. The reported achievements have been confirmed by the evaluators.

In general the following **achievements** were noted:

- The training courses for LB rehabilitation and maintenance works with Don Bosco and the courses for contract management and business management for civil works contractors with IADE have been accredited with INDMO!! The necessary curricula (qualification framework) were developed and approved. **This has to be rated as an outstanding achievement** that has hardly been achieved in most other labour-based projects around the globe!
- The ERA courses are fully integrated into the training programmes of Don Bosco and IADE and thus have a good sustainability chance.
- A dedicated Training of Trainers (ToT) programme has been implemented and is continued (e.g. trainers aiming at level IV TVET certificate).

- Good quality technical and contract management training manuals have been developed for both, training by Don Bosco and IADE. The manuals are comprehensive, well formatted and easy to read. They are based on the ILO's longstanding experience in LB road works but also include experiences made during the TIM-Works project. The manuals are originally written in English but are also translated to Tetum. The course sets consist each of a trainee manual and a trainer guide.
- Set of Training Material:**

 - (i) Manual for Road Rehabilitation
 - (ii) Trainer's Guide for Road Rehabilitation (
 - (iii) Manual for Road Maintenance (
 - (iv) Trainer's Guide for Road Maintenance
 - (v) Manual for Tender and Pricing for Labour-Based Road Works
 - (vi) Trainer's Guide for Tender and Pricing for Labour-Based Road Works
- So far a total of 467 persons have been trained (130 Engineers, 255 Supervisors, 21 Public Works Supervisors, 11 ERA Training Engineers and 11 R4D Training Engineers) which gives a total 8,787 trainee-days. This only includes the formal classroom and practical training. On-the-job training provided during the trial contracts are not captured.
 - In total 133 small-scale contractor companies have been trained consisting of Director, Site Agent and each 2 Site Supervisors (classroom and formal practical training)
 - In addition 35 companies are practically trained during trial contracts (currently 30 on-going). Continuous on-the-job training during trial contracts is considered of utmost importance! To strengthen the training engineers, two additional expert trainers from Indonesia have been employed. The intensity of coaching during the trial contracts has thus remarkably increased and through this also the quality of works and efficiency of operations has improved.
 - In general the training output is well ahead of the set targets!

The project also faces a number of **training related challenges**, such as:

- The training programme is demand driven. The project's physical targets as well as the demands from other project (e.g. R4D, MPW) to have sufficient contractors made available to rehabilitate rural roads using LB methods set a pace that cannot be in conformity with a comprehensive capacity development pace. As such the ERA training must be considered as a reactive crash programme that creates a conflict between project output demands and adequate capacity development objectives.
 - The relatively low educational background (entry level to courses) of trainees, particularly with regard to numeracy and literacy competencies, is a severe constraint for effective training and as such is also a discrepancy between available project inputs and time frame and the project objectives.
 - The training delivered by the project can only achieve a basic level of competence (2nd level on a scale of 4). This means that it is a good foundation of basic knowledge and skills, but most contractors will not have sufficient competency to operate independently and thus require continued coaching and training!
 - The performance assessment being used to rate the contractor companies during trial contracts is not yet optimal. The use of dedicated performance indicators and coupled with an agreed rating system would allow a factual assessment.
 - The framework curricula for Don Bosco and IADE training accreditation are suitable but need to be further specified for training implementation by identifying clear learning objectives which are aligned with defined competency levels (descriptors of qualification for required job profiles). Also the trainees should always be aware of the learning objectives throughout the training courses.
- ➔ *Recommendations to overcome some of the challenges are provided in Section 5.2.*

3.2b Men and women are given the same opportunities for acquiring work from the project. Special efforts are made by the project to address women during the community

consultations and labour recruitment drives. During training the contractors are specifically oriented about gender equality and what this means in practical terms when planning and carrying out road works. Suitable work activities for men and women are usually identified and communicated with the communities. Over 30% of the contractor firms are managed/owned by women while the labour force consist on average of 21% women. On some sites the women percentage is as high as over 50% while on others, specifically where a lot of structural works is being carried out, the percentage is much lower. However, benefits do not only accrue directly from wages earned from construction works but also indirectly through the impact of the improved roads. The impression is that women benefit probably even more from improved access to social facilities and markets.

3.2c There is no statistical or empirical data to show the level of satisfaction by the ERA project partners. However, from the interviews conducted it has become evident that all partners are highly satisfied with the ERA achievements, their work approach and collaboration. The long-lasting working relationship that already started with the TIM-Works project as well as with other ILO run project like BOSS have created a good level of mutual understanding and cooperation.

3.3 *Determine the major difficulties and constraints, both internal and external, that affected the results, and analyse how these interact with enabling factors, note negative constraints that need to be removed.*

Cost increase versus physical output targets

There has been a considerable cost increase since the beginning of the project due to higher labour and material costs. Also the construction standards (improved drainage structures and increased ratio of paved sections) were lifted which resulted in additional costs. The original cost per km was estimated at USD 40,000 while the new estimates suggest on a minimum USD 60,000km (the MPW with R4D is now budgeting more than USD 100,000km). This expected cost increase was brought forward to the EU's attention. The EU approved the use of the contingency budget in the contribution agreement (around EURO 300,000) and in addition allocated the contingency budget for the overall RDP IV of EURO 1.6 million to the ERA Component. With this additional funding, the ERA Project will be able to rehabilitate 140 km. These are 10km less than the original target but are constructed to a standard that would allow easy upgrading of the roads to paved standard (staged construction approach)

However, upgrading works would have to follow soon to not loose the made investments. The annual gravel loss (30 to 40mm) and sever erosion on steep sections lead to a rapid deterioration of the road structure.

Number of Worker-Days

The worker-day target set at the beginning of the project was based on the assumption of a labour-cost component of 35% of the total construction costs and an average daily wage rate of USD 3. Due to a considerable increase in material costs and significantly more structure works the cost component for labour decreased. The minimum wage rate for unskilled labour was lifted to USD 4.5 per day and in the addition skilled labour input had to be increased due to more structure works. The average labour wage rate is therefore about USD 5 per day. Based on this situation the labour cost component is about 25% of the total construction costs and the total worker-days will be approximately 430,000 instead of the originally estimated 780,000.

The evaluators are of the opinion that the correction of the worker-day target is justified. In any case the estimation of possible worker-days should not be made on the basis of an

assumed labour-cost component but by calculating the actual required labour input, e.g. assuming a standard BoQ for the given average situation.

Low Participation of Female Workers

The low degree of women participation can to a certain extent be attributed to the increased ratio of structure works where more skilled workers are employed. Masonry work is traditionally a male dominated craft, not only in Timor-Leste but anywhere in the global construction industry. However, the project is currently making efforts to encourage contractors and communities to increase women participation.

Contractors' Performance

There are a number of factors that limit the performance of contractors despite all the good training and support provided by the project:

- Heavy and extended rains till July this year have disrupted the construction works. Most activities could not be carried out during rains and transportation of material became a serious problem as many main and secondary roads in TL become impassable. However, the project is making all efforts to cope with the situation and there is a good chance that the targeted project output will be achieved on time.
- Emerging small-scale contractors in Timor-Leste (like elsewhere) have significant barriers to overcome in order to establish their company successfully in the construction industry. The main barriers are i) access to finances (extremely difficult in TL), ii) access to equipment (particularly suitable compaction equipment), iii) access to competent personnel (there are hardly any well-trained site supervisors on the market in TL) and iv) own limitations to competently manage a construction business. These are barriers that cannot be overcome by ERA within the given framework of the project's mandate, available resources and given timeframe.
- As mentioned before, the training provided through the ERA project only allows achieving a basic level of competence for all involved contractor personnel. This indicates that independent successful contracting will only be possible for some few companies while most others would require additional development support. The professional competency of site supervisors (they are the backbone of every successful construction business) is still very limited. Road building at the level of site-supervision is an advanced and demanding craft that cannot be learned through basic training elements only. → *Refer to recommendations.*
- The ERA project staff carries out contract preparation, technical design and supervision of works coupled with on-the-job training. This allows for comprehensive control of the individual contracts by the project where immediate control and corrections are possible, but creates to some degree a 'greenhouse' situation. This is comprehensible for the given situation where a large number of rural roads need to be rehabilitated within a short period of time using domestic emerging contractors, but it is in the long run not sustainable. The development of the client organisation, e.g. MPW becoming an effective national infrastructure institution is therefore most important to sustain the efforts made in the private sector. It might also be advisable to start developing a national consultants' capacity (conventional contract arrangements → client as owner of the project → consultant for design and supervision → contractor to execute works).

3.4a *Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E). Has the project, where appropriate, adopted approaches and mechanisms to ensure its relevance to women as well as men.*

3.4b *Have project staff and implementing partners the capacity to mainstream gender in the project?*

3.4c *What is the impact of gender mainstreaming? Is it on track?*

3.4a The ERA project has gender considerations integrated into all project aspects and into the full project cycle. Particular efforts are made to encourage women to participate as contractors and as workers. For women and men suitable construction activities have been identified and are being communicated to communities and contractors. The contract documentation contains under Particular Conditions clauses to ensure adequate participation of women. Sex-disaggregated data is being collected and reported regularly and is fully integrated into the M&E system. Data is not only collected in terms of numbers but also in terms of substance, e.g. participation and decision making functions.

3.4b Mainstreaming gender is being adequately managed by the project and its partners.

3.4c Whether or not there is a long-term impact orientation and sustainability of the gender mainstreaming efforts through this project alone, cannot be answered with certainty at this point in time. However, it is obvious from our observations that the project contributes towards gender equality acceptance among the concerned communities and contractors as well as among the project-implementing partners.

3.5 *Are the environmental safeguards measures sufficiently identified and implemented?*

The project has an excellent environmental safeguard guideline/checklist in use, which covers the entire project cycle leading from planning and designing to construction and maintenance. For planning and design the environmental consideration and mitigation measures are fully integrated, while contractors are trained in ensuring full integration of environmental safeguard measures into their daily work.

4.5 Efficiency of Recourse Use

4.1 *Have resources (funds, human resources, time, expertise etc.) been allocated strategically to each component?*

The strategic allocation of resources is being handled well and is based on the prevailing needs. Necessary corrections have been made during project implementation where required, e.g. additional funds requested to cover escalating construction costs, additional experts hired to strengthen the field training team.

The partnership arrangements and collaboration with key partners is excellent and thus the project is making best use of the local partner resources. This also results in an enhanced project ownership with the local institutions. The ILO ERA experts are fully integrated into the respective partner institutions (Don Bosco and IADE) where counterpart arrangements ensure effective collaboration and development of a sustainable capacity.

In terms of time management the achieved results show clearly that the performance is on track (physical output only slightly behind plan due to extended rains, training ahead of target).

With respect to achieving the expected results and within the given demand driven framework, the resources have been very well allocated.

