



ILO EVALUATION

- Evaluation Title: Roads for Development – Support Program (R4D-SP)
- ILO DC/SYMBOL: TLS/16/03/AUS
- Type of Evaluation: Independent Final Evaluation
- Country(ies): Timor Leste
- Name of consultant(s) : Mr. Zofimo Corbafo and Mr. Ty Morrissey
- ILO Administrative Office: ILO Country Office for Indonesia and Timor-Leste
- ILO Technical Backstopping Office: ILO Decent Work Technical Support Team for East and South-East Asia and the Pacific (Based in Thailand)
- Date project ends: 31 March 2021
- Donor: country and budget: DFAT AUD 21,500,000
- Evaluation Manager: Ms. Rattanaporn Pongpattana
- Key Words: EIIP, Timor Leste, rural road development

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 Office.

Project Data

Project title and geographical coverage	Roads for Development -Support Program (R4D-SP), Timor-Leste
ILO Project codes/IRIS codes	TLS/16/03/AUS
ILO Administrative Unit	ILO Country Office for Indonesia and Timor-Leste
ILO Technical Unit	ILO Decent Work Technical Support Team for East and South-East Asia and the Pacific (Based in Thailand)
Type of evaluation	Independent Final Evaluation (1 April 2017-31 March 2021)
Total project budget (Planned)	Up to AUD26,000,000
Total project budget (Actual)	AUD 21,500,000
Project duration	48 months - 1 April 2017 to 31 March 2021
Donors	Government of Australia's Department of Foreign Affairs and Trade (DFAT)
Evaluation Manager	Ms. Rattanaorn Pongpattana, Monitoring and Evaluation Officer, ILO - RO-Asia and the Pacific, in Thailand, Bangkok.

Acknowledgements

This final evaluation was commissioned by the International Labour Organisation (ILO).

The final evaluation was completed by Morrissey Consulting International (MCI). The evaluation team comprised Mr Zofimo Corbafo and Mr Ty Morrissey.

The review team would like to thank the many dedicated people who provided their time, insights and resources to assist the evaluation. This included the Roads for Development- Support Program (R4D-SP) team, representatives of the Australian Embassy and DFAT in Timor-Leste, many institutions of the Government of Timor-Leste, in particular key counterparts within the Ministry of Public Works (MPW).

The evaluation team also wanted to acknowledge other government and non-government entities at both the central and municipal level who provided time to meet and talk with the team. Specific mention is made to the contractors and community members involved with the program who provided invaluable insights and experiences to support a complete evaluation.

Table of Contents

Project Data	2
Acknowledgements	2
Table of Contents	3
Acronyms	4
Executive Summary	6
1. Introduction	14
1.1 Program Background	14
1.2 Current Context	15
1.3 Purpose, Scope and Clients of the Evaluation	17
1.4 Approach and Methodology	18
1.5 Limitations and Constraints	20
2. Timor-Leste Context	20
2.1 General State Budget 2021	21
2.2 COVID-19 Pandemic and GoTL Economic Recovery Plan	22
3. Key Findings	23
3.1 Relevance	23
3.2 Coherence	26
3.3 Effectiveness	29
3.4 Efficiency	44
3.5 Sustainability	50
3.6 Impact	52
3.7 Partnerships	54
3.8 COVID-19	55
4. Good Practices and Lessons Learned	57
5. Conclusions and Recommendations	57
Annex 1: Terms of Reference	62
Annex 2: List of People Interviewed	75
Annex 3: List of Documents Consulted	79
Annex 4: Evidence Matrix (Results Framework)	81
Annex 5: Good Practices and Key Lessons Learned	102

Acronyms

ADB	Asian Development Bank
ADN	Agencia De Desenvolvimento
ADTL	Asosiasaun Defisiénsia Timor-Leste
AUD	Australian Dollar
BoQ	Bill of Quantities
CDO	Community Development Officers
CoM	Council of Ministers
CMG	Contractor Maintenance Group
CMS	Community-based Maintenance System
DAC	Development Assistance Criteria
DFAT	Department of Foreign Affairs and Trade
DRBFC	Directorate of Roads, Bridges and Flood Control
DUA	Design Update Annex
DWCP	Decent Work Country Program
EOPO	End of Program Outcome
ERA-AF	Enhancing Rural Access - Agroforestry
ESF	Environmental Safeguards Framework
EU	European Union
FET	Field Engineering Trainers
FGD	Focus Group Discussion
GESI	Gender Equality and Social Inclusion
GfD	Governance for Development
GIS	Geographical Information System
GoA	Government of Australia
GoTL	Government of Timor-Leste
IF	Infrastructure Fund
ILO	International Labour Organisation
IMRF	Inter-Ministerial Roads Forum
IRMIS	Integrated Road Management Information Systems
JICA	Japan International Cooperation Agency
KEQ	Key Evaluation Questions
KII	Key Informant Interview
MELP	Monitoring, Evaluation and Learning Plan
M&E	Monitoring and Evaluation
MC	Managing Contractor
MCI	Morrissey Consulting International
MPW	Ministry of Public Works
MSA	Ministry of State Administration
MTR	Mid-Term Review
NGO	Non-Government Organisation
ODA	Overseas Development Assistance
PWD	People with Disability
PNDS	Programa Nasionál Dezenvolvimentu Suku - National Suco Development Program
R4D	Roads for Development
R4D-SP	Roads for Development – Support Program
RC	Regional Coordinators
RRMPIS	Rural Roads Master Plan and Investment Strategy
RRP	Rural Roads Policy

RWG	Roads Working Group
SA	Subsidiary Arrangement
SDP	Strategic Development Plan
SDG	Sustainable Development Goal
SoE	State of Emergency
SSF	R4D Social Safeguards Framework
SSO	Social Safeguards Officers
TLDA	Timor-Leste Disability Association
ToC	Theory of Change
ToR	Terms of Reference
USD	United States Dollar
WB	World Bank

Executive Summary

This final evaluation of the Roads for the Development - Support Program (R4D-SP) was commissioned by the International Labour Organisation (ILO). The evaluation was completed between December 2020 and February 2021. The final evaluation period covered program implementation from April 2017 to December 2020. The purpose of the final evaluation was to review overall progress as a means to promote accountability to the Government of Timor-Leste (GoTL), the Government of Australia (GoA) through the Department of Foreign Affairs and Trade (DFAT) and the ILO. It was also prepared to enhance overall learning and decision-making.

During the implementation of the final evaluation, DFAT informed the ILO that a bridging phase would be considered through to December 2022. The evaluation pivoted its focus slightly to evaluate the implementation period (April 2017-December 2020) and to also provide suggested guidance and recommendations for consideration as part of the bridging phase.

Background

Phase I of the Roads for Development (R4D) ran from March 2012 to March 2017 and was co-funded by the GoA and GoTL with technical assistance implemented by the ILO. In Phase I, the GoA contributed AUD36 million and GoTL provided approximately USD19.5 million to capital works, with ILO managing the procurement and delivery systems. R4D Phase I successfully contributed to strengthened procurement systems (built staff capacity), strengthened planning/budgeting systems via the Rural Roads Master Plan and Investment Strategy (RRMPIS), and strengthened social and environmental safeguards/GIS units. R4D also contributed to development impacts through the provision of improved road access and employment through the application of labour-based approaches.

Following the preparation of the Design Update Annex (DUA), agreements were signed for the implementation of a 4-year R4D Phase II from April 2017 to March 2021. The program contract was a 2+2/start-stop arrangement that provided an opportunity to review progress and discuss future directions and priorities. The GoA agreed to contribute up to AUD26 million toward the R4D-SP technical assistance program, while the GoTL committed to providing USD20 million per annum for capital and operational costs. The overarching rationale and goal for R4D-SP is: *Women and men in rural Timor-Leste are deriving social and economic benefits from improved rural road access.*

R4D-SP contributes to the achievement of the R4D goal through two EOPOs:

- EOPO1: GoTL is effectively managing rural roads at national and municipal levels
- EOPO2: Increased contractor capacity, employment and income in selected rural communities¹

Methodology

The evaluation consisted of three phases: (i) document review and qualitative analysis; (ii) field work comprising interviews with key counterparts and stakeholders, visits to the field to meet with municipal staff, and conduct focus group discussions with communities and contractors; (iii) data analysis and reporting. Due to COVID-19, the international evaluation specialist worked remotely and was supported in-country by a national consultant.

¹ As part of program ownership and sustainability, the Minister of Public Works in 2019, issued a Circular No: 2884/MPO/IX/2019 re-branding R4D with a Tetum name “Estrada Rural ba Dezenvolvimentu” – (ERD). This Circular designated formal management responsibilities for the ERD programme through the identifies specific technical responsibilities within the National DRBFC and the DG-AF, as well as specifying that these agencies should allocate necessary time and resources for ERD work. Through the Circular, the Minister further requests that R4D-SP focus technical support on building the capacity of the MPW and municipal public works in fulfilling these responsibilities.

Relevance

R4D-SP remains highly relevant to the development priorities of the GoTL, GoA and rural communities within Timor-Leste. Road infrastructure provides the foundation for other economic and social development investments

The GoTL has met the financial commitments of the Subsidiary Arrangement but there have often been delays in contributions due to political constraints and stalemates. There is commitment to raising the overall budget but based on previous experience, it is unclear if this will be realised in the short-term. The GoTL has met its commitment to the provision of staff at the municipal level. Governance and management arrangements involving the Government, program and DFAT have been partially met.

The R4D-SP modality employs an embedded model that works alongside MPW counterparts at the central level and within municipal government structures in municipalities. Overall the approach has worked well as it provides direct and tangible support to the GoTL. The embedded approach has also worked well in other contexts and is a recognised model to build engagement, partnership and joint-decision-making. It is also a model recognised by the ILO to build capacity for effective planning and management of rural infrastructure works. However, the model needs to be carefully reviewed and considered as there is a risk that the program becomes “part of the MPW” and does the work on behalf of the MPW.

Coherence

The Mid-Term Review (MTR) highlighted a number of areas for improvement for R4D-SP with regards to engagement and collaboration with development partners, government ministries (e.g. Agencia De Desenvolvimento - ADN) and other DFAT funded initiatives. The final evaluation notes that progress has been realised at some levels but there is still further work to be done. For instance, the Inter-Ministerial Roads Forum (IMRF) has been formed but is yet to meet. The Roads Working Group (RWG) remains in concept and is not fully developed or operational. The evaluation team is also aware that within some government quarters, the IMRF may not proceed at all. This would be a negative outcome as it potentially removes a very important governance mechanism and an opportunity to promote better engagement amongst key stakeholders.

R4D-SP also collaborated with EU through ERA-AF to jointly implement ILO’s RBSA Maintenance Programme to support socio-economic recovery from impact of COVID-19 pandemic

R4D-SP has established good working relationship with other donors. Evidence from the documents, reports and interviews indicates that JICA are using the RRMPIS to inform their prioritisation as well as data and information from the developed Integrated Road Management Information System (IRMIS) including trainings and research. The World Bank (WB) has also adopted R4D-SP’s approach to long-term maintenance contracts, particularly for women, working on national road works and is applying IRMIS tools developed through the R4D-SP program. Engagement with other DFAT investments is occurring but appears to be more ad hoc and based on chance rather than the scheduling of regular meetings and working groups.