4.2a *Have resources been used efficiently and cost-effective for each component? In general, do the results achieved justify the cost incurred?*

4.2b *Could the same results be attained with fewer resources?*

4.2c *Do the selected implementing partners provide good value for money in delivering services?*

4.2a As mentioned above the resources have been allocated well to each component. The use is effective and efficient. The work standard on the road sites is generally good and the training is cost effective, e.g. direct cost for one trainee-day is approximately USD 17.50 which compares well with similar projects elsewhere. The ILO staff is well engaged, each with its own field of responsibility and scope of work. Additional expertise was added where it became necessary.

The results achieved so far justify the allocated resources in all aspects! It is hoped that some of the ERA project achievements do also pay out in other projects, e.g. R4D, in order to avoid duplications and unnecessary developments.

4.2a The evaluators cannot see how the same results could have been achieved with fewer resources.

4.2c Both direct implementation partners, Don Bosco and IADE, make full use of the project investments. All ERA courses have been accredited with INDMO and are now fully integrated standard training programmes. Don Bosco, for example, has made own investments by allocating classroom and practical exercise facilities specifically for labour-based training. However, the institutions have also realised that training for the private construction sector can only be sustained if appropriate financing mechanisms are made beyond the ERA project period.

4.3 *Have project funds and activities been delivered in a timely manner? If not, what were bottlenecks encountered?*

Funds have been timely disbursed, both in terms of transfers from the EU to the ILO and from the ILO towards project activities. The project mobilized human resources quite quickly and has thereafter implemented activities in an efficient manner. All planned activities have been carried out as per schedule and the project is on course to reach set targets.

4.6 Effectiveness of Management Arrangements

5.1 *Does project management facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved?*

As shown in Figure 1, the organisational set-up of the project is integrated into two training institutions and cooperates closely with the MPW in terms of road construction and maintenance activities. At the same time the project closely liaises with its 'mother' organisation SEAPRI. The project management ensures effective cooperation interfaces with all partners. The roles and functions of all partners are clearly understood and followed.

The project is also efficient in terms of contract management, organising trainings and monitoring works on site and in the classroom. Running 30 contracts concurrently and carrying out formal and trial contract training at the same time is by no means an easy task but is efficiently managed by the ERA team.

A Project Chief Engineer currently heads the ERA ILO team. So far the project was officially managed through one ILO post that included the BOSS and ERA projects. As these are two different projects with each its own budget and organisation, the management responsibilities are also supposed to be split. The necessary internal ILO management arrangements are currently made as it is envisaged that the Project Chief Engineer will assume the position of Chief Technical Advisor and head the ERA project as from 1 January 2014. This arrangement is important to ensure full compliance with actual project responsibilities and functions.

5.2 *Does ERA receive adequate political, technical and administrative support by its national partners? ... and are all stakeholders sufficiently involved?*

Support from political levels appears to be very conducive and positive. Technical and administrative support from the SEAPRI, CCI, INDMO, Don Bosco and IADE is fully provided. Technical support from MPW in terms of willingness to cooperate is evident. The exchange of the recent letter of intent for collaboration between the ERA project and the MPW sets out the agreed cooperation modalities. The National Directorate of Roads, Bridges and Flood Control (DRBFC) is currently supported by the ILO implemented R4D project. Close cooperation on all technical and road management aspects, but also in capacity building is essential to ensure compatibility and complementarity of the two ILO managed projects and DRBFC with MPW at large.

5.3 *How effectively does the project management monitor project performance and results?*

- *Is there an M&E system in place and how effective is it?*
- *Have appropriate means of verification for tracking progress, performance, and achievement of indicator values been defined?*
- *Is relevant information and data systematically being collected and collated? Has quality baseline information been collected? Is data disaggregated by sex?*
- *Is information being regularly analysed to feed into management decisions? To what extent is monitoring information used to facilitate the delivery of technical and operational assistance of project partners?*

As reported under 2.4a and 2.4b an excellent M&E system has been developed and is in use (refer to 2.4 for details).

The means of verification for tracking progress, performance and achievement of indicator values are well defined and fully integrated into the M&E system. The half-yearly progress reports summarise the assessed results using the M&E performance plan and matrix.

Baseline information is being collected with an innovative community snapshot system that allows receiving a well-balanced picture of the ex-ante situation on the ground as perceived by the communities coupled with available census and other statistical data. The baseline data is compared with an 'end-line' snapshot data after road works are completed. Using the same system would also allow carrying out a post evaluation after some time, e.g. 2 to 5 years after the roads were improved.

The half-yearly report allows the project management and the project backstopping specialists of the ILO to make the necessary decisions with regard to additional technical and operational assistance that may be required.

5.4a *How effective is the Project Steering Committee in supporting the project team to deliver this project?*

5.4b *How effective is communication between the project team, the ILO and the implementing partners?*

5.4a The Steering Committee meets regularly every six months and comprises of SEAPRI, EU, NAO (Ministry of Foreign Affairs) ILO, Don Bosco and IADE. It facilitates cooperation among the partners, sanctions project decisions and recommendations and provides management guidance. The Secretary of State SEAPRI has the chair of the committee and thus plays an important role by ensuring that the project is a fully integrated vehicle to assist in the development of the domestic construction industry.

5.4b Formal communication is established through regular reporting and project meetings. The project also participates in working groups e.g. rural road coordination working group and UNDAF working group on infrastructure.

ERA maintains a comprehensive and effective communication network among all partners.

5.5 *Has there been any inter-agencies cooperation with the agencies operating in the same geographical areas to increase project effectiveness?*

As mentioned above ERA has initiated a closer working relationship with the DRBFC of MPW and thus with the ILO implemented R4D project.

ERA is coordinating activities with ADB, in particular in Bobonaro where ADB is implementing the project "Our Roads are Our Future".

ERA is being implemented alongside the Irish Aid funded ILO BOSS program to coordinates activities for the development of the business and contracts management training and support to IADE.

ERA liaises with the ILO Training and Education Support Programme (TESP) program for the accreditation of training with INDMO and ensures coordination with SEPFOPE in terms of road selection for LB work.

As part of the district consultation process ERA ensures that the District Economic Forums, value chain actors and local NGO's are provided with information on road identification and selection.

5.6 *Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (ILO Office Jakarta, ILO Office Bangkok and EMP/INVEST HQ Geneva)*

The support provided by the various ILO offices and experts is part of the established ILO structure and as such an important and indispensable management function. These back-up services have been much appreciated by the ILO project team. Endorsements for contract payments by ILO Jakarta and Geneva have been fast and are generally on time.

However, the very limited level of authority given to the CTA in terms of financial commitments and transactions may be considered a hindrance for efficient operations. With regards to financial authority the ILO CTA's are in general limited to relatively small

amounts, e.g. petty cash facilities are too small to efficiently operate. At the same time financial transactions are cumbersome and bureaucratic.

4.7 Impact Orientation and Sustainability

6.1 *What has been the overview of the impact of ERA on local civil works contractors and supervisors and their competency in labour-based rural road rehabilitation?*

The training and capacity building efforts by the project in the short time available have been tailored to meet the needs of the contractors and the construction industry in TL at large. The project has managed to provide those contractors who joined the training programme with basic but vital LB technical as well a contract and business management competencies. More could not have been expected with the limited resources and timeframe available for the ERA project. A sound foundation has therefore been created among the concerned contractors. In order to reach a level of full and independent contracting capacity further development inputs will be required.

Further to this it must be noted that the domestic private construction sector in TL is still fragile. The construction industry is relatively young with probably over 400 mostly small-scale contractors. Most of them are facing an uphill struggle to overcome success barriers (also refer to section 3.3). It has to be expected that the construction sector will undergo consolidation in the near future. Only the best firms with access to resources will survive and will have a chance to grow and compete with international firms. The ERA trained LB contractors are only part of the overall scenario.

6.2 *How the ERA foresees the sustainability of the project? Has the ERA project developed a feasible strategy for sustainability of those interventions that hold potential to become sustainable? To what extent has this been implemented? And to what extent has it succeeded?*

The ERA project works in all aspects towards sustainability but external factors that are not under the control of the project may interfere with these efforts:

- The **roads rehabilitated** by the project are of good quality. The increased financial inputs have allowed the project to build gravel roads with good drainage structures and retaining walls. These roads can be easily upgraded with a pavement and thus would be sustainable in the sense that they can be adequately and cost effectively maintained. However, upgrading these roads is not in the portfolio of the project. The project will only provide maintenance and additional improvement works till the project end. After September 2015 maintenance of the ERA rehabilitated roads will be the responsibility of MPW. With the prevailing terrain and climatic conditions gravel roads are basically not maintainable over a prolonged period of time (also refer to section 3.2a) and thus sustainable impacts cannot necessarily be expected.
→ Also refer to risk assessment in section 2.3
- The **contractors trained** by the project are reaching a basic level of competence, which requires further development (refer to section 6.1 above).

The project is aware of this situation and has therefore developed a strategy of providing a sound basis that would allow further development, both for upgrading roads to a maintainable standard and providing contractors with a solid foundation of basic knowledge and skills.

6.3a *What is the impact of the mobilization of the communities to rehabilitate and maintain rural roads?*

6.3b *What has been the impact of the improved roads?*

6.3a The communities are involved throughout the project cycle. The awareness that the rehabilitated roads require maintenance is evident and as such communities are ready to contribute towards maintenance. However, the interviewed communities raised the concerns about the gravel surface, which they consider, from previous experience, as not sustainable and would create a heavy maintenance burden, which the communities would not be able to shoulder.



“We are happy with the coordination and the participation during the project implementation. Our road has improved and we can now access Atsabe town and can go to Lauana market. The community can take their products to market and sell local material for the ERA project and other projects.

We are also willing to involve ourselves with maintenance of the road but we have our limitations.”

6.3b So far only one road has been completed and is currently being maintained (Lihu-Samalete - 13.8 km).

→ for impact observations refer to section 3.1a.

→ Annex III illustrates some of the impact observations made during the evaluation

6.4 *How effectively has the project leveraged additional domestic and donor resources, partners and initiatives to be part of the ERA project to ensure continued efforts after completion of the project?*

As explained in Chapter 4.6 above, the ERA project works closely with all relevant partners and other related projects, seeks collaboration and support and provides assistance where needed. Through this collaborative network the use of resources are being optimised. The current on-going dialogue with the MPW and the R4D is the main vehicle to ensure absorption of the ERA's technical and contract managerial achievements as well as to develop solutions to overcome the maintenance challenge of rural roads. The integrated work approach with Don Bosco and IADE training institutes as well as having managed to accredit all technical and contract/business management courses are the guarantee for continuity after the ERA project.

6.5 *How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to national partners? Is the project's knowledge and experience effectively transferred to national partners? How could this be improved?*

The ERA exit strategy should not be considered as the end of the capacity building efforts, but to create a strong and sound basis for continued efforts. The domestic construction sector requires still a lot of development support to be able to meet the infrastructure demands of the Timor-Leste Strategic Development Plan 2010-2030.

"... the Strategic Development Plan road program will rehabilitate all rural roads to a minimum standard by 2015. The rehabilitation of rural roads will not involve the same complexity as national and regional roads. It will include surfacing works using asphaltic material and minor shoulder works, drainage and slope protection. The work will be undertaken by locally based contractors using labour-based equipment, which will generate significant rural and

Transfer of knowledge to the national partners is also an evolving process, although well established in the ERA project it required continuity to achieve a sustainable impact at a national level.

6.6a *What are the competences of the implementing agencies stakeholders in applying the knowledge developed by the project?*

6.6b *What extra support in terms of capacity building is needed by ERA to make the LB contracting approach successful?*

6.6c *What actions will be required to sustain the achievements made by the project so far?*

6.6a The competencies of the two training institutions Don Bosco and IADE are well developed and both are capable to continue with the sort of training that has been developed through the ERA project. However, additional support is required for further training product development and the therefore required capacity and competencies. However, having the required capacity is not sufficient to actually implement training. For sustainable training provision financing mechanisms outside donor funding need to be sought and established, e.g. training levy on all government issues contract, fuel levy contribution, etc.

The competence and resources of the MPW to take over the ERA rehabilitated roads for maintenance is currently limited. The R4D project is meant to assist the MPW in developing strategies and capacities to be able to maintain all rural roads in the country.

6.6b and 6.6.c → refer to Chapter 5, Conclusions and Recommendations

5 Conclusions and Recommendations

5.1 Important Conclusions

- i) In overall terms the mid-term evaluation has revealed that the ERA project is achieving the set result targets and thus is likely to achieve the immediate project objective. Remarkable efforts have been made by the project to increase output progress and quality of works since the start of the project.
- j) The ERA Project is a significant milestone in operationalizing the rural development policies and strategies of Timor-Leste.
- k) Socio-economic impacts are already evident and demonstrate the effective use of project resources.
- l) Collaboration and coordination with project partners and beneficiaries has been exceptionally good and fruitful. Collaboration with MPW (and R4D) needs to be further strengthened and activities synchronised / optimised,

- m) The integrated work approach leads to ownership and sustainable capacities in the partner institutions. Community consultation and involvement has been exemplary.
- n) The construction work carried out is of good quality and allows further upgrading of the gravel roads to paved standard. The cost increase is fully justifiable. Maintenance of the rehabilitated project roads is guaranteed by the ERA project until the end of the project in September 2015. However, the maintenance capacity to effectively maintain gravel rural roads by the local and central Governments is questionable.
- o) Although the training has been a demand driven 'crash-programme', a sound foundation for sustainable capacity building in the private construction sector has been created. Continued training inputs are essential and a dedicated follow-up capacity building programme for the domestic construction sector is essential. Practically a timeframe of 10 to 15 years has to be considered.
- p) The project has three linked and user-friendly databases covering M&E, training and contract management. It has developed a good M&E framework based on ILO guidelines for monitoring, reporting and evaluation. The system is fully compliant with the M&E requirements of the EC.
- q) The achievements and success of the project has realistic replication potential!

5.2 Recommendations

1) Define appropriate standards and designs for maintainable and sustainable rural roads in TL:

Rural roads in mountainous and high rainfall areas require appropriate standards to be i) maintainable and ii) financially and socio-economically sustainable. The following is recommended to consider:

- Alternative pavement options to be seriously considered and tested, rather than gravel surface → e.g. Penetration Macadam, improved concrete slabs / stripes, concrete embedded Telford, etc. → apply whole life cost models including VOS and socio-economic parameters, consider maintenance and environmental consequences, consider long-term impact consequences.
 - Include as standard design parameter traffic passing-bays at an average of maximum 200m for rural roads with a carriageway of 3.50m and less.
 - Design concrete slab pavement by applying engineering science and develop quality work methods for slab construction.
 - Integrate new standards in training programmes.
- ➔ *Addressed to ILO MPW/R4D with contribution from ERA – high priority – research/study costs may be covered through R4D project*

2) Review and align contract documentation for labour-based rural road works:

Develop standardised and appropriate contract documentation for use by small-scale contractors for labour-based rural road works:

- ERA to change from the FIDIC short form of contract to the standard contract used by MPW.
- Develop appropriate specifications in line with common labour-based construction activities → for each activity a separate specification aligned with BoQ items → include for each specification i) standard, ii) work method, iii) quality control measures, iv) safety considerations, v) tools and equipment to use, vi) method of payment.
- Complement standard drawings with hand-tool specifications, measuring aids and road safety arrangements (simple drawings that can be easily comprehended by SS contractors and site staff)
- Align quality control specifications with field practical control and test regime (see Recommendation 3).

- Integrate revised contract document in training programmes.
- ➔ *Addressed to ERA and ILO MPW/R4D – high priority – development of appropriate specifications may be covered through R4D resources, ERA to contribute with advice.*

3) Develop a comprehensive and practical Quality Assurance System:

Develop and introduce a total QAS to ensure quality of roads through all project stages, from planning to commissioning and maintenance.

- Identify QA requirements for entire system appropriate for MPW requirements and TL conditions.
- Develop a QA system covering standards, planning and design, contract preparation, quality control during implementation for contractors and supervisors, and technical audits suitable for LB work methods and use on site by SS Contractors. Quality control system to include practical measures to test/control material, compaction, workmanship, and measurements.
- Integrate QAS and QC in training programmes
- ➔ *Addressed to ILO MPW/R4D and ERA to assist/contribute – priority – development of QAS may be covered through R4D resources, ERA to contribute with advice.*

4) Define detailed learning objectives for current courses (Don Bosco and IADE):

The current curricula are based on the national qualification framework for vocational training. To strengthen teaching and to optimise learning it is recommended to clearly identify and describe the learning objectives for each module (descriptive for use in TVET), and should be integrated into teacher and training manuals. Performance assessment should then also be based on the defined and agreed learning objectives

- ➔ *Addressed to ERA – priority – no additional resources required.*

5) Carry out problem-oriented (refresher) courses:

The formal training provided by Don Bosco and IADE has created a basis for contractors to operate during the trial contracts. On-the-job training during the trial contract period has revealed a number of performance shortcomings. As an intermediate means to improve performance it is recommended to carry out the following trainings (based on a problem analysis for each category):

- For Site Trainers/Coaches (could include training methodology for vocational training, site administration, work planning, performance assessment, etc.) ➔ develop a coaching tool kit.
- For Contractors (could include post cost calculation ➔ pricing, resource control, work programming, labour management, etc.) ➔ contract management tool kit
- For Engineers (could include site administration, quality control, resource management, etc.)
- For Site Supervisor (could include labour management, work planning and reporting, quality control, etc.)
- In addition develop and start to carry out short awareness creation trainings for Suco Representatives (could include useful technical terminology, basic construction material, basic work methods and sequence of activities, etc.)
- Include in all courses first aid training.
- ➔ *Addressed to ERA – priority – no additional resources required.*

6) Develop a comprehensive modular training course for fully capacitated road builders (site supervisors):

The current ERA training programme can only provide training for a basic level of knowledge, understanding and skills. The backbone of successful contracting firms is the availability of competent site supervisors who have a holistic level of knowledge and well-developed skills to build roads. To boost the private construction sector in TL the development of a cadre of professional site supervisors is a must. It is recommended to design and prepare a Road Builder (site supervisor level) craft course, ready for take up by a follow-on project/programme to the ERA project.

- Prepare an outline for discussion with relevant authorities, training institutions and the private construction sector (SEAPRI and contractor associations)
 - Carry out identification activities:
 - Job profiling → required levels of competences → qualification framework with adequate descriptors
 - Job descriptions
 - Training needs analysis
 - Develop and pursue:
 - Curriculum with appropriate modules including industrial attachments
 - Accreditation and certification (incl. qualification for bidding)
 - Financing mechanisms, e.g. training levy, dedicated percentage of fuel levy
 - Training material
 - Implementation modalities
 - Concept for a follow-on project/programme
- Addressed to ERA – medium priority, to be completed before end of ERA – financial resources available in ERA budget, professional expertise (short term) to be recruited.

7) ERA and R4D to work closely in an integrated approach to ensure complementarity and synchronisation:

The operations of the two ILO implemented projects are partly overlapping and depend partly on each other. It is recommended to align operations through close collaboration and exchange of information. It would be advisable to review together the projects' objectives, expected results and activities with an aim of identifying overlaps and dependencies. From this analysis collaboration modalities could be derived and agreed upon.

→ Addressed to ERA and R4D – immediate priority – no additional resources required.

8) A follow-on capacity development programme to be formulated:

The achievements of the ERA project are excellent and demonstrate clearly that useful and sustainable capacity building for the private construction sector is possible in TL. Using this as a starting platform consisting of well-developed systems and an integrated approach to training a long-term follow-on capacity development programme is recommended to capitalise on these achievements and to provide significant and sustainable development support.

→ Addressed to EU and ILO

6 Lessons Learned and Good Practices

Lesson Learned **Accredited LB Training:**

For training to become fully effective and sustainable beyond a project's limited time frame, accreditation by a national education authority is paramount. The ERA project has managed to accredit labour-based road construction courses together with contract and business management courses with the Instituto Nacional de Desenvolvimento de Mão de Obra (INDMO).

This has been achieved through an integrated work approach where the ILO experts have been working directly with their counterparts. Through this not only have the courses been developed to a nationally accepted standard but also the capacity of the two training providers (Don Bosco and IADE) have been developed to be able to run the courses independently.

Good Practice Accreditation of TVET can be achieved through an integrated approach with 'embedded' experts and the commitment of the local training institutions and the national project partner (Secretariat of State for Support and Promotion of Private Sector) as well as INDMO (accreditation authority) who were pursuing accreditation and adoption of the courses plus acceptance of the ILO's training approach.

The approach is in compliance with the ILO EIIP's employment-intensive investment programme for creation of an enabling environment for Small and Medium Enterprises and is suitable for replication elsewhere.

Lesson Learned **On-the-job Training During Trial Contracts:**

Trial contracts are an effective platform for on-the-job training under real working conditions. It allows contractors and their staff to work and learn at the same time. The ERA project has introduced a combined supervision and coaching system by placing training engineers on site. The relatively low educational background and the limited formal training courses prior to the trial contract made it necessary to strengthen the training-engineer team with two additional international experts and thus to intensive on-the-job training. Although this measure increases the learning effect, the contractors and their site supervisors will in most cases still not reach sufficient capacity to work competently and independently.

It has become obvious that continued training and capacity efforts have to be made to ensure that sustainable performance capacities in the domestic construction sector can be achieved. A targeted

follow-on project to consolidate the achievements and enhance development efforts needs to be introduced.

Lesson Learned **Enhanced Road Standards for Effective Maintenance and Sustainable Impact:**

Improved rural access is a national priority. A significant socio-economic impact is expected from improved access to services and markets. Gravel standard was perceived for a long time as sufficient for rural roads. However, experience has shown that the rural roads in TL in mountainous areas with high rainfalls deteriorate at a fast rate. This creates an unmanageable maintenance burden, negative environmental impacts, reduced socio-economic impacts and a rapid loss of initial investments.

Enhanced engineering standards are thus the solution; carefully designed and constructed drainage structures, slope protection structures coupled with bio-engineering and carefully selected and well constructed alternative pavement options. This means higher initial investment cost, but allows constructing reliable access roads that can be maintained with the available resources and ensures a continued and possibly increasing socio-economic impact.