There is also scope to actively support the operation of the IMRF. This should be a priority as part of the bridging phase. If this governance structure remains unused, it would undermine the overall implementation and management approach. Both DFAT, R4D-SP and ILO need this mechanism to operate as it provides a basis for engagement and allows R4D-SP to strengthen coordination and have direct input into the development of policy, setting of planning priorities and supports better implementation. However, if the mechanism does not eventuate, then an alternative approach needs to be discussed and agreed.

Effectiveness

R4D-SP is effective. It has achieved a majority of outputs and made solid progression towards to achievement of outcomes. Analysis of information and data contained in the results framework indicates that R4D-SP has achieved, and in some cases exceeded targets. However it is unclear if the claims made, particularly at outcome level under KEQ 1, can be directly attributed to R4D-SP. The positive social and economic impact of improved rural roads on communities were well demonstrated and documented during R4D Phase I.

Theory of Change: As part of Phase II, R4D-SP sought to update its Theory of Change and M&E approach. The process consumed a significant amount of resources and time and it is unclear if the actual changes in approach resulted in better outcomes. Under the proposed bridging phase, R4D-SP should review its entire M&E system and ensure it is aligned to specific outcomes and deliverables over which the program directly contributes.

Rural Roads Policy: R4D-SP made important contributions to the development of a Rural Roads Policy (RRP) which was integrated into and Asian Development Bank (ADB) National Roads Policy. For the RRMPIS, the evidence here is mixed. R4D-SP has made significant contributions to the annual updating of RRPMIS (however it is noted that this was an output from Phase I). The RRMPIS has been reviewed since 2017 and updated annually in collaboration with MPW/municipalities regarding the prioritized road lists and investment plans which have been used in preparing and submitting annual rural roads civil works contracts and budgets through MPW to GoTL. The RRMPIS has also been incorporated into the new IRMIS to facilitate ease of annual updates. As of the end of 2020, the RRMPIS is out of date.

Manuals and Guidelines: A total of 14 “technical documents” have been reported as being produced as of December 2020. Interviews indicated varying opinions about their completeness, appropriateness and functionality. Some appear to remain in draft form, and it is also unclear if these documents are finalised. There does not appear to be any formal endorsement or supporting evidence of complete institutionalisation. The evaluation recognises that manuals, guidelines and tools are being implemented and used in training, however if a strict definition of “institutionalisation” is applied, it is difficult to conclude that these manuals and guidelines have met this requirement. The evaluation team received a link to training guidelines, reports and data following the data collection phase. These were reviewed and findings included in the body of the report.

It is noted by the evaluation teams that there were no manual and guidelines before R4D started up. In such an environment, it is important to acknowledge the substantial efforts of R4D to introduce uniform and standard practices in the sector. Unfortunately, the expectation would be that these manuals and guidelines (along with training guides and tools) would be finalised, approved/endorsed well before the final evaluation.

Systems: R4D-SP has been working with MPW to develop systems and associated operational guidelines and tools. To date 11 systems have been designed. However, like manuals and guidelines, it is unclear on the status of these systems and if they have all been endorsed by the MPW. Also, some of the “systems” appear to be manuals, frameworks and plans. To help planning going forward, the evaluation recommends that R4D-SP reviews the current “systems” and align them to the systems detailed in the RRMPIS. The RRMPIS covers 5 systems: (i) Planning (includes prioritization); (ii) Designing and Cost-Estimation (includes surveying); (iii) Procurement (includes contracting and contract management); (iv) Supervision and Quality Control; (v) Monitoring and Evaluation. The 11 “systems” that R4D-SP is

supporting are actually elements of one or more of the 5 main RRMPIS systems detailed above (with the exception of the R4D-SP procurement system, which is one of the 5 core systems)

Capacity Development: For capacity development, the DUA was clear in its approach to support a transition away from direct contract work to support institutional development and capacity development. Training and capacity support has been provided at both the central and municipal level in key areas where R4D-SP is supporting. The results framework indicates the number of participants has reached target, however there is limited evidence to suggest changes in knowledge and overall performance and how this has led to improved performance and supported GoTL's ability to better manage rural roads (KEQ2). There is also evidence of capacity substitution, particularly at the municipal level with Regional Coordinators (RC) fulfilling roles and responsibilities that contradict their advisory nature. This is primarily due to a lack of technical staff with sufficient capacity and limited operating budgets for work and travel. Capacity substitution is justified at certain levels to fill short-term gaps however with the timeframe for implementation it would have been prudent to have a clear transition process underpinned by a structured approach to training and mentoring that would see a full handover of roles and responsibilities to municipal staff.

A highly visible area of support has been within procurement and contracting. This is a key work area that has enjoyed consistent and in-depth support over a number of years and R4D-SP has done a good job in supporting the MPW improve its procurement and contracting process

Contractors: There is strong recognition and appreciation of R4D-SP's work with contractors over an extended period of time. There is a need to refresh the approach to contractors. Significant resources have been provided to date through Phase I and Phase II for training. The risk with on-going training is that R4D-SP is potentially contributing towards a saturation of the contractor market, particularly in an environment when GoTL's budget allocations are low and unstable. Rather than R4D-SP continuing with training (through Don Bosco), it would be more effective and sustainable for R4D-SP to institutionalise this support (i.e. have MPW pay or have Don Bosco charge for courses) and facilitate training through existing providers. However, it is important to assess whether or not Don Bosco and other training providers have the capacity to absorb such training.

Communities: R4D-SP has provided broad benefits to communities and has contributed towards improved accessibility to roads and employment through labour-based work and access to markets. On the outcome of economic benefits, having road access in municipalities created improved access for the local farmers to the market.

Efficiency

The "embedded model" is an effective and efficient modality that has been employed by DFAT on other road initiatives. Unpredictable and delayed GoTL resourcing (annual budget and staffing) is an issue that affects MPW (and R4D-SP). The key factor that impact R4D-SP is lack of adequate operational budget for municipalities to complete their work.

Capacity development and associated institutional arrangements need adequate systems and approaches to support. As mentioned in the effectiveness section, the program would benefit from having updated capacity development plans, particularly at the municipal level. The evaluation is aware that these are in place at present but do require an update as part of the bridging phase.

Decentralisation, like budget allocations, has had a significant influence on overall efficiency (and to a degree, effectiveness). The main issue is that roles and responsibilities within the decentralisation agenda are still be discussed and prioritised. This may have implications for budgets and also ultimate control of expenditure and associated management decision-making. The evaluation team is not entirely confident

that R4D-SP is fully aware of the implications and current political tensions around the roles and structures between central and municipal actors.

Sustainability

R4D-SP has developed a strong reputation for in-depth and coordinated support within the MPW over the past 8-years. There is a chance of sustainability and a number of key practices are already being implemented. However when viewed from a realist perspective, it is unclear if there is sufficient capacity within the MPW (and municipalities) to sustain the work if R4D-SP was to end now.

For sustainability² to be achieved there is a need to renew the focus on what capacity building is and what needs to be done to adequately transfer knowledge, skills and approaches in a meaningful way. Capacity development will ultimately be assessed by a large extent on the availability of adequate training and systems capacities (including procedures) within MPW, Municipalities and private sector training providers. DFAT currently provides funding for all contractor training. New approaches and ideas need to be considered for sustainability to be realised.

Partnership

R4D-SP has supported the development of the R4D Social Safeguards Framework (SSF) and an Environmental Safeguards Framework (ESF) that establishes specific mechanisms for gender equality for R4D rehabilitation and maintenance works. The evaluation team note that there was no SSF/ESF prior to R4D-SP involvement. Despite the overall success of the SSF and ESF in supporting contractors and communities, work at the institutional level and influencing of key decision-makers does require further attention.

Ideally both frameworks would be something adopted by MPW as a key institutional document/manual which would establish a mandate for more targeted support to have the framework mainstreamed across all government led and donor funded activities moving forward. There is also scope to more proactively engage on the issue of disability. The ESF and SSF including disability remain high priorities for MPW and DFAT and strategies need to be employed to ensure R4D-SP's SSF and disability strategies have a direct and tangible influence on results.

COVID-19

R4D-SP has played an important role during the COVID-19 pandemic. The ILO quickly mobilised a grant of USD550,000 to support routine maintenance works. The benefit of this support was to provide short-term employment opportunities to rural communities and ensured that much needed income continued to flow to support a range of households and small businesses. Another important component was the development and application of COVID-19 guidelines. This was both a safety and awareness measure as means to promoting decent work.

The pandemic has affected the program as it had to resort to social distancing measures and the restrictions placed on travel. Despite the challenges, the program has responded well and has maintained a continued level of support. The program has also managed risk well and responded well to both budget reductions and COVID-19. The mitigation measures have been effective, and the evaluation acknowledges the constraints of reduced staff numbers has influenced performance overall.

² Sustainability in this context relates to the ability of MPW and the municipalities to efficiently manage rural road works carried out by contractors and communities in an effective manner to good quality standards.

Recommendations

Key recommendations include:

Recommendation 1: R4D-SP to design a bridging phase that has a clear focus on key components (policy, institutional capacity and targeted training support) and has clear targets and an appropriate structure to realise these. R4D-SP and DFAT to carefully consider the overall structure and strategic focus of the program with regards to influence and engagement with the MPW and other key stakeholders within Government.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Short	Medium

Recommendation 2: R4D-SP, MPW, ILO and DFAT, as part of the bridging phase, to clarify and confirm partnership arrangements, roles and responsibilities and priority areas for partnership engagement between them. This should be built in as a performance measure.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP , MPW ILO and DFAT	High	Short	Medium

Recommendation 3: R4D-SP and DFAT to work with the Minister of MPW to promote the importance of the IMRF and to consider strategies and options to have it operationalised. Also to consider other alternatives for engagement (e.g. working with Ministry of Planning) should the IMRF cease.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP, MPW and DFAT	High	Short	Low

Recommendation 4: R4D-SP to support an immediate review and update of the RRMPIIS and to work with MPW to ensure updated information, data and maps are included to support planning and budgeting processes.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP, DFAT and MPW	High	Short	Medium

Recommendation 5: R4D-SP manuals, guidelines and systems to be finalised over a six-month period and work to commence on embedding within ministry systems and departments with intention to have endorsement by MPW. R4D-SP should also conduct an immediate stocktake of all manuals, guidelines and systems and provide an immediate update on current status.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Short	Medium

Recommendation 6: R4D-SP to review and revise capacity development plans for all staff that set clear targets and milestones and detail transition arrangements with key counterparts. A reporting system to track progress is an immediate priority for RCs as part of their transition process.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 7: R4D-SP to review current arrangements between contractors and communities and working with municipal counterparts undertake a stocktake of all contracts and contractors to identify and rectify non-compliance issues. Also work with municipal counterparts to rectify non-compliance issues in communities with regards to safeguards.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 8: R4D-SP should review and assess the value of the embedded model as part of the bridging phase and consider ways in which strategic engagement and associated work processes could be enhanced to promote greater efficiency.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 9: R4D-SP should review its capacity development approach and seek to address key reforms, particularly as they relate to decentralisation. There is a need to develop and implement capacity building plans that are relevant to the context and respond to the constraints identified and be realistically implemented with available R4D-SP technical assistance support. Supporting the work should include a simplified reporting system that provides clear evidence of progress towards defined targets and expected results.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 10: R4D-SP to engage with specialised service providers (e.g. TLDA) to seek independent and experienced advice to promote context specific approaches that directly seek opportunities to raise the profile and associated benefits to women and people with disabilities

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 11: R4D-SP to review social safeguards and update accordingly to actively promote and details strategies that support all communities with a renewed focus on women and PWD's. R4D-SP should also actively implement strategies, using social dialogue with key constituents, that support women and PWD in communities.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 12: ILO and DFAT need to prioritise support to GoTL’s decentralisation agenda and plans and to confirm priorities and implementation strategies with regards to works, budgets and ultimate responsibilities.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Medium	Medium

1. Introduction

This final evaluation of the Roads for the Development -Support Program (R4D-SP) was commissioned by the International Labour Organisation (ILO). The evaluation was completed between December 2020 and February 2021. The final evaluation period covered program implementation from April 2017 to December 2020³. The purpose of the final evaluation was to review overall progress as a means to promote accountability to the Government of Timor-Leste (GoTL), the Government of Australia (GoA) through the Department of Foreign Affairs and Trade (DFAT) and the ILO. It was also prepared to enhance overall learning and decision-making.