This was realised by the ERA management and consequently requested for additional funds to build the ERA roads at least to a standard where upgrading to a paved surface standard would be possible.

Lesson Learned **Monitoring and Evaluation System with Integrated 'Snapshot' Impact Assessment Tool:**

To manage a project with diversified objectives and outcomes is a challenge. Project management as well as project partners need to be well informed about the project's progress, effectiveness and efficiency, use of resources and challenges encountered.

For the ERA project the challenge has been to be able to factually plan and monitor physical road works as well as parallel to it capacity building developments coupled with impact assessments.

For this reasons ERA has developed a user-friendly M&E framework including community snapshots that are designed to assess the impact of the roads on the beneficiary communities

Good Practice The ERA project M&E system has three linked and user-friendly databases covering M&E, training and contracts. It has developed a good M&E framework based on ILO guidelines for monitoring, reporting and evaluation, which is also fully compliant with the M&E requirements of the EC (funding agency). The M&E framework is intrinsically linked to the project logframe and includes workers

surveys, community satisfaction surveys and traffic counts and “Community Snapshots”. Community Snapshots are designed to assess the impact of the roads on the beneficiary communities by comparing their situation before, immediately after and sometime after the road rehabilitation.

The ERA M&E system is easy to use, provides the required information to straightforwardly prepare progress reports and inform stakeholders, and allows the project managers at any time to have access to vital management information. This, for example, has it made easy for evaluators to access the necessary statistical data and impact information.

The Community Snapshot tool is an excellent impact assessment tool in the absence of a full baseline study, a situation, which is quite often the case in road projects. Replication of this tool with amendments to adjust to the local context and information needs of project partners is feasible. The ILO’s EIIP has acquired extensive experience on how to support the domestic construction sector and the provision of rural access through the application of labour-based technology. The ERA Community Snapshot system is a handy tool to assess impact effects and thus is replicable.

TERMS OF REFERENCE

Terms of reference
 Independent Mid-Term Evaluation
 Enhancing Rural Access Project (ERA)
 September 2013

TC Symbol	TIM/11/01/EEC
Project Title	Enhancing Rural Access Project (ERA)
Country	Timor-Leste
Technical Field	Employment (Investment intensive)
Technical Backstopping Unit	Employment Intensive Investment Programme (EIIP)
Administrative Unit	ILO Country Office for Indonesia and Timor-Leste (Co-Jakarta)
Type of Evaluation	Independent Evaluation
Timing of Evaluation	Mid-Term
Project budget	US\$ 13,289,792
Project duration	01 Sep 2011-31 Aug 2015

INTRODUCTION AND RATIONAL FOR EVALUATION

The independent mid-term evaluation of the ERA is undertaken in accordance with the ILO policy guidelines for results-based evaluation, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. An independent project evaluation is a mandatory exercise for all ILO projects with budget of more than USD 1 million. The independent evaluations are managed by an ILO official who have no prior involvement in the projects and conducted by external independent consultant(s). Key stakeholders, ILO constituents, partners and the donor will however be consulted throughout the evaluation process.

The objective of the mid-term evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for reflection and self-learning regarding how the project could improve the effectiveness of its operations in the future.

The evaluation will be managed by Mr. Matthieu Cognac, Youth Employment specialists based at ILO Regional Office for Asia and the Pacific (ROAP). Ms. Pamornrat Pringsulaka, the Regional Evaluation Officer based at ROAP will ensure quality standard of the process and of the evaluation report. The project will bear the cost of the evaluation, including the cost of the consultant(s). The evaluation report will be in English. The evaluation will comply with evaluation procedures and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures.

1. BACKGROUND INFORMATION OF ERA PROJECT

ERA project is part of the EU funded 4th Rural Development Programme (RDP IV). It is implemented by ILO. The RDP IV has the overall objective to contribute towards the realisation of the Government's vision for rural development, as described in the Strategic Framework for Rural development: *"Rural communities have adequate food, either directly from agricultural production, or through other employment and entrepreneurial activities and that income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods"*

The project is implemented in the Western part of the country including the districts of Aileu, Ainaro, Bobonaro, Covalima, Ermera and Liquica. The geographical coverage was determined during the inception phase of the Project, The final decision on the districts and a few other changes to the original design have been formalised through an amendment.

The **Overall Objective** of the ERA project (OO) is: "Income generating opportunities and access to public infrastructure and services allows rural communities a basic quality of life and prospects for further improving livelihoods".

The **Project Immediate Objective** is: "The access of rural communities to services and to income opportunities is improved through the rehabilitation and maintenance of rural roads".

The national core network of roads needs to be effectively open to allow the proper access to sub-districts and rural areas in order to stimulate agricultural production and facilitate the entry of social services. This entails upgrading and often effectively reopening district and rural roads. Programmes have been drawn to address this with significant government funding over the coming years, complemented with funds by EU and other Donors. However, due to the overall poor condition of these roads, the relevant funding requirement is substantial.

The difficult climatic, geological and topographical conditions in Timor-Leste pose serious challenges to road construction, as well as to the capacity to carry out regular preventative and timely emergency maintenance. Also, there is limited capacity within the central and local departments responsible for road rehabilitation and maintenance, as well as within the private sector. There is a heavy reliance on the private sector to bridge this gap. Although there is now a small number of experienced contractors and engineering consultants in the country, there is a need to further support growth and private sector development in the construction industry. Expected results are:

There are **3 Expected Results**:

R.1. Labour-based rural road rehabilitation contracts effectively executed.

R.2. Local civil works contractors and supervisors competent in contracts management.

R.3. Local civil works contractors and supervisors competent in labour-based rural road rehabilitation and maintenance.

ERA will rehabilitate and then provide routine maintenance to 150 km of roads and improve income generating opportunities and access to public infrastructure and services for an estimated 5,600 poor rural households. Other beneficiaries include 13,000 workers and their families who will benefit directly from the short-term employment opportunities created by the project and hundreds of managers, engineers and supervisors of small contractors, trained in labour-intensive road building methods and in contract management. Annex 2 provides information of the project logframe.

Project Strategies

The project is to rehabilitate and maintain rural roads in the selected districts by providing support to the capacitating of small domestic contractors in Timor-Leste who will carry out road construction and maintenance works using a labour-based approach. The project will ensure the sustainability of its capacity building activities by selecting and working with national training institutions in developing their capacities in delivering comprehensive training courses for small domestic contractors and their staff. Don Bosco Training Centre has been identified to provide the technical training to contractors and IADE (Business Management Support Institution) trains contractors in contracts and business management. The capacity building efforts are also extended to the Directorate of Roads Bridges and Flood Control (DRBFC), Ministry of Public Works' supervisors and contract managers regarding the planning, design, implementation and management of labour-based rural road rehabilitation and maintenance works. ERA has supported and assisted these training institutions in accreditation in compliance with national competency standards.

Capacity building strategy and training modules are based on the lessons learned from ILO experiences in Timor-Leste and elsewhere, including the TIM-Works project. Based on lessons learned from the TIM Works project relatively more investments are planned for critical and vulnerable road sections and for drainage and protection works so that roads can better withstand heavy rainfall and erosion.,

Around 2/3 of ERA's budget is allocated to construction related activities and the remaining 1/3 to implement capacity building activities for management of rural roads. The project liaises closely with various key stakeholders e.g. Secretariat of State for Support and Promotion of the Private Sector (SEAPRI) - the official government counterpart institution, Ministry of Public Works, Don Bosco, IADE, and SEPFOPE (Secretariat of State for Vocational Training and Employment Policy), and other projects involved in road constructions, maintenance and capacity building projects, donors, and other government institutions.

Linkages with other development frameworks: Strategic Development Plan, UNDAF and DWCP:

In April 2010, the Government of Timor-Leste announced its 20-year Strategic Development Plan (SDP 2011-2030). The SDP emphasises the importance of infrastructure, including roads, in achieving accelerated sustainable development. The SDP Framework emphasises the primordial role of agriculture and rural roads in achieving sustainable development. The Government also incorporated 'Foster Private Sector Growth' as a major goal of its National Priority 1. The SDP acknowledges that scaling up the Government's fiscal envelope is not enough to deliver improved infrastructure and that there is a need to increase the investment in the building of a national capacity to implement the SDP.

The Project directly contributes to the ILO's Country Programme Outcome *TLS 176 - Enhanced rural employment, safety net, and economy through infrastructure investment, livelihoods programmes, and business development support*. The ILO, as part of the Timor-Leste United Nations Country Team, seeks to support Timor-Leste in realizing its national development goals, specifically with regards to transforming the current subsistent agriculture-based rural economy into a vibrant job-rich economy. Guiding ILO's contribution until end of 2013 is the Timor-Leste Decent Work Country Programme (DWCP) 2008-2013, which is aligned with the

Timor-Leste United Nations Development Assistance Framework (2009-2013). Both UNDAF and DWCP support Timor-Leste's efforts to achieve the Millennium Development Goals: specifically MDG 1: Eradicate extreme poverty and hunger; MDG 3: Promote gender equality and empower women; and MDG 7: Ensure environmental sustainability.

The ERA Project shares the same institutional counterpart (IADE) with the ILO BOSS project and has natural synergies with the TESP (Training and Employment Support Project), funded by AusAID and the R4D (Roads for Development) Project, funded by AusAID.

ERA Project Management

The ERA Project Chief Engineer is managing the project and in charge of daily implementation. Other international experts include a Labour-Based Field Engineer (full time), a Labour-Based Training Specialist (2 years), a Business Management Expert (2 years) and a MIS Expert (1 year). The Project Chief Engineer is supported by the ILO Head of Mission. The international team is supported by ILO Programme Office for Timor-Leste (2 Project Admin Support Staff and 3 Drivers) and 1 Programme Officer based in Jakarta. In addition to staff recruited by the ILO, the ERA Project rely on local technical and administrative staff for its delivery, recruited through Don Bosco and IADE.

Decent Work Technical Support Team in Bangkok provides technical backstopping and monitoring support. ILO Jakarta Office provides administrative backstopping.

2. PURPOSE AND OBJECTIVES OF THE EVALUATION

The mid-term evaluation should provide the evaluation clients with an independent assessment of project progress to date, constraints and opportunities and, where needed, recommendations to revise objectives, targets, strategies, institutional arrangements, work plans, partnership arrangements and resources.

The evaluation will assess progress and overall achievements of the project as a whole as well as for the individual components and their linked activities. The evaluation will review inputs by all ILO and non ILO stakeholders involved in the project, either from within or outside the ILO ERA team, as well as the processes through which these inputs were provided, and decisions made.

3. EVALUATION SCOPE

The mid-term evaluation covers all immediate objectives of the ERA Project. The evaluation includes all outputs that have been achieved since the start of the project (September 2011- present). The evaluation will cover all geographical coverage of the project.

The evaluation will assess and make recommendations on:

- The relevance and strategic fit of the immediate objectives and ERA contribution to the broader context (SDP, RPD IV, and Timor-Leste's DWCP); this includes the soundness of the project design
- Progress made towards achieving the project immediate objective, results, and the delivery of quality outputs.

- The overview of impact (or initial impact) of the ERA projects on 1) the local civil works contractors and supervisors and their competency in labour-based road rehabilitation; 2) the mobilisation of the communities to rehabilitate and maintain rural roads; 3) the improved roads
- The likelihood of sustained impact and proposes recommendations to the project team to ensure achievement of results and improved delivery of quality outputs. Review progress achieved in promoting local ownership of the project and in promoting long-term sustainability of activities initiated under the project.
- Internal and external factors that have contributed to the pace of project implementation. Identify lessons learnt on substantive and project management issues.
- The extent of government and social partners (workers' and employers' organizations) support and participation in the project.
- The implementation arrangements put in place by the Project to ensure appropriate capacity building of its institutional counterparts.

The primary clients of the evaluation are ERA project management, Government, Project partners, ILO staff involved in the project (ILO Timor-Leste, Jakarta, ROAP, field technical specialists and ILO technical units at HQ) and the EU who all share responsibility for deciding on the follow-up to the findings and recommendations of the evaluation.

The evaluation process will be participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

4. EVALUATION CRITERIA AND QUESTIONS

The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Policy Guidelines for results-based evaluation, 2012 (http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang-en/index.htm). The evaluation will be conducted following UN evaluation standards and norms.

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the immediate objectives of the project using data from the logical framework indicators.

In general, it is of key importance that the mid-term evaluation opens the doors and causes discussion on the engagement of partners, communities, and governmental organizations.

The specific issues and aspects to be addressed in the mid-term evaluation were guided by the preliminary consultations with stakeholders. The suggested evaluation criteria and questions are included in Annex 1. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with the evaluation manager.

The evaluation instrument (as part of inception report) to be prepared by the evaluator will indicate and or modify (in consultation with the evaluation manager), upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.

5. METHODOLOGY

The evaluation will be carried out by using a desk review, field visits to project sites and Dili office for consultations with ILO staff, project partners, implementing partners, beneficiaries and other key stakeholders, and phone interviews with ILO staff outside Timor-Leste. The preliminary findings of the evaluation will be presented during a stakeholder meeting. The evaluation will be based on analysis of empirical evidence to establish findings and conclusions in response to specific questions.

The evaluation team will seek to apply a variety of simple evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement and possible scoring, ranking or rating techniques.

Desk review

A desk review will analyse project and other documentations and provided by the project team. The desk review will suggest a number of initial findings that in turn may point to additional or fine tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

Interviews with ILO project staff

The evaluation team will undertake individual discussions with ERA project staff in Timor-Leste. The evaluation team will also interview key staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project in Decent Work Technical Support Team in Bangkok and at ILO HQ. An indicative list of persons to interview will be prepared by the project and finalized by the Evaluation Team Leader.

Interviews with key stakeholders in Dili

Meetings prior to the start of the field trips with members of the Project Steering Committee will be organized in Dili. Bilateral follow-up meetings will be organized as appropriate.

Field trips

Travel to selected districts will support more in depth reviews at outcome level of the respective project components. The criteria for selecting the districts will be specified by the evaluation team in the inception report.

While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by the evaluation manager provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

6. MAIN DELIVERABLE

The expected outcome of this evaluation is a concise document detailing:

- An analysis of the relevance of the ERA project document, and of the strategies applied so far to implement the project;

- The overall and specific outcomes and progress towards impact of the project in terms of (a) progress made against indicators of achievement and (b) contribution to the DWCP and broader national processes; (c) relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects;
- An evaluation of the programming and administrative processes applied within ERA in terms of their conductivity to the timely delivery of the project outcomes;
- Whether gender is properly mainstreamed in the project cycle, from planning to implementation, to monitoring and evaluation;
- Specific recommendations to the ERA team and ILO Timor-Leste to improve project implementation, including timely delivery of project activities.

The main deliverables of this evaluation are 1) an inception report 2) stakeholders workshop; 3) draft evaluation report 4) a final evaluation report with executive summary (in standard ILO format). The contents of the report include:

- Title page (standard ILO template)
- Table of contents
- Executive summary
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices (please provide also template annex as per ILO guidelines on Evaluation lessons learnt and good practices) and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

The main evaluation report should be concise and not exceed 35 pages excluding annexes (supporting data and details can be included in annexes).

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO Indonesia & Timor-Leste. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

7. MANAGEMENT ARRANGEMENTS AND WORK PLAN

Evaluation team: The evaluation team comprising of a senior evaluation consultant and national consultant who have experience in evaluating development projects/programmes will undertake the evaluation and be responsible for the task and outputs set out in this TOR. The senior consultant is a team leader who is responsible to lead the evaluation and for drafting and finalising all the required outputs. The national consultant is a team member who provides inputs and support to the team leader. The national consultant reports to the team leader.

Management arrangements: The Evaluation Manager is responsible for the overall coordination and management of this evaluation. The manager of this evaluation is Mr. Matthieu Cognac of ILO Regional Office for Asia and the Pacific (ROAP) whom the evaluator reports to. Ms.Pamornrat Pringsulaka, Regional Evaluation Officer of ROAP Bangkok will provide support and oversee the evaluation process and quality control of the Report.

Evaluator's tasks: The evaluation will be conducted by an external senior consultant and an external national consultant responsible for conducting a participatory and inclusive evaluation process. The senior consultant will be the team leader and have final

responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations.

Stakeholders' role: All stakeholders in Timor-Leste particularly the project teams in Dili, CO-Jakarta, ILO ROAP and ILO HQ, and Donor will be consulted and will have opportunities to provide inputs to the TOR and to the draft Evaluation Report.

The Tasks of the Projects: The project management provides logistic and administrative support to the evaluation throughout the process: Ensuring project documentations are up to date and easily accessible; providing support to the evaluator during the evaluation mission.

A Work plan and Timeframe:

Task	Responsible Person	Time Frame
Preparing ToR	Project Manager/Evaluation Manager	By 9 Sep 2013
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	By 20 Sep 2013
Finalization of the TOR	Evaluation Manager	24 Sep 2013
Approval of the TOR	EVAL	27 Sep 2013
Selection of consultant and finalisation	Evaluation Manager/ROAP and EVAL	30 Sep 2013
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project Manager	4 Oct 2013
Ex-col contract based on the TOR prepared/signed	Project Team	Oct 2013
Brief evaluators on ILO evaluation policy	Evaluation Manager	Oct 2013
Inception report submission	Evaluation team	Nov 2
Evaluation Mission	Evaluator	Oct 29- Nov 13
Stakeholder consultation workshop	Evaluator/Project Manager	Nov 12
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluator	Nov 10 - Nov 23
Sharing the draft report to all concerned for comments	Evaluation Manager	Nov 25 – Dec 6
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	Dec 10
Finalisation of the report	Evaluator	Dec 13
Review of the final report	Evaluation manager/ROAP Monitoring and Evaluation Officer	Dec 17
Submission of the final evaluation report	Evaluation Manager	Dec 19

Approval of the final evaluation report	EVAL	Jan 4
Follow up on recommendations	Management of project and ILO Jakarta	Jan 2014

Budget: Costs of Mid-term evaluation will be funded by the project. These costs are:

Senior Consultant Evaluator: TOTAL : US\$

Working day fees @\$

- Desk Review : 3 days
- Field Visit/Mission : 16 days (including submission of inception report and approx. 4 days draft report writing in country and half a day stakeholders' workshop)
- Draft Report : 4 days
- Final Report : 2 days

Travelling cost/mission cost:

Return economic airfares : US\$

Daily Substance Allowance (DSA @UN rate)

-

National Consultant: Total US\$

Working day fees@

Desk Review : 2 days

Field Visit/Mission : 12 days

Draft Report : 4 days (including inputs to inception report and draft evaluation report)

Final Report : 2 days

Travelling cost/mission cost:

Daily Substance Allowance

Stakeholder workshop : 1/2 day

Qualification of the Independent Evaluator:

1. A minimum of 7 years experience in design, management and evaluation of development projects
2. Experience in designing evaluation tools that fit the need of the exercise, conducting desk reviews and evaluation missions, drafting of evaluation reports
3. Experience in evaluations of EU funded programmes and projects and/or evaluations of ILO and the UN System would be an asset
4. At least 7 Years of experience in the technical areas of rural infrastructure, labour intensive methods of road construction and maintenance and preferably with road engineering background, capacity building and contractor development approaches
5. Experience or knowledge in the region and in Timor Leste is an asset. Experience and knowledge of rural road construction in terrain and climate similar to Timor-Leste (mountainous and torrential rain falls) is an advantage.

6. Ability/ experience in facilitating an evaluation stakeholders' workshop will be an advantage
7. Ability to write concisely in English, Knowledge of Tetum and Bahasa is an advantage

7. LIST ANNEX

Annex 1: The suggested evaluation criteria and questions are included in Annex 1

Annex 2: Project logical framework and M&E matrix

Annex 3: Suggested organization and persons to meet (to be prepared by the project)

Annex 4 : Key Documentation List

- 4.1 Project Agreement
- 4.2 Project Document (Latest version dated 7 March 2012)
- 4.3 ERA Organogram
- 4.4 Latest Progress Report of ERA
- 4.5 ERA agreement with Don Bosco and IADE
- 4.6 ERA community engagement strategy
- 4.7 ERA Community snapshot
- 4.8 ERA Gender Aspects
- 4.9 ERA visibility and communication plan
- 4.10 ERA labour policy and practice

Annex 5: all relevant ILO EVAL guidelines, checklist and standard templates

- 5.1 Code of conduct form
- 5.2 Checklist No. 3 Writing the inception report
- 5.3 Checklist 5 Preparing the evaluation report
- 5.4 Checklist 6 Rating the quality of evaluation report
- 5.5 Template for lessons learnt and Emerging Good Practices
- 5.6 Guidance note 7 Stakeholders participation in the ILO evaluation
- 5.7 Guidance note 4 Integrating gender equality in M&E of projects
- 5.8 Evaluation title page (standard template)
- 5.9 Evaluation summary (standard template)

ANNEX 1:

The suggested evaluation criteria and questions

1. Relevance and strategic fit
1.1 Does the counterpart have a shared vision and understanding of the project, the expected achievements and the accompanying strategies? Has the counterpart taken ownership of the project concept and approach since the design phase?
1.2 To what extent has the project made strategic use of coordination and collaboration with other ILO projects (e.g. BOSS, R4D, TESP projects), other development agencies and on-going initiatives of the government of Timor-Leste to increase its effectiveness and impact? What are areas for improvement for cooperation? To what extent are the ERA project perceived as an effort by the ILO to support Timor-Leste in addressing the capacity in the road rehabilitation and maintenance sector in Timor Leste?
2. Validity of project design
2.1 Are the planned project design (outcomes, outputs, activities) relevant and realistic to the situation on the ground? Do they need to be adapted? Do they address the stakeholders' needs that were identified?
2.2 Does the intervention strategy address the root causes of the identified problem? Are the timeframe for programme implementation and sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
2.3 Is the intervention logic coherent and realistic? What needs to be adjusted? <ul style="list-style-type: none"> - Do outputs causally link to the intended outcomes that link to broader impact? - What are the main strategic components of the program? How do they contribute and logically link to the planned objectives and development objective? How well do they link to each other? - What are the main means of action? Are they appropriate and effective to achieve the planned immediate objectives? - On which risks and assumptions is the project logic built? How crucial are they for the success of the project? How far can the project control them? - Which strategies has the project undertaken to address challenges and which other strategies should be adopted for the remaining project period?
2.4 How relevant and useful are the indicators and means of verification described in the project document and the M&E matrix for assessing the project's progress, results and impact? Are the targeted indicators' value realistic and can be tracked? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification appropriate?
2.5 To what extent was the ILO's gender mainstreamed strategy adequately and appropriately included in the project framework?
2.6 Is the implementation strategy used by the project effective to enhance the capacity of the counterparts? What if any alternative strategy would have been more effective in achieving the objectives?
2.7 Is the strategy for sustainability of impact defined clearly at the design stage of the programme?
3. Project progress and effectiveness
3.1 What progress has been made to date towards achieving the planned immediate objectives as per the relevant indicators? Is the project likely to achieve the planned immediate objectives? How is ERA contributing to the achieving RDP IV objectives? To what extent has the project contributed to achieving relevant outcomes in Timor-Leste DWCP –including its contribution to working with ILO social partners (workers' and employers' organizations)?
3.2 Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women? Are the counterparts and partners satisfied with the quality of tools, technical advice, training and other activities delivered by the project?