During the implementation of the final evaluation, DFAT informed the ILO that a bridging phase would be considered through to December 2022. The evaluation pivoted its focus slightly to evaluate the implementation period (April 2017-December 2020) to also provide suggested guidance and recommendations for consideration as part of the bridging phase.

Phase I of the Roads for Development (R4D) ran from March 2012 to March 2017 and was co-funded by the GoA and GoTL with technical assistance managed by the ILO. Following the preparation of the Design Update Annex (DUA), agreements were signed for the implementation of a 4-year R4D Phase II from April 2017 to March 2021. During Phase II the name R4D-SP was used to reflect a renewed focus on institutional strengthening and capacity building as opposed to direct technical work.

The final evaluation evaluated overall progress towards outcomes, ability to address constraints and compliance with the commitments of the Subsidiary Agreement (SA) between GoA and GoTL. It assessed R4D-SP against the Development Assistance Criteria (DAC) and also considered the implications and impact of COVID-19 with regards to program implementation and management.

1.1 Program Background

Phase I of the Roads for Development (R4D) ran from March 2012 to March 2017 and was co-funded by the GoA and GoTL with technical assistance managed by the ILO. In Phase I, the GoA contributed AUD36 million and GoTL provided approximately USD19.5 million to capital works, with ILO working closely with the GoTL to manage the procurement and delivery systems⁴. R4D Phase I successfully contributed to strengthened procurement systems (built staff capacity), strengthened planning/budgeting systems via the Rural Roads Master Plan and Investment Strategy (RRMPIS), and strengthened social and environmental safeguards/GIS units. R4D also contributed to development impacts through the provision of improved road access and employment, through the application of labour-based approaches.

Following the preparation of the Design Update Annex (DUA), agreements were signed for the implementation of a 4-year R4D Phase II from April 2017 to March 2021. The program was approved on 2+2/start-stop basis that provided an opportunity to review progress and discuss future directions and priorities. The GoA agreed to contribute up to AUD26 million toward the R4D-SP technical assistance program, while the GoTL committed to providing approximately USD13 million per annum for capital and operational costs.⁵

A Mid-Term Review (MTR) funded by DFAT, was conducted in 2018. The outcome of the review resulted in the continuation of the program for the remaining two years through to March 2021.

³ The R4D-SP program is scheduled for completion in March 2021.

⁴ Whereas capital funding provided by GoA followed ILO procurement systems, capital funds provided by GoTL followed GoTL procurement systems. The delivery of the investments followed a mix of GoTL systems and systems that were developed in collaboration between ILO and GoTL.

⁵ These costs are for the first two years. Additional funding for the 2nd two years is not specified. The SA mentions that 'additional funding for the second two years will be added, subject to the approval of the new parliament'.

R4D-SP is based upon a SA that commits GoTL to funding all capital works and maintenance and providing sufficient staff to be trained in rural road planning, design, supervision, monitoring, rehabilitation and maintenance. A summary of the SA is included in Table 1. This includes implementing labour-based rural roadworks that are community-based and that emphasise social inclusion and gender equality. The overarching rationale and goal for R4D-SP is:

Women and men in rural Timor-Leste are deriving social and economic benefits from improved rural road access.

R4D-SP contributes to the achievement of the R4D goal through two EOPOs:

- EOPO1: GoTL is effectively managing rural roads at national and municipal levels.
- EOPO2: Increased contractor capacity, employment and income in selected rural communities.

Table 1: Summary of key commitments under the SA

Key Commitments under the Subsidiary Arrangement – GoTL and GoA
<p><u>Management and coordination</u></p> <ul style="list-style-type: none"> • Provide overall coordination of GoTL participation in R4D Phase II • Disseminate information about R4D Phase II to all participating line agencies • Ensure participating line agencies understand their responsibilities and work cooperatively • Facilitate engagement with other national and local GoTL agencies that indicate their interest in being involved • Facilitate approval of the R4D Phase II Review and the Annual Plan <p><u>Staffing</u></p> <ul style="list-style-type: none"> • Provide 10 personnel from the DRBFC and the Secretariat General to work on R4D Phase II at the National level. • Provide 48 personnel from the DRBFC to work on R4D Phase II at the Municipal level. They will form teams of four in each municipality, comprising two engineering supervisors, one planner and one community development officer. <p><u>Finance</u></p> <ul style="list-style-type: none"> • The GoTL’s financial contribution to R4D Phase II is estimated to be USD12.221 million for the first two years (2017 & 2018). The GoTL contribution will cover both capital funding and operational costs of rural road rehabilitation and maintenance work associated with R4D Phase II. • In 2017, GoTL will also contribute up to USD838,000 to the DRBFC with sufficient internal allocation to resource the operational costs of R4D Phase II. In 2018, GoTL will also give the DRBFC sufficient internal allocation to resource the operational costs of the activity.

1.2 Current Context

At the commencement of R4D-SP in 2017, there was no GoTL budget for new capital works as it was deemed an election year. However, in 2017, GoTL provided USD 1.0 million for rural roads for routine maintenance of previously rehabilitated roads. The 7th Constitutional Government voted to power was unable to secure a majority in parliament and thus unable to have its program and associated 2018 budget passed. Similarly, in 2020, the GoTL budget was not passed until October 2020 due to the dissolution of the coalition government. Thus, there was no 2020 capital works budget, and the majority of the year was operated on a duodecimo system. These interruptions negatively affected all government and many donor investments⁶, leading to delays in the allocation of capital budgets and subsequent delays in

⁶ These affected donor investments where TA is donor-funded, but capital works implementation is government funded. However, those projects in which the donors were funding capital works implementation (i.e. ERA-AF), were less affected.

programming and decision-making. The GoTL had sufficient capital works budget carry-over from USD 13 million allocated in 2016 to 2017 and 2018. The inability to spend this amount in 2016 is partly a reflection of delays in procurement, payments and the limited capacity of the government and the local contracting industry. Similarly, a government freeze since 2016 on new public sector appointments affected the ability of departments such as the Directorate of Roads, Bridges and Flood Control (DRBFC) within the Ministry of Public Works (MPW) to appoint permanent staff to key positions. However there was scope to hire contract staff. In addition to GoTL budget delays, DFAT's budget reduction in 2019 from up to AUD 26 million to AUD 21.5 million also impacted R4D-SP's project delivery in terms of reduced scope of works (twice revised workplan) and reduced staffing.

The program of the 8th Constitutional Government was approved by the Council of Ministers (CoM) on 20th July 2018. The priorities of the GoTL are consistent with the Strategic Development Plan (SDP) 2011–2030 with a focus on a sustainable infrastructure including roads, water and power supply. The Prime Minister has reaffirmed the government's commitment to rural road management and agricultural development as part of the SDP.

A central pillar of the SDP is the construction and maintenance of a range of productive and public infrastructure, primarily rural roads and the use of local contractors and labour-based technologies. Infrastructure is crucial to economic and social development, and the scale and costs associated with the implementation of an infrastructure network are a huge challenge to sustain productivity, job creation and private sector development at the national level. A key priority in relation to the infrastructure sector include: (i) greater professionalism in human resources and contractors; (ii) implementing institutional reforms that include better planning, monitoring, inspection; and (iii) enhanced inspection of projects and works in progress.

Other key policy and strategy documents such as the RRMPIS and Rural Road Policy (RRP) are important in guiding the strategic direction of the sector and programs like R4D-SP to continue to operate in alignment with core government policy.

In addition to challenges with budgeting, finance and strategy, R4D-SP continues to operate in an on-going decentralisation context with functions such as rural road management planned on being fully devolved to municipalities. However, without annual budget for capital works, which are still being allocated to MPW, the process has been somewhat delayed. There is also a lack of clarity around roles and responsibilities, and it is noted that there are still significant capacity constraints at municipal level (e.g. human resources, systems) as well.

While the DRBFC, within the MPW, has overall responsibility for the planning, design, implementation and maintenance of Timor-Leste's road network, the implementation of rural roads has now been delegated to the municipal level as part of the decentralisation process. Within this structure, MPW staff (under the auspices of the Ministry of State Administration (MSA) are responsible for the planning and supervision of rural road rehabilitation and maintenance, whilst design standards remain the responsibility of the national level Ministry staff. GoTL's decentralisation agenda provides opportunities for more effective capacity-building at the municipal level but is constrained by capital works funding controlled at the national level.

The GoTL's decentralisation agenda provides opportunities for more effective capacity-building at the municipal level but is constrained by capital works funding controlled at the national level, and insufficient operational funding at the municipal level. On-going tensions between central and municipal authorities exacerbate the challenges.

Underpinning the importance of national policies, strategies and commitments is the alignment to international standards and outcomes, such as the Sustainable Development Goals (SDGs). The GoTL has

committed itself to Infrastructure Development. As stated in the R4D-SP's DUA document, R4D-SP supports the GoTL to achieve results linked to *Goal 1: End poverty in all its forms everywhere; Goal 5: Achieve gender equality and empower all women and girls; Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation and Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.*

R4D-SP has also sought to engage and work with other development programs. This was a key recommendation from the MTR. Important collaborative efforts have been maintained with the European Union (EU) funded Enhancing Rural Access–Agroforestry (ERA-AF) project. R4D-SP and ERA-AF are complementary, particularly in relation to capacity development and training of local contractors.

1.3 Purpose, Scope and Clients of the Evaluation

The main purpose of this final evaluation was to promote accountability to ILO key stakeholders, including the GoTL and DFAT, and to enhance learning within the ILO and key stakeholders.

The findings will be used to improve the design and implementation of future similar projects/programs. Knowledge and information (including lessons learned, good practices, challenges and etc.) obtained from this evaluation, will be used to help inform the design and implementation of a possible next phase of roads support which may include a focus on supporting inclusive economic recovery to COVID-19.

The evaluation will also assess the extent to which the recommendations of the MTR have been followed up/achieved. The objectives of the final evaluation are:

- To evaluate the progress of R4D-SP in terms of:
 - stated objectives and expected outputs and results.
 - identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, and partnership arrangements.
 - Assess the extent to which the recommendations of the MTR and the extent to which they have been followed up/achieved; and
 - Assess unintended program outcomes and development impact
- Assess R4D-SP's contribution to the COVID-19 response and associated recovery.
- Identify lessons learned and recommendations for the design of possible future roads support (for both the bridging phase and for longer term support to rural roads).