3.3 Determine the major difficulties and constraints, both internal and external, that affected the results, analyze how these interact with enabling factors, note negative constraints that need to be removed.
3.4 Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E) Has the project, where appropriate, adopted approaches and mechanisms to ensure its relevance to women as well as men. Have project staff and implementing partners the capacity to mainstream gender in the project? What is the impact of gender mainstreaming? Is it on track?
4. Efficiency of resource use
4.1 Have resources (funds, human resources, time, expertise etc) been allocated strategically to each component?
4.2 Have resources been used efficiently and cost-effective for each component? In general, do the results achieved justify the cost incurred? Could the same results be attained with fewer resources? Do the selected implementing partners provide good value for money in delivering services?
4.3 Have project funds and activities been delivered in a timely manner? If not, what were bottlenecks encountered?
5. Effectiveness of management arrangements
5.1 Does project management facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved?
5.2 Does ERA receive adequate political, technical and administrative support by its national partners?
5.3 How effectively does the project management monitor project performance and results? <ul style="list-style-type: none"> - Is there an M&E system in place and how effective is it? - Have appropriate means of verification for tracking progress, performance, and achievement of indicator values been defined? - Is relevant information and data systematically being collected and collated? Has quality baseline information been collected? Is data disaggregated by sex? - Is information being regularly analyzed to feed into management decisions? To what extent is monitoring information used to facilitate the delivery of technical and operational assistance of project partners?
5.4 How effective is the Project Steering Committee in supporting the project team to deliver this project? How effective is communication between the project team, the ILO and the implementing partners?
5.5 Has there been any inter-agencies cooperation with the agencies operate in the same geographical areas to increase project effectiveness?
6. Impact orientation and sustainability of the project
6.1 What has been the overview of the impact of ERA on local civil works contractors and supervisors and their competency in labour-based rural road rehabilitation?
6.2 How the ERA foresee the sustainability of the project? Has the ERA project developed a feasible strategy for sustainability of those interventions that held potential to become sustainable? To what extent has this been implemented? And to what extent has it succeeded?
6.3 What is the impact of the mobilization of the communities to rehabilitate and maintain rural roads? What has been the impact of the improved roads?

6. How effectively has the project leveraged additional domestic and donor resources, partners and initiatives to be part of the ERA project to ensure continued efforts after completion of the project?

6.5 How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to national partners? Is the project's knowledge and experience effectively transferred to national partners? How could this be improved?

Annex 2:



Annex 1 ERA
Logframe Performance

Annex 5: All relevant ILO evaluation guidelines and standard templates

5.1 Code of conduct form (To be signed by the evaluator)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

5.2 Checklist No. 3 Writing the inception report http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

5.3 Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

5.4 Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5.5 Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

5.6 Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

5.7 Guidance note 4 Integrating gender equality in M&E of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

5.8: Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

5.9 Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

PEOPLE MET DURING THE EVALUATION

PEOPLE MET DURING EVALUATION					
No	Date	Name	Institution	Position	Email
Desk Review					
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2		Diana Hooton			Diana.Hooton@ausaid.gov.au
3	30/10/2013 @ 11:00	Veneranda Lemos	Secretary of State for Private Sector Support and Promotion	Secretary of State	
4	30/10/2013 @ 14:00	Beatriz dos Santos	IADE – Private Sector Support and Development Institution	National Director for Training and Counselling	
5		Rolly Damayanti	IADE	ILO Technical Advisor to IADE	
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19	4/11/2013 @ 12:30	Emanuel Amaral	EC	Rural Development Advisor	
20	11/11/2013 @ 10:00	Fr. Transfiguracao Antonio Pinto	Don Bosco Training Centre	Director	

Field Visits					
21	5/11/2013	Filomena	Community	Community members and road workers	
22	5/11/2013	David	Community	Community members and road workers	
23	5/11/2013	Antonio	Community	Community members and road workers	
24	5/11/2013	Francisco Alberto Carlos	Telituku/Suco Liurai/Maubesi/Ainaro/Timor-Leste	Chief of Sub Village	
25	5/11/2013	Marcelino Jose Sarmiento	Community	Community members and road workers	
26	5/11/2013	Joao de Deus	Community	Community members and road workers	
27	5/11/2013	Soares Mendonca	Community	Community members and road workers	
28	5/11/2013	Francisco da Conceicao	Community	Community members and road workers	
29	5/11/2013	Domingos da Conceicao	ILO ERA	Supervisor	
30	6/11/2013	Amalia Joana da Silva Maros	Balada Unp. Lda	Director	
31	6/11/2013	Antonio de Graca de Araujo	Liurai/Maubesi/Ainaro/	Chief of the Village	
32	6/11/2013	Jose Carceres	Community	Community members and the workers	
33	6/11/2013	Cristalina Quintao	Railaco Leten/Railaco/Ermera	Chief of the Village	
34	6/11/2013	Saturnino Babo	Hafu/Lete Foho/Ermera	Chief of the Village	
35	6/11/2013	Alfredo Soares	Community	Community members and the workers	
36	6/11/2013	Fernando Quintao	Rilero Unp. Lda	Director	
37	6/11/2013	Domingos dos Santos	Leodato/Leimean Soribalu/Lete Foho/Ermera	Chief of the sub Village	
38	6/11/2013	Americo Soares	Lete Foho/Ermera	Sub District Administrator	
39	6/11/2013	Danilio Osorio M Babo	Ermera District	Deputy District Administrator	
40	7/11/2013	Carlos Alberto G Esposto	Sos Alsonix Unp. Lda	Company Representative	

41	7/11/2013	Jaime Soares	Community	Community member	
42	7/11/2013	Marcelo Gomes Madeira	Notaza Unp. Lda	Director	
43	7/11/2013	Lino Marques		Supervisor	
44	7/11/2013	Jose de Araujo	Leimea Leten/Atsabe/Ermera	Chief of the Village	
45	7/11/2013	Recardo de Araujo	Lauana/Atsabe/Ermera	Lauana-brauhuna market coordinator	
46	7/11/2013	Miguel dos Santos	Tiarlelo/Atsabe/Ermera	Chief of the village	
47	7/11/2013	Francisco Horta	Laubono/Atsabe/Ermera	Chief of the village	
48	8/11/2013	Antonio Martins Perreira	Leohitu/Balibo/Maliana	Chief of the village	
49	8/11/2013	Rosa Soares	Leohitu/Balibo/Maliana	Workers	

Impact Impressions from the Field Visits

Community participation and impact

Community participation

The ERA team starts projects by visiting local authorities to inform about the intention of the project and to work with local authority in identifying rural roads that need to be rehabilitated in the districts. The coordination involves meetings at district level to define the priority roads and inform the project steps. The next level meeting is with communities to inform on the project plan and implementation process as well as to introduce the companies who implement the project.

ERA and company field staff (supervisor and engineer) are in the field every day to assist the workers and they involve the chief of the sub village or chief of the village where the project is located to assist in monitoring the project. The chief of the village and sub village assist as well the project on any issues with the community when ever needed by the project team. This approach allows the local authority to be actively involved in any process of the project.

The community has the opportunity from the beginning of the project to have their say about the project when the community meeting happens. During the project implementation, community through the local authority can provide their comments and there is an evaluation team who visited the community to assess the project impact where again the community can express their views. Communities are the main stakeholders in this project and therefore the project has put its' emphases in ensuring their involvement.



To support the efficiency of the project as well as ensuring quality the contractors provide one day training for the workers. Mr. Rosa Soares says, *I had no experience before how to lay stones for gravelling the road. The company supervisor shows us how to do it and I am happy that I now can do it my self.* This approach is important as a value add-on for the workers.

Immediate benefits

The ERA project has helped communities to have access to **additional cash** for their family needs. Not every community appreciates the cash injection to their community but for many this additional income has helped

them very much. One of the women workers in Suco Liurai Maubesi Ms. Filomena says *“the project is at my doorstep so I participate and made two weeks worth of cash - why not?”*.

Road accessibility is one of very important issues for some of the rural communities. Most of the roads rehabilitated by the ERA project are in very challenging conditions that are difficult for vehicles to access. Some roads cannot even be accessed by public transport in dry season. Any type of vehicle can now access when the community needs them after the road was rehabilitated by the ERA project. Mr. Antonio de Graca de Araujo (Chefi Suco Liurai) says *“We can now ask any Anguna or truck to come to our road to pick up our vegetable or taking building material to our village”*.

The improved road has contributed to the **reduction of transport cost**. Good road conditions give confidence to more vehicle owners or drivers to enter into the rural communities. The competition of more vehicles has impacted on the transport cost which have reduced.

In another location, where after the road was rehabilitated the communities have experienced an **increase in coffee price**. Before the road rehabilitated, the coffee buyer cannot access the road so the community sell to middlemen to buy their coffee for \$0.25 per Kg red beans. After the road as rehabilitated by the ERA project, the three big coffee buyers are able to access the road and are now buying the coffee directly from the farmers at a much better price. The price for red beans is now \$0.35 up to \$0.45 as compared to when it was sold trough middlemen. This information was given by the chief of the village of Railaco Leten, Railaco sub district of Ermera district to the independent evaluator.



Impact to **health workers' access to sick patients** has improved after the road was ehabilitated. In some areas where transportation access is limited due to the condition of the road had health workers had no chance of accessing patients. Now after the road is improved they are able to provide emergency services because ambulances can entre the area. Chief of Village of Leohitu – Balibo Mr. Antonio Martins Pereira says *“when health workers did campaign in our village, they gave the ambulance number and said that for any emergency the community can call for the ambulance. But when we called, the health workers could not go to the location so they asked the community to bring the patient to the clinic. After the ERA project rehabilitated the road, the ambulance can now access most of the community areas”*.