Scope

The final evaluation covered the period of implementation of R4D-SP from its commencement in April 2017 until the end of March 2021. The evaluation covered key outputs and results (including unexpected results). It involved discussions with ILO R4D-SP staff, national counterparts and development partners of the Program, DFAT, and the Bangkok-based ILO technical specialists. Meetings were also held with a sample of municipal authorities, contractors and communities.

Audience

The main client for the final evaluation is the ILO (R4D-SP team, ILO country office and DWT Bangkok). Other key stakeholders included the GoTL (MPW); GoA (DFAT); Confederation of Trade Unions of Timor-Leste (KSTL); Chambers of Commerce and Industry in Timor-Leste (CCI-TL), and the ILO Regional Office for Asia and Pacific (ROAP).

1.4 Approach and Methodology

The evaluation consisted of three phases: (i) document review and qualitative analysis; (ii) field work comprising interviews with key counterparts and stakeholders, visits to the field to meet with municipal staff, and conduct focus group discussions with communities and contractors; (iii) data analysis and reporting.

The final evaluation was completed in a COVID-19 environment which restricted travel and engagement. The international specialist, Mr. Ty Morrissey worked remotely and was supported by Mr. Zofimo Corbafo who coordinated in-country meetings and completed relevant field work to engage with contractors and community representatives.

An inception report was prepared in late November 2020 to guide the evaluation and to detail an approach to address the requirements of the Terms of Reference (ToR). Clarifications on evaluation questions were discussed and confirmed. The inception report was informed by the initial document review and analysis.

The evaluation was designed to:

- Align with DFAT monitoring and evaluation (M&E) standards (Standards 5 and 6) and International Standards (e.g. Organisation for Economic Cooperation and Development - Development Assistance Committee (OECD DAC).
- Be inclusive and participatory, by involving and engaging with key stakeholders and seeking feedback to refine and develop approaches.
- Be utilisation-focused, to provide evidence-based findings and practical recommendations to inform management decisions and to provide recommendations for consideration during the development of the bridging phase.
- Align and adhere to UN Evaluation Norms and Standards.

A summary of the Key Evaluation Questions (KEQ) are provided below. The number of questions in the final ToR were numerous and, in some instances, repetitive. A guidance note was prepared for key stakeholders to address key questions. A complete list of questions is included in Annex 1.

Evaluation Section	Key Question
Relevance	Does R4D-SP remain relevant and is it aligned to appropriate Government of Timor-Leste (GoTL) and Government of Australia (GoA) policies and strategies?
Coherence	To what extent and how successfully has R4D-SP leveraged resources with other interventions (i.e. ADB, JICA, EU, WB) and through partnerships with other organisations, to enhance R4D-SP effectiveness and maximize impact
Effectiveness	To what extent has R4D-SP contributed towards equipping GoTL to effectively manage rural roads at national and municipal level? Questions will focus on: <ul style="list-style-type: none"> - Road policy and strategy. - Systems and processes for rural roads management. - Capacity building and institutional strengthening. - Strategic Partnerships and collaborative efforts. - Allocation of resources (financial and annual budgets).
Efficiency	How efficiently have resources (staff, time, expertise, budget, etc.) been allocated and used to provide the necessary support and to achieve the broader R4D-SP objectives and results?
Sustainability	To what extent do the net benefits of R4D-SP continue or are likely to continue?

Gender	What are so far the key achievements of the Program in promoting women’s empowerment, gender equality and disability inclusiveness?
Impact	Assess program impact including the extent to which GoTL capacity has been strengthened. To what extent has R4D-SP generated significant positive or negative, intended or unintended, higher-level effects? Please provide some examples based on your knowledge.
Partnership	To what extent do the governance arrangements of R4D-SP provide for quality tripartite dialogue on key priorities?
COVID-19	To what extent has R4D-SP contributed to COVID-19 response/recovery?

To address the summary questions provided above and in the inception report, the following methods were applied to the evaluation.

- An initial desk review of all existing program documents, government policies, and strategies. The analysis allowed for an initial scope of results against KEQ’s detailed in the ToR (Annex 1). Additional documents were also sourced during the course of the review (e.g. updated results framework).
- Key informant interviews (KIIs) were the main source of data collection (both in-country and remote) Annex 2 contains a list of the people engaged through the interview and consultation process. A total of 54 people were interviewed (47 male and 7 female).
- Review of endline data and information (Annex 4).
- Development of small case studies.
- Fieldwork was completed in seven municipalities (Bobonaro, Liquica, Ailleu, Manufahi, Manauto, Baucau, Lospalos). The fieldwork allowed for: (i) KII’s with key municipal representatives; (ii) view the quality of works being completed with technical support being provided by R4D-SP Regional Coordinators (RC) and (iii) to hold FGD’s with targeted contractor and community groups. A summary of key people engaged is included in the table below.

Table 2: Breakdown of stakeholders in fieldwork.

MUNICIPALITY	Municipal staff		Contractors		Community		Disability	
	Male	Female	Male	Female	Male	Female	Male	Female
Municipality Bobonaro	5	1	8	2	8	13	1	0
Municipality Liquica	4	2	4	1	3	3	0	0
Municipality Ailleu	1	0	3	0	2	3	0	0
Municipality Manufahi	4	1	1	0	3	2	0	0
Municipality Manauto	0	0	3	0	4	2	0	0
Municipality Baucau	2	0	9	3	12	17	0	1
Municipality Lautem	10	8	7	0	3	8	0	0

Interview and field notes were taken and consolidated into a master document. The evaluation team met daily to discuss initial findings and results and to restructure some questions based on the emerging findings and evidence. Information from field work was cross referenced with evidence from the document review and available reports and the associated results framework.

A results framework is provided as Annex 4 which summarises key findings and results against the results framework. Preliminary findings and results were presented during an initial stakeholder workshop on 11 February 2021. A draft report was submitted on 16 February 2021.

1.5 Limitations and Constraints

All evaluations and reviews have limitations. The evaluation team noted the following limitations for this evaluation:

2. **Attribution:** The ILO works in a fluid and dynamic environment (particularly for capacity development and institutional strengthening) and many factors influence performance and operational efficiency. Defining and identifying specific areas of attribution remain challenging. The evaluation applied a realist focus to results through identifying areas where R4D-SP had direct influence against those areas not directly attributable to direct interventions.
3. **Fieldwork and Sample Size:** Fieldwork was limited to 7 municipalities. Whilst this was representative it does not allow a complete picture of comparison between different areas of work in different locations.⁷ Municipalities were selected in consultation with R4D-SP.
4. **Selection biases:** The evaluation team relied heavily on the R4D-SP team to nominate/recommend key stakeholders and community sites to visit. Biases were mitigated with the evaluation team seeking to make independent selection of stakeholders and locations to visit.
5. **Availability of community groups (women and people with disabilities):** Despite consultations with all RC's there were some examples of meetings and schedules with communities and stakeholders not being fully briefed or aware of field visits. Issues were resolved quickly, and work progressed. The evaluation team sought to specifically target minority groups and PWD. This was limited to availability.
6. **COVID-19:** The continuing uncertainty and volatility over the COVID-19 pandemic present major challenges in data collection, particularly for field level and face-to-face interactions with data sources. The international specialist conducted all interviews remotely and the national consultants was able to conduct face-to-face interviews along with travel to sites to meet with municipal staff, contractors and communities.

2. Timor-Leste Context

Timor-Leste is a small nation of 1.2 million people (2015 Census) with approximately 80% of the population employed as small-holder farmers. The country is largely dependent on subsistent agriculture and imports for delivering food security. Since the country regained its independence from Indonesia, it has become the second most oil dependant country in the world.⁸

Private sector is still at its embryonic stage of development. Timor-Leste is heavily reliant on public spending and domestic consumption. In fact, the whole country is heavily dependent on the state budget. For the last three years the country has been struggling with the public spending as a result of on-going political impasses.

The result of the 2017 election was not able to secure the political stability of the VII Constitutional Government that was established after the election in mid-2017. The VII Constitutional Government only lasted for 9 months after the result of the 2018 early election. Political impasses have caused delays in state budget and uncertainty for public and private investments. The state budget delivers projects for the private sector. However, in the absence of state budget, major companies are unable to operate effectively and efficiently.

⁷ This was due to the consultancy budget and time/proximity constraints which made it not feasible to cover to all municipalities.

⁸ Timor-Leste Economic Report: Moving Beyond Uncertainty April 2019 World Bank Group

The VIII Constitutional Government was established after the early election in mid-2018. Within this period of time, public sector expenditure was paralysed. In addition, the government operated under a duodecimo budget arrangement, since the state budget was not approved by the National Parliament in 2017. In addition, nine key ministerial positions of the VIII Government including Minister of Finance, Minister of State Administration were not filled until June 2020.

Furthermore, the 2018 State Budget was not approved. This situation hindered the private sector and overall investment. According to the latest data from SERVE (Office of Business Registration and Verification), more than 100 companies have submitted closing applications since 2017. There is strong commitment to develop private sector but it needs clear and coherent policy guidelines. The 2019 State Budget was approved in early 2019, however implementation was slow due to the Decree Law on the 2019 Budget Execution.

Roads are the primary mode of transport in Timor-Leste. The country has an extensive road network totalling 6,036 km, consisting of 1,426 km of national roads, 869 km of district roads, 716 km of urban roads, and 3,025 km of rural roads. The main network corridor runs along the northern fringe of the country from the Indonesian border in the west through the capital Dili and then eastward to the second largest city, Baucau, and beyond. The road network in the west is reasonably dense, serving a strong agricultural region. In the rest of the country, the road network consists of five north-south connectors linking the northern corridor across the mountainous spine to the east-west road along the southern coastal plain. These main road corridors are important as they connect potentially promising agricultural areas and new oil industry-related developments along the southern coast to the main population and more developed areas along the northern coast.⁹

The government of Timor-Leste has prepared the SDP 2011-2030 to set out the development vision and long-term guide, which aims to rehabilitate all the existing roads by 2020, and provide a comprehensive road maintenance program by 2030, which was very ambitious. The SDP includes a transport policy statement with a view to providing the legal framework for transport infrastructure and services, as well as to defining the organization and management of the transport system in Timor-Leste.

The MPW has placed an explicit emphasis on road rehabilitation, improvement and maintenance that are more realistic. Timor-Leste's road network is divided and categorised between national roads, municipal roads, core rural roads, urban roads and non-core rural roads. A key policy objective within the road sector presently, is to develop the core road network with major urban roads, roads linking municipalities to each other, upgraded municipal roads linking municipal centres with sub-municipalities, and rural roads that provide access to villages and the more remote areas.' Improvements in all levels of road network - national, municipal, urban and rural road infrastructure – are to be constructed and maintained with appropriate standards and in good condition.

2.1 General State Budget 2021

The 2021 General State Budget has a total amount of US\$1,895 million, of which US\$541 million is for social capital, US\$457 million is for infrastructure development, US\$338 million is for economic development, and US\$470 million is for consolidating the institutional framework.

The budget was approved by a vote of 44-0. Announcing the outcome, prime minister Taur Matan Ruak told National Parliament the budget was *“pro-people”*, saying capital was prioritized to improve roads, schools, health and clean water and electricity access across the country.

⁹The World Bank Timor-Leste Branch Roads Project (P155203) Project Information Document/Integrated Safeguards Data Sheet (PID/ISDS) Concept Stage | Date Prepared/Updated: 29-Jun-2018 | Report No: ISDSC23947

Notably, at the infrastructure level, USD474 million from the 2021 General State Budget will be invested in development capital, including USD340 million from the Infrastructure Fund (IF). In 2021, the IF will invest around 13% of the total GDP in public infrastructure. In this sector, the GoTL intends to guarantee access to electricity, 24 hours a day, for all citizens, at an affordable and fair price. The 2021 budget also provides funds for the President Nicolau Lobato International Airport rehabilitation project and for the maintenance, rehabilitation and improvement of roads. The total Infrastructure Budget (IF) for 2021 is US\$339,6million which is to support 8,811 km of roads, (1,426 km national, 869 District, 716 km urban, 1,700 km-core rural, 4,100 km non-core rural roads).¹⁰

The 2021 budget has allocated proper budget to Municipalities Authorities and Administrative with a total amount of USD57.7 million, of which USD14.97million for wages and salaries, USD13.06 million for goods and services, USD22.09million for public transfer, USD1.62 million for minor capital and USD6 million for development capital.

Besides the budget allocated to Municipalities there is also a national budget that will be allocated to implement for municipalities development program. The allocation of budget from national level is in amount of USD111.4 million, in which USD6.0 million for PDIM, USD34.05 million for National Suco Development Program (Programa Nasionál Dezenvolvimentu Suku-PNDS). Table 2 provides a breakdown of the budget by municipality.

Table 3: Breakdown of budget by municipality

Municipalities	Wages and Salaries	Goods and Services	Minor Capital	Development Capital	Public Transfer	Total
G6: Autoridade Municipal de Baucau	1,445	1,149	246	655	2,208	5,702
G7: Autoridade Municipal de Bobonaro	1,426	890	158	549	2,310	5,332
G8: Autoridade Municipal de Dili	2,071	2,838	86	652	3,412	9,059
G9: Autoridade Municipal de Ermera	1,021	597	81	694	2,629	5,022
H1: Administração Municipal de Aileu	854	582	91	397	1,250	3,173
H2: Administração Municipal de Ainaro	1,082	824	97	441	1,227	3,672
H3: Administração Municipal de Covalima	1,284	1,105	267	442	1,582	4,679
H4: Administração Municipal de Lautém	1,253	1,341	81	431	1,309	4,416
H5: Administração Municipal de Liquiçá	1,015	707	53	450	1,376	3,600
H6: Administração Municipal de Manufahi	1,232	961	77	405	1,336	4,010
H7: Administração Municipal de Manatuto	1,052	1,193	274	383	1,665	4,568
H8: Administração Municipal de Viqueque	1,238	871	110	501	1,785	4,507
Total (US\$ million)	14,973	13,057	1,621	6,000	22,088	57,739

2.2 COVID-19 Pandemic and GoTL Economic Recovery Plan

The COVID-19 pandemic has had an immediate and sudden impact on all countries. While Timor-Leste has been somewhat shielded from the virus, the GoTL imposed a 3-month State of Emergency (SoE) from April to June 2020 which has had implications regarding on-going implementation and management in addition to engagement with government stakeholders and contractors. The strictest lockdown

¹⁰ <http://www.laohamutuk.org/econ/OGE21/20OGE21.htm> contains descriptive explanations and more details on Budget 2021

measures-imposed restrictions on gatherings, travel between municipalities, public transportation, and cross-border travel – but were temporary and lasted only around three months. Timor-Leste has also been able to draw on the Petroleum Fund to provide short-term economic relief and social protection programmes, and to support its counter-COVID-19 measures.

Research on the impacts of COVID-19 on Timor-Leste are limited at this stage. Anecdotal evidence does suggest the rural economy and marginalised groups have been affected in a more acute manner than those living in urban and town centres. A recent household study found that the COVID-19 crisis greatly reduced household incomes – estimating that around 57% of the households had to live without income as a result.¹¹ The majority of households also reported that they experienced food insecurity.¹² Women were disproportionately affected in terms of assuming domestic responsibilities, particularly in relation to childcare.¹³

Estimates from the ADB and WB expect that during 2020 Timor-Leste’s economy contracted by 6.3% and 6.8% respectively. Current forecasts expect the economy to rebound in 2021, with expected GDP growth of around 3%.¹⁴

To support economic recovery, the GoTL developed the “Economic Recovery Plan” which proposes a combination of short-term social protection strategies (incl. cash transfers) to lessen the immediate effects and medium-term measures aimed at supporting both recovery and structural transformation of Timor-Leste’s economy.¹⁵ Rehabilitation of rural roads using labour-intensive methods is a key component of the medium-term strategy, along with a focus on roads that support the development of the tourism sector.

The GoA does remain committed to the GoTL and has also implemented a *Partnerships for Recovery: COVID-19 Development Response Plan for 2020-2021 and 2021-2022*. This framework is structured around the three pillars of health security, stability, and economic recovery.

3. Key Findings

The following section detail the final evaluation’s key findings against the KEQ’s contained in the ToR. Information and data was sourced from the document review, KII’s with counterparts and field visit observations and FGD’s with contractors and communities.

The evaluation team reviewed the available data and consolidated findings into key themes based on the evidence available. The results matrix, prepared by the R4D-SP team, at Annex 4 provides further information against each of the programs KEQ’s.

3.1 Relevance

Relevance in the context of R4D-SP is defined as the extent to which the program demonstrates that it meets the priorities and policies of the GoTL, GoA and people of Timor-Leste. The analysis considered relevant government policies and strategies, level of GoTL commitments and whether the modality of the program was satisfactory to meet objectives.

¹¹ United Nations Timor-Leste 2020, “[Socio-Economic Impact Assessment of COVID-19 in Timor-Leste](#)”

¹² United Nations Timor-Leste, 2020

¹³ United Nations Timor-Leste, 2020

¹⁴ See World Bank Group, 2020 [Timor-Leste Economic Report: Towards a Sustained Recovery](#), p. 21, which forecasts 3.1% GDP growth in 2021 and ADB, 2020, “[Economic indicators for Timor-Leste](#),” which forecasts GDP growth of 3.3% in 2021.

¹⁵ VIII Constitutional Government, 2020, “[Economic Recovery Plan](#)”

Finding 1: R4D-SP remains highly relevant to the development priorities of GoTL, GoA and rural communities of Timor-Leste.

Finding 2: Rural roads provide opportunities for further economic growth and private sector development. Road infrastructure has the potential to make significant contributions to the development of the rural economy as a whole, however requires on-going financial and technical assistance.

Rural roads are a priority in the Timor-Leste's SDP 2011-2030. The SDP recognises the critical importance of making substantial long-term, cost-effective, and quality investments in the rehabilitation and maintenance of the rural road network. Nearly 70% of Timor-Leste's population live in rural areas¹⁶, therefore rural roads play an important role as part of overall development – including the development of agricultural potential and private sector development, through the provision of access to markets, community services, health care, education, and security for its rural population.

The GoTL approved a RRMPIIS in 2016. This was a significant achievement supported by R4D Phase I. However, the strategy has been constrained somewhat by an inability to implement. Political instability, elections and lack of committed budget meant that progress towards agreed workplans and targets remained incomplete. Over the period 2017-2020, the government made considerably less investment in rural roads than was initially detailed in the RRMPIIS. Due to inconsistency and insufficiency of funding, only about 30% of the target of the RRMPIIS regarding the rehabilitation of rural roads could be met. The RRMPIIS is also out of date as of the end of 2020, however significant aspects of the RRMPIIS including institutional recommendations, remain relevant.

The program of the VIII Constitutional Government 2018-2023 is a five-year policy instrument that reflects the aspirations of Timor-Leste and the priorities sustainable development measures aligned to the SDP 2011-2030. Infrastructure is an identified priority within the GoTL both in terms of physical assets, strengthening the capacity and promoting better governance.¹⁷

The R4D-SP MTR also referenced the importance of rural roads with high level engagement at the time between the Australian Embassy's Head of Mission meetings with the then new Minister for Public Works and confirmed that roads were a priority under the VIII constitutional government, and this was reaffirmed at a council of Ministers meeting (20 July 2018).

R4D-SP also aligns strongly to the GoA's strategic objectives of Australia's aid program in Timor-Leste: (i) improving livelihoods- through facilitating market linkages; (ii) enhancing human development – through facilitating access to health education and other services; and (iii) strengthening governance and institutions – through capacity development of national DRBFC and municipal level public works. These objectives are now replaced by the COVID-19 development response plan.

The program is aligned to DFAT's strategy for *Australia's Aid Investments in Economic Infrastructure*¹⁸ and also to DFAT's recently released *Partnerships for Recovery: COVID-19 Development Response Plans 2020-21 and 2021-22*. R4D-SP is well-positioned to support this goal, as it has been well established and has successfully supported labour-intensive rural road works approaches and technologies since 2012.

R4D-SP is in line with the majority of the seventeen (17) United Nations Sustainable Development Goals (SDGs). It dovetails perfectly with five of the goals, namely: Goal 1: End poverty in all its forms everywhere; Goal 5: Achieve gender equality and empower all women and girls; Goal 8: Promote sustained, inclusive

¹⁶ <https://timor-leste.unfpa.org/sites/default/files/pub-pdf/2015%20Census%20Gender%20Dimensions%20Analytical%20Report.pdf>

¹⁷ Program of the VIII Constitutional Government of Timor-Leste (2018-2023)

¹⁸ Key priorities include: (i) mobilise the private sector to finance and deliver infrastructure to meet the needs of the region; (ii) improve access to infrastructure services to facilitate private sector and human development and promote women's participation and empowerment; and (iii) promote infrastructure to enhance trade and connectivity throughout the region.

and sustainable economic growth, full and productive employment and decent work for all; Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation; Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

R4D-SP also aligns to the ILO's own Decent Work Country Program (DWCP) 2016-2020. The DWCP has three main priorities: (i) Priority 1: Employment Promotion and Social Protection; (ii) Priority 2: Rural Socio-economic Development; and (iii) Priority 3: Good Labour Market Governance Institutions. R4D-SP promotes the use of community and local resource-based approaches on ERD rehabilitation and maintenance projects. This results in improved rural road access, while creating short-term employment opportunities for local communities.

R4D-SP contributed to ILO 2016-17 and 2018-19 Programme and Budget Outcome 1: More and better jobs for inclusive growth and improved youth employment prospect, Indicator 1.4: Institutional development and capacity programmes in industrials, sector, trade, skills, infrastructure, investment or environmental policies for more and productive and better-quality jobs. It is also contributing to ILO 2020-21 Programme and Budget Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all, Indicator 3.2.1: Number of member States with measures for decent work in rural areas.

The relevance of the program is evident during the COVID-19 pandemic with R4D-SP able to mobilise an initial investment of US\$550,000 from the ILO to support a range to community-based activities related to road maintenance¹⁹. This injection of funds was critical to provide immediate support and relief to rural communities and demonstrates the program's ability to mobilise and distribute resources. The distribution of funds also provides possible vehicles through which future support (under emergency circumstances) could be provided for both rural road maintenance activities and private sector development more generally.