Other community members have expressed that the ERA project has impacted the road users. School **children going to school are now happier** as the road that they use to go to school is better and there is less hassle when walking on it. In some locations the road was very bad and during the wet session people who uses the road, especially the school children, had to avoid water logged places or whole parts of the road were not passable. In other locations the road is very steep and rocky where it is very cumbersome to walk both in wet and dry session.



The impact of the rehabilitated road has increased the motivation of the children going to school. The time taken for the children go to school and coming back home is relatively faster now. There is no detailed explanation from communities interviewed on to how the rehabilitated road can impact the travel time of the school children to and from school. However based on the observations one can see that people are much happier to use the improved road as it easier and faster to walk on.

Access to market is the biggest impact aspect of the ERA project (Atsabe Villa to Laubono). The priority of the road is based on the need of the community to reach the market with their agricultural products and to facilitate local trade. The section of the road that already completed has shown the increase of trade activities where buyers of agriculture products are competing each other and be able to go closer to the farmers. Community in Suco Railaco Leten for example has expressed that they have experienced the increase of their agriculture product due to more buyers' access to their village.

Community in Lauana village of Atsabe sub district has expressed a similar experience. The 15 km road linking sub district town to Lauana market that is still partially rehabilitated in the time of evaluation has contributed to the increase of trade activities in the Lauana market as indicated by the market coordinator. Lauana market is in centre of four sub district of Maliana and Ermera. This market was established in 1975 and closed for some period of time due to security reasons but it is fully operational since 1999.

Mr. Ricardo de Araujo (Lauana-Brauhuna Market Representative) says *"our market here is to facilitate community from Bobonaro, Kailako, Hatulia and Atsabe. Better roads facilitate us to bring or take our good to this market. Atsabe Road rehabilitation has helped it"*



The ERA project has contributed to **increasing the knowledge and experience** of stakeholders. Community labourers were trained on how to work on the road, company staff has been trained on technical, business and management skills and project staff were trained with new ways on how to use the labour based technology to improved rural roads.

As indicated by the project, which is confirmed by the evaluators, the entry level of companies and individuals who participate in the project is very low. There is still more training and improvement needed to develop knowledge and skill for the stakeholders. However the initial training has equipped contractor personnel as well as project staff to have knowledge and skill to perform their tasks at a basic level.

Long-term benefit

Most of the **immediate benefit** will turn into **long-term benefits** and there will be an **increase in production** as a result of the road improvement. Communities have expressed that they have to think about diversifying their agriculture products. However that will be in the future to do. What they have started to do is to increase the production of the existing product that is currently marketable.

The rationale to increase the production is that the agriculture products produced by local farmers can be competitive in price. Currently the agriculture products take two to three before reaching the end user. The improved road will facilitate the selling of the product at a much shorter time and therefore the cost of the product will be lower which will make the price of the product competitive.

Issues and Suggestions

All levels of local government representative that were interviewed have expressed that there is no significant issue from the community to the projects. There are some common issues of not sufficient workers, wet seasons, no skilled labour, lack of materials etc. which can be resolved among the communities themselves with the support of the village or sub village chief.

The engagement of the community and the local authority to work hand-in-hand to resolve problems is facilitated by the project approach to involve the community and local authority right from the initiation of the project to implementation and maintenance of works. Community and the local authority understand of the project and its benefits have reflected it in their high engagement to the project.

Maintenance of the road has been the main topic in most of the locations visited by the evaluators. Both community and local authority had mentioned that the attention to maintenance is critical to ensure the sustainability of the rehabilitated road. Local authorities do not have the capacity to perform maintenance work, nevertheless communities are willing to participate in maintenance for the work they are able to perform.

Not enough labour available in the project location is another challenge that contractors and local authorities are encountering in some places. The community on some project site has indicated that they do not take cash as a priority for them in certain times. Most of the community members in this location where the ERA project is operating are farmers and they have seasons where they need to prepare their land for the next cultivation. They are subsistence farmer where their consumption need is based on farming activities. Delay in preparing land or not preparing their land for cultivation means no food for their family for a year. The project cash will not be able to cover their household need.

To some extent **government subsidies** such as veteran compensation, elderly and vulnerable funds have contributed to low productivity of the people in rural areas. The project cash have not been very attractive to some groups of people in the community but this does not reflect the majority of the people interviewed. Many other community members have appreciated the cash injected into the community through ERA projects.

The Evaluators do not see this as a conflicting issue that impacts on the success of the projects but is to bring the concern of the communities into a formal discussion and attention.

The contractors have experienced in some locations that there is **no skilled labour** available in the community. However the contractor in collaboration with local authority has been able to resolve the problem by allowing skilled labour from another location to work on the project. But for the long term the project should contribute to develop local skills for future need.

Apart from issues and challenge expressed by the communities and local authority, they have indicated some of the suggestions that need to take attention by the project and ultimately by the government. To have **Asphalt roads** is the main suggestion that every community visited have suggested. Almost every one interviewed by the evaluator has asked for asphalt road. Communities says that it takes a very long time for a project to come and fix their road. Therefore a better and strong option such as an asphalt road is the preferred option for the community. An Asphalt road according to their experience will need very little maintenance for a long period of time.

Another suggestion from the community is **Training for community members** so that they can understand the project as well some technical terms. The training will help the community to understand the project better and be able to support in quality control and better collaboration.

The following request is not part of the ERA project however it is in the best interest of the project to flag this request. The Evaluators agree to raise this request for any donor to consider in their future projects. The request is to **build a market** place in the location where communities meet for buying and selling agriculture products and other items. The location is in Lauana village of Atsabe sub district. The market is called Lauana market and has been in operation since 1975. This market used by isolated community from Bobonaro, Kailako, Hatulia and Atsabe sub district. The market is currently open once as week and people will need walk for over 15 km from and to the market. If there is market building available this market can be open for more days in a week.

Gender Equality

The project has reported that women participation in the training is high and it is more than half of the participants however female workers on the road are below project target. Base on the interview and observation during the evaluator visit to the project location shows that in some areas female workers are very dominant by more than half of male works where in other locations it is on the contrary. The Evaluators asked the community members and local authority about the reasons for having in some places more female workers then others. The answers to the question are all similar from project locations visited.

- **Women have specific role:** communities indicate that women are playing a very important role in the household. Looking after children's well-being is the main responsibility of a mother. Families that still have children will find it difficulty to have the mother away from them and this is limiting the participation of the women in working on construction sites. Some female workers who are able to participate are those who that either have other people to look after their children or they have grown up children that do not need to have closer attention by the parents.
- **Women can only do certain things:** The evaluators observation shows that female workers in some project location are mobilized for light work, such as cleaning the drainage, cutting grass, collecting stones, etc. Female workers interviewed expressed that they do not want to do heavy work because they do not



have strength for it. The stigma of female workers that they cannot do heavy work is a belief that will need time to change. The project has contributed by giving the opportunity for every female worker to do any type of work they wish to do. In Balibo sub district the evaluators have seen more than half of the female workers in the project doing exactly the same as what the male workers are doing.

- **Divide tasks:** Families often decide the priority of daily activities as they have more than one activity to do in a period of time. In case where they need to decide who will work on the road project they will rotate among the members of the family. This is the reason where at one time there will more female workers and on other times less.
- It is clear that there are still some challenges to optimize the participation of female community members to participate in road works. The issue is more complex and will need more work and time to ensure higher participation of female worker. The ERA project has been played its role to ensure equal opportunity for female workers. As per above challenges the evaluators opinion is that 20% participation of female worker on an increasing rate in the ERA road project is acceptable.

ILO Emerging Lesson Learned and Good Practice Templates

ILO Emerging Lesson Learned - Accredited LB Training	
Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.	
<i>Brief summary of lesson learned (link to project goal or specific deliverable)</i>	Two of the three expected results of the ERA project are concerned with capacity building for domestic small-scale contractors. Training is the main means of enhancing performance capacity. If training courses are to be effective and are expected to have an impact the training institutions as well as the courses must obtain official recognition. This has been learned by the ILO ERA project and as a result has managed to accredit labour-based road construction courses together with contract and business management courses with the Instituto Nacional de Desenvolvimento de Mão de Obra (INDMO).
<i>Context and any related preconditions</i>	Accreditation and recognition has been achieved through an integrated work approach where the ILO experts have been working directly with their counterparts. Through this not only have the courses been developed to a nationally accepted standard but also the capacity of the two training providers (Don Bosco and IADE) have been developed to be able to run the courses independently. Precondition for full impact of accreditation is the recognition of the certificates by the potential client organisations, mainly the Government controlling procurement of public works. Commitment of the national authorities as well as other project partners is of course a precondition for successful accreditation and recognition of training and certificates
<i>Targeted users / Beneficiaries</i>	Beneficiaries are the training institutes who now have the status of quality training providers, the contractors and their staff who can obtain officially and nationally recognised certificates and the client who can be assured that the contractors have staff with the required qualifications.
<i>Challenges /negative lessons - Causal factors</i>	Accreditation can only be effective and sustainable if achieved within the given national qualification framework. Integrating training courses through a resource and time constrained project is a challenge and thus in most cases impossible. Compromises in terms of training content and methodology have to be made in any case.
<i>Success / Positive Issues - Causal factors</i>	Reaching the status of accreditation for the ERA developed courses and also for the domestic training providers on the basis of limited (in terms of outreach and time available) rural roads project is an outstanding achievement!
<i>ILO administrative issues</i>	The ILO ERA project team consists of technical (engineering) experts and training advisors who have been working through an integrated "embedded" approach with the respective training institutions. Sufficient resources have been allocated to develop and integrate the training.
<i>Other relevant comments</i>	→ also refer to Emerging Good Practice

ILO Emerging Lesson Learned – On-the-Job Training During Trial Contracts	
Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.	
<i>Brief summary of lesson learned (link to project goal or specific deliverable)</i>	Two of the three expected results of the ERA project are concerned with capacity building for domestic small-scale contractors. Training is the main means of enhancing performance capacity. The ERA project has introduced a combined supervision and coaching system by placing training engineers on site for the trial contracts. The relatively low educational background and the limited formal training courses prior to the trial contract made it necessary to strengthen the training-engineer team with two additional international experts and thus to intensive on-the-job training. Although this measure has increased the learning effect, the contractors and their site supervisors will in most cases still not reach a capacity to work competently and independently in future. It has become obvious that continued training and capacity efforts have to be made to ensure sustainable performance capacities in the domestic construction sector can be achieved. A targeted follow-on project to consolidate the achievements and enhance development efforts needs to be introduced.
<i>Context and any related preconditions</i>	Trial contracts are the most effective way for on-the-job training under real working conditions. It allows contractors and their staff to work and learn at the same time. Preconditions are that there is sufficient time available to have enough opportunities to actually learn by doing and that the learning process is managed by capable practitioners and instructors.
<i>Targeted users / Beneficiaries</i>	The beneficiaries of the on-the-job training are foremost the contractors and their site supervisory staff. The owners of the road (Government and communities) are secondary beneficiaries as they will receive a good product and can later on rely on trained contractors for other works.
<i>Challenges /negative lessons - Causal factors</i>	The relatively low educational background and missing practical experience are hindrances to achieve a capacity level of full competence as independent and successful contractors. The limited timeframe and resources available to build a sustainable capacity is a challenge. Not only training impact on capacity but there are a number of other barriers to overcome, e.g. access to finances, access to equipment, access to sufficient work, etc. These are factors outside the portfolio of the project.
<i>Success / Positive Issues - Causal factors</i>	The intensified and structures training approach that can now be provided by the ERA training engineers has paid out and the impact can be seen on the ground. Refresher training courses will now be launched to overcome some of the common performance problems
<i>ILO administrative issues</i>	The ILo ERA project had to recruit to additional international training engineers to strengthen the training team in order to be able to cope with the immense on-the-job training needs of 30 concurrently on-going contracts. The resources for these additional staff inputs were available from the original budget.
<i>Other relevant comments</i>	