The R4D-SP modality employs an embedded model that works alongside MPW counterparts at the central level and within municipal government structures in municipalities. The embedded approach has worked well in other contexts²⁰ and is a recognised model to build engagement, partnership and joint-decision-making. The embedded nature of the model provides unprecedented access to key decision-makers and promotes Australian investments in the sector and contributes towards the partnership of the GoTL and GoA. However, the model also requires a high degree of engagement to ensure approaches and work priorities are maintained and are aligned. The risk is that the model can lead to a form of "capacity substitution" where advisers are assuming line management responsibilities which decrease the variability and effectiveness of the model overall. It is important as the program progresses into a "bridging phase" that the strategic focus and alignment of the program is considered, and the management and partnership structures required for effective engagement are carefully considered and acted upon.

Recommendation 1: R4D-SP to design a bridging phase that has a clear focus on key components (policy, institutional capacity and targeted training support) and has clear targets and an appropriate structure to realise these. R4D-SP and DFAT to carefully consider the overall structure and strategic focus of the

¹⁹ ILO mobilized the USD 550,000 funds from its Regular Budget Supplementary Accounts (RBSA), and it involved leveraging of existing resources within the existing ILO implemented R4D-SP and ERA-AF programmes, with agreement of donors (DFAT and EU) so as to support government interventions in COVID-19 socio-economic recovery and also demonstrate potential of such Employment Intensive Investment Programmes (EIIP) in such recoveries.

²⁰ Roads 4 Development in Vanuatu. A DFAT funded initiative in partnership with the Public Works Department, Government of Vanuatu (<https://pwd.gov.vu/index.php/projects>).

program with regards to influence and engagement with the MPW and other key stakeholders within Government.

Recommendation 2: R4D-SP, ILO, MPW and DFAT, as part of the bridging phase, to clarify and confirm partnership arrangements, roles and responsibilities and priority areas for partnership engagement between them. This should be built in as a performance measure.

3.2 Coherence

This section focuses on the coherence of the program overall and how it was structured and coordinated with DFAT and other donors and associated programs. It also provides some guidance on suggested improvements for leverage.

Finding 3: R4D-SP has achieved improved coherence, particularly with other donor agencies and has leveraged opportunities to support on-going development in the rural economy.

Finding 4: To promote higher-level engagement through the Inter-Ministerial Roads Forum (IMRF), both DFAT and R4D-SP need to renew commitments to promote partnership and engagement at all levels of government.

The MTR highlighted a number of short-comings of R4D-SP with regards to engagement and collaboration with development partners, government ministries (e.g. Agencia De Desenvolvimento - ADN) and other DFAT funded initiatives. The final evaluation notes that progress has been realised at some levels but there is still further work to be done. For instance, the IMRF has formed but is yet to meet. The Roads Working Group (RWG) remains in concept and is not fully developed or operational.

The evaluation team is also aware that within some government quarters, the IMRF may not proceed at all. This would be a negative outcome as it potentially removes a very important governance mechanism and an opportunity to promote better engagement amongst key stakeholders. DFAT and R4D-SP should ideally seek immediate clarification from MPW and perhaps suggest alternative arrangements or even draft a revised ToR to support MPW promote the mechanism going forward. One immediate option could be for DFAT, MPW and R4D-SP to establish a project steering committee structure which could act as a strategic advisory body to support engagement and decision-making. It does not need to be a formal structure but could meet on a regular basis (e.g. quarterly) to discuss issues and opportunities with MPW leadership. The body could also address others governance and coordination issues such as:

- On-going delays to approvals of designs and cost-estimates and contractor payments as a result of ADN verification and approval processes.
- Engagement with MPW and MoF to ensure adequate and stable financial contributions for rural roads and budgets for operational costs at national and municipal levels.
- Coordination with MSA to discuss devolution arrangements and the implications of perceived non-compliance with regards to budgeting responsibility and management of technical oversight.

The MTR present a useful analysis of key constraints. The final evaluation has applied the same framework and provided an update on the key issues that were raised. This provides a degree of consistency across the reviews. Results are summarised in Table 4 below.

Table 4: Analysis of Constraints and Issues in the Enabling Environment (MTR-Final Evaluation)

Constraint/Risk	Actions Taken	Results/Progress in overcoming constraints	Remaining Gaps	Likelihood	Final Evaluation Update
Integrated Planning, budgeting and	Strategies and plans detailed by R4D and supported by the	RRMPIS is guiding planning for R4D but has not been	Integrated planning, budgeting and	Addressing these gaps requires a long-term and	Key manuals, guidelines and systems have been

<p>expenditure management</p>	<p>Council of Ministers but not fully integrated into ongoing budgeting systems. Expenditure processes documented by R4D-SP, but delayed payment issues have not been addressed. ADB and Chamber of Commerce have raised these issues with the previous government</p>	<p>fully adopted and funded from a whole-of-government perspective Payment systems and the ADN auditing process needs a whole-of-government approach supported by a combined effort through the donor community</p>	<p>expenditure management systems for roads that improve certainty for contractors and government staff are not fully implemented Overuse of emergency contracts continues to hinder planning and expenditure management</p>	<p>whole-of-government approach. Given ADB's previous efforts to address these issues, it is unlikely to happen in the short term without combined donor efforts to seek greater political support at the highest levels</p>	<p>developed but it is unclear what has been finalised, approved and institutionalised. Each appears to remain at varying stages of development and implementation. This requires an immediate review and update. R4D-SP's work in procurement is good evidence of partnership. Systems improved and applied. Advanced procurement has occurred but no guarantees of available budget to support going forward.</p>
<p>Sufficient and predictable funding</p>	<p>RRMPIS identified a need for USD20 million annually. A transition budget was put forward after the 8th GoTL election for sufficient funding for capital and operational expenditure. Predictability of funding is reduced by political decisions, and predictability of expenditure is reduced by lack of resolution of the ADN issue</p>	<p>DRBFC senior management advocated for sufficient funding, as evidenced in preparation of transitional budget request Lack of progress in setting up IMRF remains a constraint in predictability of expenditure, given there is a pipeline of work Insufficient strategic engagement to advocate at political level for rural roads</p>	<p>Waiting to see if 8th GoTL will commit sufficient funds as per RRMPIS and 2019 state budget IMRF not established Insufficient strategic-level engagement, including stakeholder mapping and engagement plan</p>	<p>8th GoTL is likely to maintain sufficient funding commitments going forward IMRF has a good chance to be established with new GoTL and R4D commitment Improved strategic level engagement by R4D-SP dependent on team structure being complemented.</p>	<p>IMRF not fully operational which undermines an opportunity to leverage stable budgets and associated planning across the sector. Strategic level engagement has occurred, but the strategic management adviser has not renewed contract. Nominated new team leader has an opportunity to renew strategic engagement together with DFAT. Risk that future budgets will continue to remain unstable due to political context, lack of overall budget and competing priorities with other sectors.</p>

Working with multiple agencies and actors	ADB, EU, JICA on technical matter; IMRF and RWG ToRs prepared but no further progress	Technical documents produced by R4D-SP are widely shared and found useful	Formal coordination structures needed to support informal processes and improve accountability and transparency of decision-making	Likely to be promptly resolved using a more strategic approach to coordination and management. The 8th GoTL is committed to rural road development and should be supportive	Evidence of R4D-SP tools and approaches (e.g. Social Safeguards and Environmental standards and the CMG approach for rural road routine maintenance) being utilised and applied by other donors. Evidence of systems being used (e.g. GIS, IRMIS, road survey and design, procurement), contracts management, laboratory testing / Quality Control and maintenance management). However these systems are not entirely finalised. Other systems at various stages of implementation and institutionalisation.
Paying contractors in reasonable timeframes (as per the client's contractual requirements)	Report identifies existing payment process flow, causes of delay and recommendations for streamlining the payment process. Submitted to former Minister of MPW and Vice Minister of MDIR, but limited proactive follow-up and strategic level engagement	No progress in contractor payment issue	ADN delays remain; limited capacity/capability in existing R4D-SP team structure to exert influence at strategic level; ILO project team implementing R4D-SP sees itself as a technical organisation	Dependent on ability of R4D-SP to complement existing team structure.	Contractor payment issues remain. Requires a renewed effort to address. It also depends on the ability of the consort of development partners (including DFAT) to collectively influence the GoTL on this issue

The evidence from the table above does suggest that limited progress has been made in some areas. Interviews with MPW officials also reveal that issues and constraints remain, including contractor payments, allocation of budgets for operational costs (i.e. funds for staff salaries, per diems and travel costs etc), and capacity of staff at municipal level. Whilst these points are noted, there does not appear to be detailed strategies to actively address these issues and limited effort to influence changes in approach.

R4D-SP has established good working relationship with other donors. Evidence from the interviews indicates that the Japan International Cooperation Agency (JICA) is using the RRPMS to inform their

prioritisation as well as data and information from IRMIS. The World Bank (WB) has also adopted R4D-SP's approach to long-term maintenance contracts, particularly for women, working on national road works and has also applied asset management tools developed through the R4D-SP program.

Engagement with other DFAT investments is occurring but appears to be more ad hoc and based on chance rather than the scheduling of regular meetings and working groups. Whilst the issue was raised in the MTR, in speaking with other DFAT funded initiatives, other team leaders have indicated the pressures of running "respective programs" and often do not have time to really engage with other programs. This has been exacerbated by the COVID-19 situation with many team members and leaders working remotely. One suggestion would be for DFAT to establish a formal forum for programs to meet on a periodic basis to share experiences and lessons learned and to discuss and agree on how to operationalise identified synergies and possible areas of collaboration.

R4D-SP has established good working relations with ERA-AF. Both programs have coordinated and often share information and insights. ERA-AF are using some of the manuals and systems developed under R4D-SP (and vice versa). There is opportunity for further collaboration and sharing of information and data under the proposed bridging phase.

In analysing the overall results, the evaluation notes that the same issues remain and have not been fully addressed. Numerous reviews from R4D Phase I, through to the MTR and this final evaluation suggests that there does need to be a change in approach and how to address these issues. It is difficult to expect one individual or one program to have the leverage to fully influence and change government policies, regulations and approaches. It requires a coordinated and multi-faceted approach.

The suggested guidance for the proposed bridging phase involves R4D-SP taking a strong proactive role within MPW to lobby, liaise and advise on budgetary arrangements and institutional requirements. This will also require engagement with other GoTL stakeholders and institutions. This work has commenced but needs to be more visible and consistent. At the same time, DFAT through its direct engagement in the SA and also through the influence of other programs (e.g. PNDS-SP and Governance for Development - GfD) need to take a more proactive and engaging role to promote the priorities of the sector. The coordinated approach should be trialled and implemented as the current approach to influence and direction has proven not to be successful to date.

There is also scope to actively support the operationalization of the IMRF. This should be a priority as part of the bridging phase. If this governance structure remains unused, it will continue undermine the overall implementation and management approach. Both DFAT, R4D-SP and ILO need this mechanism to operate as it provides a basis for engagement and allows R4D-SP to strengthen coordination and have direct input into the development of policy, setting of planning priorities and supports better implementation. If the IMRF does not proceed, it is important that R4D-SP and DFAT work with the MPW to identify alternatives and seek to promote some governance mechanism as part of the bridging phase.