ILO Emerging Lesson Learned: Enhanced Road Standards for Effective Maintenance and Sustainable Impact	
Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.	
<i>Brief summary of lesson learned (link to project goal or specific deliverable)</i>	<p>Experience has shown that the rural roads in TL in mountainous areas with high rainfalls deteriorate at a fast rate. This creates an unmanageable maintenance burden, negative environmental impacts, reduced socio-economic impacts as well as a rapid loss of initial investments.</p> <p>Enhanced engineering standards are thus the solution; carefully designed and constructed drainage structures, slope protection structures coupled with bio-engineering and carefully selected and well constructed alternative pavement options. This results in higher initial investment costs but allows constructing reliable access roads that can be maintained with the available resources and ensures a continued and possibly increasing socio-economic impact. This was realised by the ERA management and consequently requested for additional funds to build the ERA roads at least to a standard where upgrading to paved surface would be possible.</p>
<i>Context and any related preconditions</i>	Improved rural access is a national priority. A significant socio-economic impact is expected from improved access to services and markets. For a long time a gravel surface was perceived as sufficient for rural roads. The immense demand to provide immediate access to the mostly poor rural population and the limited finances available force decision makers to find affordable solutions. However, low initial investment costs do not allow the construction of maintenance friendly and all-season reliable rural roads. The maintenance costs are usually beyond the local Governments' capacity and thus roads cannot provide the intended services for a prolonged period of time. It is thus important to convince decision makers and funding agencies to spend initially more money as a precondition for effective maintenance and sustained impact of the roads.
<i>Targeted users / Beneficiaries</i>	Mostly the concerned communities are the direct beneficiaries of higher standard roads. The Government and local authorities are indirect beneficiaries as the maintenance burden will be lowered and economic growth and social services are increased.
<i>Challenges /negative lessons - Causal factors</i>	The challenge is to convince decision makers and funding agencies to pledge sufficient funds for full standard rural roads on a background of immense national development requirement.
<i>Success / Positive Issues - Causal factors</i>	The ERA project together with the Government of TL and the EC have managed to allocate additional funds to ensure the ERA roads can be built to and upgradable standard.
<i>ILO administrative issues</i>	Additional funds from the ERA contingency budget and RDP IV contingency budget have been allocated.
<i>Other relevant comments</i>	

ILO Emerging Lesson Learned: Monitoring and Evaluation System with Integrated 'Snapshot' Impact Assessment Tool	
Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.	
<i>Brief summary of lesson learned (link to project goal or specific deliverable)</i>	For the ERA project the challenge has been to be able to factually plan and monitor physical road works as well as parallel to it capacity building developments coupled with impact assessments. Learning from these challenges the ERA project has developed a user-friendly M&E, framework including community Snapshots that are designed to assess the impact of the roads on the beneficiary communities
<i>Context and any related preconditions</i>	To manage a project with diversified objectives and outcomes is a challenge. Project management as well as project partners need to be well informed about the project's progress, effectiveness and efficiency, use of resources and challenges encountered.
<i>Targeted users / Beneficiaries</i>	The project management benefits directly by having available updated records and information available to make rational decisions and to provide information to others as and when required. The Government, communities, funding agency and the ILO as implementing agency are also direct beneficiaries of a coherent and reliable information system that eases monitoring and evaluation.
<i>Challenges /negative lessons - Causal factors</i>	
<i>Success / Positive Issues - Causal factors</i>	The integrated M&E system allow comprehensive monitoring of all project aspects and is at the same time a useful planning tool. The Community Snapshot tool is an excellent impact assessment tool in in the absence of a full base-line study, a situation, which is quite often the case in road projects. Replication of this tool with amendments to adjust to the local context and information needs of project partners is feasible. The ILO's EIIP has acquired extensive experience in how to support the domestic construction sector and the provision of rural access through the application of labour-based technology.
<i>ILO administrative issues</i>	The M&E system is based on ILO guidelines for monitoring, reporting and evaluation, which is also fully compliant with the M&E requirements of the EC as the funding agency.
<i>Other relevant comments</i>	The ERA Community Snapshot system is a handy tool to assess impact effects and thus is replicable.

ILO Emerging Good Practice - Accredited LB Training

Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
<i>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</i>	Two of the three expected results of the ERA project are concerned with capacity building for domestic small-scale contractors. Training is the main means of enhancing performance capacity. If training courses are to be effective and are expected to have an impact the training institutions as well as the courses must obtain official recognition. This has been learned by the ILO ERA project and as a result has managed to accredit labour-based road construction courses together with contract and business management courses with the Instituto Nacional de Desenvolvimento de Mão de Obra (INDMO).
<i>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</i>	Accreditation and recognition can be achieved through an integrated work approach where the ILO experts working closely with their counterparts. Precondition for full impact of accreditation is the recognition of the certificates by the potential client organisations, mainly the Government controlling procurement of public works. Integrating training courses through a resource and time constrained project is a challenge and thus in most cases impossible. Compromises in terms of training content and methodology have to be made in any case
<i>Establish a clear cause- effect relationship</i>	Accreditation can be effective and sustainable if achieved within the given national qualification framework. The demand for accredited training in terms of setting conditions for employment or prequalifying contractors for bidding must come from the client, in most cases the Government and ideally the private construction sector itself. If this condition is established then accredited (certified) training becomes a powerful development and performance element.
<i>Indicate measurable impact and targeted beneficiaries</i>	A measurable impact can be the number of contractors operating as certified labour-based civil engineering contractors and thus are in a position to provide good quality construction and maintenance works. Beneficiaries are the training institutes who now have the status of quality training providers, the contractors and their staff who can obtain officially and nationally recognised certificates and the client who can be assured that the contractors have staff with the required qualifications.
<i>Potential for replication and by whom</i>	The potential for replication is in fact in all countries where the ILO is involved in TVET. Accreditation of TVET can be achieved through an integrated approach with 'embedded' experts and the commitment of the local training institutions and the national accreditation authority as well as I collaboration with the construction industry, e.g. contractor association. Commitment of the national authorities as well as other project partners is of course a precondition for successful accreditation and recognition of training and certificates.
<i>Upward links to higher ILO Goals</i>	The approach is in compliance with the ILO EIIP's employment-intensive investment programme for creation of an enabling environment for Small and Medium Enterprises and is suitable for replication elsewhere and contributes to the DWCP objectives.
<i>Other documents or relevant comments</i>	<i>For this issue relevant information can also be found in the following ILO documents:</i> <ul style="list-style-type: none"> – <i>Employment Intensive Infrastructure Programmes; Labour policies and practices</i> – <i>Employment Intensive Infrastructure Programmes; Capacity Building for Contracting in the Construction Sector</i>

ILO Emerging Good Practice: Monitoring and Evaluation System with Integrated ‘Snapshot’ Impact Assessment Tool	
Evaluation Title: Independent Mid-Term Evaluation, ENHANCING RURAL ACCESS, Timor-Leste	Project: TIM/11/01/EEC
Evaluators: Andreas Beusch & Edio da Costa	Date: Oct/Nov 2013
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
<i>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</i>	<p>For the ERA project the challenge has been to be able to factually plan and monitor physical road works as well as parallel to it capacity building development coupled with impact assessments.</p> <p>The ERA project M&E system has three linked and user-friendly databases covering M&E, training and contracts. It has developed a good M&E framework based on ILO guidelines for monitoring, reporting and evaluation, which is also fully compliant with the M&E requirements of the EC (funding agency). The M&E framework is intrinsically linked to the project logframe and includes workers surveys, community satisfaction surveys and traffic counts and “Community Snapshots”. Community Snapshots are designed to assess the impact of the roads on the beneficiary communities by comparing their situation before, immediately after and sometime after the road rehabilitation.</p>
<i>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</i>	<p>To manage a project with diversified objectives and outcomes is a challenge. Project management as well as project partners need to be well informed about the project’s progress, effectiveness and efficiency, use of resources and challenges encountered.</p> <p>The ERA M&E system is easy to use, provides the required information to straightforwardly prepare progress reports and inform stakeholders, and allows the project managers at any time to have access to vital management information. This, for example, has it made easy for evaluators to access the necessary statistical data and impact information.</p> <p>The Community Snapshot tool is an excellent impact assessment tool in in the absence of a full base-line study, a situation, which is quite often the case in road projects. Replication of this tool with amendments to adjust to the local context and information needs of project partners is feasible.</p>
<i>Establish a clear cause- effect relationship</i>	The project management benefits directly by having available updated records and information available to make rational decisions and to provide information to others as and when required. The Government, communities, funding agency and the ILO as implementing agency are also direct beneficiaries of a coherent and reliable information system that eases monitoring and evaluation.
<i>Indicate measurable impact and targeted beneficiaries</i>	<p>Impact can be expected in the form of well-prepared standardised reports that lead to effective monitoring and decision-making. Snapshot data can be a useful tool for decision makers and politicians plus anybody lobbying for investment support</p> <p>The project management benefits directly by having available updated records and information available to make rational decisions and to provide information to others as and when required. The Government, communities, funding agency and the ILO as implementing agency are also direct beneficiaries of a coherent and reliable information system that eases monitoring and evaluation.</p>
<i>Potential for replication and by whom</i>	<p>The integrated M&E system allow comprehensive monitoring of all project aspects and is at the same time a useful planning tool.</p> <p>The Community Snapshot tool is an excellent impact assessment tool in in the absence of a full base-line study, a situation, which is quite often the case in road projects. Replication of this tool with amendments to adjust to the local context and information needs of project partners is feasible.</p>
<i>Upward links to higher ILO Goals</i>	<p>The M&E system is based on ILO guidelines for monitoring, reporting and evaluation, which is also fully compliant with the M&E requirements of the EC as the funding agency.</p> <p>The M&E system is in compliance with the ILO EIIP’s employment-intensive investment programme for creation of an enabling environment for Small and Medium Enterprises and is suitable for replication elsewhere and also contributes to the DWCP objectives by ensuring collation of useful data.</p>
<i>Other documents or relevant comments</i>	<p>For this issue relevant information can also be found in the following ILO document:</p> <ul style="list-style-type: none"> – <i>Employment Intensive Infrastructure Programmes; Labour policies and practices</i>