Recommendation 3: R4D-SP and DFAT to work with the Minister of MPW to promote the importance of the IMRF and to consider strategies and options to have it operationalised. Also to consider other alternatives for engagement (e.g. working with Ministry of Planning) should the IMRF cease.

3.3 Effectiveness

This section centres on overall effectiveness and how the program performance in reaching its key outputs and associated outcomes. It provides an assessment of the delivery of key outputs and how it supported implementation in the field (i.e. engagement with municipal authorities, contractors and communities.) and implementation of key strategies (e.g. safeguards). It also provides an assessment on the overall strategy and modality in achieving key results and suggested guidance for the bridging phase.

Finding 5: R4D-SP is an effective program, but more could be done to promote and institutionalise key products and deliverables. Producing manuals, guidelines and systems does not assist MPW to better manage the rural road network themselves. They need to be approved, endorsed, insitutionalised and adequately and appropriately resourced. This requires time and long-term investment of technical and management skills.

Finding 6: The provision of training is a sound strategy but without adequate capacity plans, workplans and strategies that link training to long-term capacity outcomes, its impact is limited. R4D-SP staff would benefit in having detailed capacity development plans, that are developed in consultation with counterparts and linked to specific results and outcomes.

Finding 7: As a result of a number of contributing factors (capacity constraints, insufficient operational budgets for municipalities to complete their work, and perceptions on roles and responsibilities) RCs are engaged in capacity substitution and undertaking a significant amount of work that is outside the scope of their advisory role.

Finding 8: R4D-SP's engagement with contractors has been strong but there is a need to rethink the approach to training. Preference would be to institutionalise training to an existing provider. Training support could also be expanded to cover other business functions so as to diversify income stream and reduce dependence on sole income sources (i.e. work with MPW). Continue partnering with ERA-AF would be an ideal solution.

Finding 9: Engagement with communities has been strong but there is evidence of aspects of non-compliance with regards to contracts, payments and community engagement. There are opportunities to refresh the approach and provide an opportunity for RCs to support municipal staff.

R4D-SP is effective. It has achieved a majority of outputs and made solid progression towards the achievement of outcomes. Analysis of information and data contained in the results framework in the MELP indicates that R4D-SP has achieved, and in some cases exceeded targets. However it is unclear if the claims made, particularly at outcome level under KEQ 1, can be directly attributed to R4D-SP. There is certainly contribution, however high-level indicators such as economic benefits and increased access tend to cover the entire sector of which R4D-SP is a component. The same applies to how effectively GoTL is managing rural roads at the national and municipal level. There is evidence that systems and manuals/guidelines have been developed but these are at various stages of implementation and in some cases not formally endorsed by the MPW. It is critical that these systems and manuals are finalised and a fully stocktake and report provided on their status and how they are being applied.

For KEQ 2, the evidence is mixed with regards to equipping GoTL to manage the rural roads at the national and municipal levels. Manuals, guidelines and systems are developed and being applied but these, particularly manuals and guidelines, appear to be in draft form and not formally endorsed by MPW. The current development of additional manuals and updates complement what is already there and should be acknowledged as a further capacity development measure forming part of a larger capacity development programme. New guidelines and new versions will take time to obtain full endorsement by the industry and these efforts should continue in the next phase. Further information and discussion is provided in this section.

For KEQ 3, support to contractors has been strong but the approach needs to be considered as simply training more contractors leads to oversupply. This may also be due to reduced budgets from MPW which lead to less opportunities for work. There is evidence of contractors leaving the market as they are reliant on one source of income (i.e. MPW). The goal of the government would be to (i) provide reliable projections of business opportunities for the industry and their workers and (ii) secure the necessary

capacity to implement their work programmes. This is obviously dependent on providing the necessary budgets in a timely and to some extent predictable manner.

A summary of key results against KEQ's is included in Table 5 below. The full results framework is included as Annex 4.

Table 5: Summary of Achievements against KEQs.

Key Evaluation Question (KEQ)	Key Achievement
EQ 1: To what extent are women and men in rural Timor-Leste deriving social and economic benefits from improved rural road access?	<ul style="list-style-type: none"> ✓ 157,320 people have improved access to year-round motorable road (covering 552km). ✓ Improvement in travel times (average 27.5% reduction in times across wet and dry season). ✓ Costs of transport decreased (approximately 40% on average). ✓ Growth in motorised vehicles (motorbikes, cars and buses). Positive but raises questions on safety going forward. Increased ambulance access and usage. ✓ Approximately 750,260 worker days created since April 2017 to December 2020 ✓ Wages paid - USD3.9 million since April 2017 to December 2020 - Female: USD1.13 million (29%) ✓ 6% of people employed on R4D are PWD. ✓ Business – mixed results on business – 47% improvement in new businesses but informal nature means these can be quite short-term and/or seasonal. ✓ Access to roads has provided opportunities for women to have more active engagement in community and business events (and decision-making).
KEQ 2: To what extent have we contributed towards equipping GoTL to effectively manage rural road at national and municipal level?	<ul style="list-style-type: none"> ✓ Draft rural roads policy developed (integrated into ADB National Roads Policy). ✓ Guidelines – seen as a key deliverable – unclear as to the status of some – still in draft form, being prepared or waiting for endorsement. These need to be finalised. ✓ New systems – 11 developed to date. At various stages of implementation. ✓ Training – 498 staff with 8,835 person-days of training (April 2017-December 2020).
KEQ3. To what extent have we contributed towards increasing employment, income, and contractor capacity in selected rural communities?	<ul style="list-style-type: none"> ✓ Current status (from April 2017): 107 contractors trained (56 in Phase II). ✓ 91 community maintenance groups contracted. ✓ Approximately 750,260 person-days created since April 2017 to December 2020. ✓ 2019/2020: 66 contractors (100%) effectively working within standards.
KEQ 4: To what extent have we applied our principles?	<ul style="list-style-type: none"> ✓ 29 % women employed since April 2017 to December 2020. ✓ Advocacy materials for women (significant change narratives, reward system for contractors). ✓ 6% PWD employment. ✓ Promote the use of community and local resource- based approaches. ✓ Application of ILO's decent work principles in contracting and labour-based approaches.

From the evidence presented above it does appear that R4D-SP has reached key agreed indicators and targets. The ToR also asked specific questions related to R4D-SP contributions towards equipping GoTL to effectively manage rural roads at the national and municipal level. A summary of the results against key questions is included in Table 6 below.

Table 6: Summary of achievements against KEQ from ToR

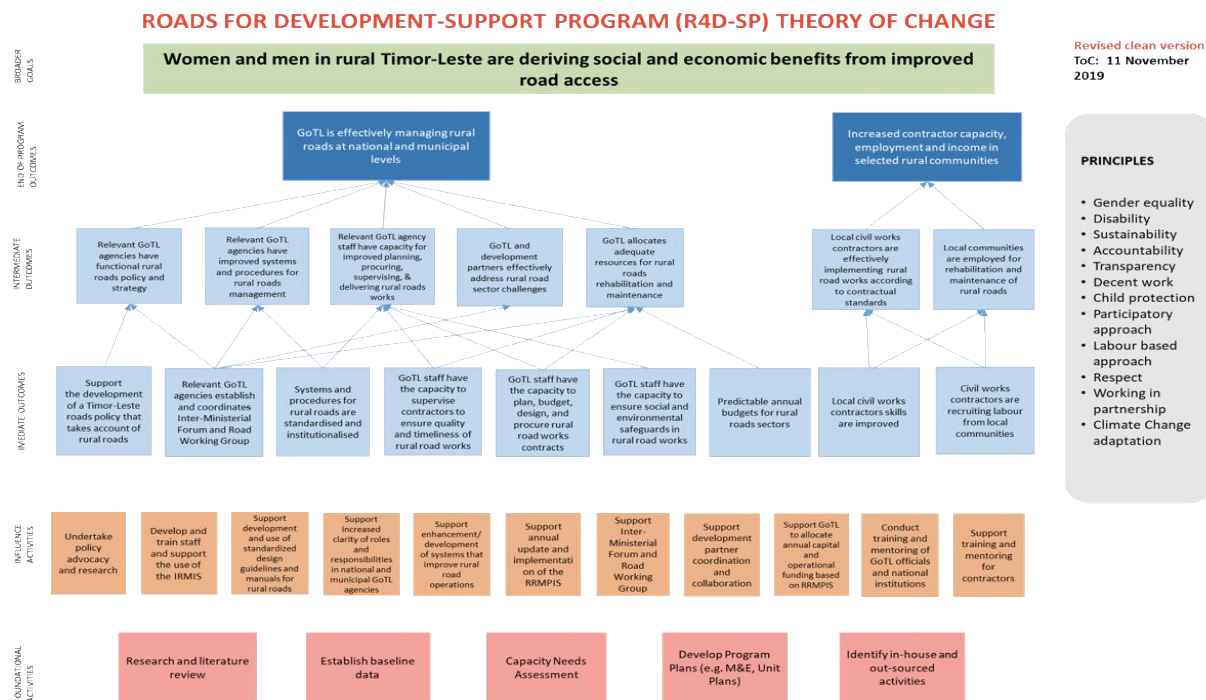
Assessment Area	Results
To what extent has R4D-SP contributed towards relevant GoTL agencies having a functional rural road policy and strategy?	The RRMPIS is operational and guides implementation but is not completely effective as the level of funding provided to date has not reached targets. The RRMPIS is used at the municipal level for annual review of prioritised roads and budgeting. The document does require a review and update of data and information. The RRP was integrated into the ADB National Policy. There is a need to consider requests from MSA to integrate the program into municipal structures and work with both MPW and MAE to consider roles and responsibilities with regards to planning and budgeting.

<p>To what extent has R4D-SP contributed towards improving systems and procedures for rural roads management?</p>	<p>R4D-SP has contributed to systems and procedures. However several key documents have not been finalised to date. There is also definitional issues as to what a “system” is. Documents are not insitutionalised (i.e. endorsed and supported by MPW). Some R4D-SP systems are being used by other agencies including EU's ERA-AF project, DFAT's PARTISIPA. The World Bank and ADB are adopting R4D's Community-based Maintenance System (CMS) to apply on their funded national road projects. The ranking is “yellow” until all manuals, guidelines and systems are finalised, approved and endorsed by the MPW.</p>	
<p>To what extent has R4D-SP contributed towards improving the capacity of relevant GoTL agencies staff to plan, procure, supervise, and deliver rural roads works?</p>	<p>Training provided to ministry, municipal staff and contractors. Evidence of capacity substitution at the municipal level. This is a risk of embedded model. It is also a result of still inadequate capacities and insufficient operational funds at municipal level, along with a lack of clarity about role. Limited M&E on the outcome of training and level and quality of support provided. However, there is some evidence of good practices where capacity has been built. Please refer to Box 1. Opportunity to build ownership by developing capacity plans at the RC level, particularly as they transition over the course of the bridging phase.</p>	
<p>To what extent has R4D-SP contributed to strengthening collaboration between government agencies and development partners to address rural roads sector problems?</p>	<p>Positive progress but has been slow. Requires coordinated support with DFAT, particularly for higher level influence and engagement across Ministries. Good coordination with other donors and projects/ programs.</p>	
<p>To what extent has GoTL adequately allocated resources for investments in rural roads rehabilitation and maintenance?</p>	<p>The allocation of budget continues to remain a problem. GoTL not meeting conditions of SA. Requires higher level engagement from DFAT. Possible application of conditionalities for future support. (i.e. an incentive model). Opportunity for DFAT to use other programs (GfD) to support MoF and leverage decision-making around budget allocations.</p>	
<p>To what extent has R4D-SP contributed to ensuring that there are predictable annual budgets for investments in the rural roads sector?</p>	<p>R4D-SP has coordinated and supported the MPW with budget submissions. The updating of the RRMPIS would help raise the profile and importance of budget allocations and provide more visibility to the strategy overall. It is noted that R4D-SP has not contributed much in the way of promoting the RRMPIS through formal events and information sharing sessions. It is noted that approximately 800 copies of the RRMPIS have been distributed during Phase II. Support of advanced procurement is a step in the right direction but only works if budgets are provided. R4D-SP needs to be more proactive in its engagement with senior authorities within the MPW (and in other Ministries) to promote the needs to rural roads and the rural economy as a whole.</p>	

The following sections provide some analysis and insights in key areas where effectiveness has been evident. It also highlights some of the challenges that have inhibited effectiveness.

Theory of Change: R4D-SP has an updated Theory of Change (ToC) which is included as part of the Monitoring, Evaluation and Learning Plan (MELP) – Version 4. The DUA did not provide a ToC but maintained and updated the existing results framework from Phase I (2012-2017). In 2017, DFAT implemented the M&E House (Buka Hatene) initiative as a means to increase the quality and standardisation of M&E functions across the entire DFAT portfolio. R4D-SP developed a ToC during a workshop held on 5 December 2017. The ToC workshop was attended by government counterparts and R4D-SP staff. Subsequent small-group sessions were held to develop the MELP, including the mapping of the DUA preliminary results framework into MELP format. The ToC reflects the adjustments in the approach to the program, consistent with DUA and the pathways to supporting and achieving the R4D-SP end of program outcomes (EOPOs) Another review was completed in 2019 in response to the Mid-term Review to further refine the ToC to ensure outcomes were prioritised and influencing activities were linked into relevant pathways. A copy of the R4D-SP ToC is detailed below.

Diagram 1: R4D-SP Theory of Change



It is acknowledged that the ToC process consumed a significant amount of resources and time and it is unclear if the actual changes in approach resulted in better outcomes. The original logframe approach applied under Phase I was effective and provided directly linkages to the interventions being implemented and managed by the program. The evaluation team do recognise that with the revised focus under Phase II, there was a need to review and revise the approach to M&E as well. However, the ToC itself does not ultimately change the expected outcomes and results of the program but rather maps out possible interventions and causal pathways. It is noted that in addition to the ToC, the development of the Monitoring, Evaluation and Learning Plan (MELP), including indicators, was guided by/ developed in very close coordination with the M&E House. Under the proposed bridging phase, R4D-SP should review its entire M&E system and ensure it is aligned to specific outcomes and deliverables over which the program directly contributes.

Rural Roads Policy: R4D-SP formally submitted the draft Rural Roads Policy to the Director General for MPW on 2 April 2019. Following consultations between R4D-SP and the Asian Development Bank (ADB), it was agreed to incorporate relevant extracts into a proposed draft National Roads Policy. R4D-SP supported the development of RRP also through briefs and papers to inform decision making for high level management, in key focus areas, including:

- Understanding the R4D model - lessons and results
- A technical note on projected job creation arising from the State Government 2019 budget allocation.
- A technical paper was prepared about the Rural Access Index (RAI) in Timor-Leste²¹.
- Social Safeguards in Rural Roads for Development in Timor-Leste.

²¹This paper explains the applications of the RAI as a tool for policy makers, government agencies and practitioners working in the roads sector for formulating road policies and strategies, in guiding and managing investments in the roads sector, and in monitoring the effectiveness of investments in the sector.

- Rural roads and employment in Timor-Leste

Although the RRP was not finalised in its intended form, R4D-SP made important contributions to support its formulation and ultimate incorporation into a broader national policy.

RRMPIS: The evidence here is mixed. R4D-SP has made significant contributions to the implementation of RRMPIS (however it is noted that this was an output from Phase I). The RRMPIS is a core document that is updated annually in collaboration with municipal staff utilising prioritised road lists and investment plans. The RRMPIS recommends annual funding for capital works (USD 20 million/year) which reflects the absorption/delivery capacities in the public and private sector. In 2020, R4D-SP has supported the development of proposals in anticipation of appropriately USD60-70 million of funding. There are risks associated with this, particularly in light of capacity constraints at the municipal level. R4D-SP should be supporting the MPW to meet the expectations and targets within the plan and to support the provision of a consistent and stable budget.

As of the end of 2020, the RRMPIS is out of date. The GoTL has indicated that the updating of information and data is not a priority but without a formalised plan, there is scope for unplanned and uncoordinated road planning, implementation and maintenance. Given the significant investment of funds and resources made in preparing the RRMPIS, there is scope for DFAT through R4D-SP to work with MPW to raise the profile and importance of the strategy (particularly at the municipal level). The updating of the RRMPIS would also contribute to raising awareness of the needs for reliable and stable budgets. At present it is difficult for the MPW to request accurate and appropriate funding without evidence attached to a planning and prioritisation process.

Manuals and Guidelines: a total of 14 “technical documents” have been reported as being produced as of December 2020²². The evaluation team has sighted the manuals and guidelines. Interviews indicate mixed messages about their completeness, appropriateness and functionality. Some appear to remain in draft form, and it is also unclear if these documents are finalised. Indications are many are finalised and awaiting printing. However there does not appear to be any formal endorsement or evidence of institutionalisation. R4D-SP has indicated that some manuals, guidelines and tools are being implemented and used in training. During the evaluation process, the evaluation team saw no evidence of relevant training manuals (except for a pre-bid training manual which was developed under Phase I and updated under Phase II) for trainees and training guidelines for trainers. Following the completion of the evaluation and in addressing final comments, R4D-SP shared a link to a series of training documents. These documents were reviewed and considered as part of the evaluation.

The overall assessment is, like manuals and guidelines, training materials are generally incomplete, not standardised and in some cases non-existent. A capacity development plan has been prepared and has been followed. The evaluation recognises that training has occurred (evidenced by training days) but there appears to be no centralised system of assessment that collects relevant pre and post-test data and assessment of training quality. Some pre- and post-test information is available, but it is isolated and not routinely collected. The evidence suggests that RCs prepare their own presentations and materials. Ideally, centralised systems would have been established early that have relevant training manuals and associated guides and workbooks that could be then used and applied on a routine basis and “institutionalised” along with manuals and guidelines. Evidence from the project suggest that training

²²Documents include: (i) Rural Roads Standard drawings and specifications; (ii) Rural Roads Design Standards; (iii) Rural Roads Guidelines for Structural Design of Box Culverts (Single, Double, triple cells); (iv) Rural Roads Guidelines for Small bridges; (v) Rural Roads Pavement Design Guidelines; (vi) Rural Roads Manual for Methods of Material Sampling and Testing in Laboratory and Site; (vii) Social Safeguards Frameworks for Rural Roads; (viii) Rural Roads Environmental Safeguards Framework Manual; (ix) Environmental Licensing Guidelines; (x) Rural Roads Bio-Engineering Guidelines; (xi) Guidelines for Unit Rates Analyses and Determination; (xii) Rural Roads Operations Manual; (xiii) Guideline for Quality Assurance (QA) and Quality Control (QC) of rural roads; (xiv) Draft Rural Road Policy.

guides are in draft form and “being reviewed by a training specialist”. For those training guides yet to be developed, dates have been set but have not occurred within the timeframe of the evaluation.

This is of concern given the focus of the program on training and raises some questions as to what training is being provided and how it is being delivered, particularly at the municipal level. Ideally the manuals would be supported with training guides (including practical examples and exercises) and appropriate data collection tools for pre and post-test assessment. These appear to be missing from most manuals.

An anticipated result would have been to have these guidelines, tools and systems finalised and formally endorsed by the end of the proposed bridging phase. The finalisation of documents is a key priority under the proposed bridging phase.

Systems and Procedures: R4D-SP has been working with MPW to develop systems and associated operational guidelines and tools. R4D-SP has reported that to date 11 systems have been enhanced/developed.²³ These systems are “operational” at both the central and municipal levels. However, like manuals and guidelines, it is unclear on the status of these systems and if they have all been endorsed by the MPW. However, for the purposes of the evaluation, it is noted that these systems are being used. For example, all civil works are planned, procured and implemented through government systems and procedures. This is acknowledged but it would be prudent to have some formal indication²⁴ from MPW of R4D-SP’s contribution.

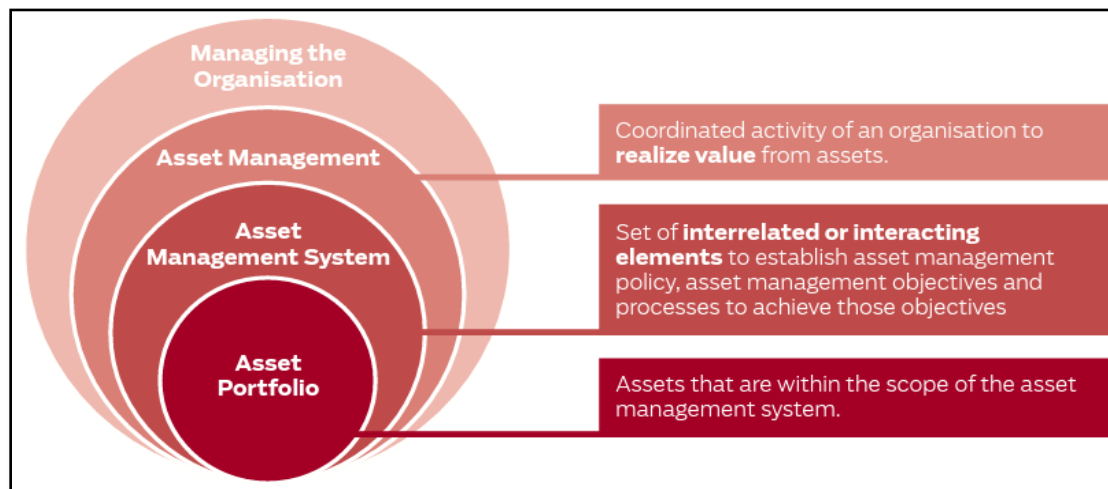
It appears that a clear definition of what constitutes a system is not being applied. Some of the “systems” being supported appear to be manuals, frameworks and plans. It may be useful for the program to disaggregate frameworks (social safeguards and environmental safeguards) from systems. It is also important to highlight that IRMIS and GIS are not systems per se but rather tools and components of a broader system. This would provide a more accurate picture of what is being produced. However, the evaluation does note that there are some differences of opinion with regards to the definition of system. Ideally a definition and agreement of what constitutes a system would have been defined early and agreed. A key lesson for future work.

In light of the statement above and to support the process in the bridging phase, a simple definition of a system is recommended and proposed. A system is essentially *a network of interdependent elements that work together to accomplish the system’s intent*. In other words, a system involves a set of sub-systems, tools, procedures and inputs that produce respective outputs, that when placed together, achieve a desired outcome or results. A good example is an asset management “system”. Diagram 2 below summarises the system. It highlights that there are a number of interrelated or interacting elements and components which include policies, processes, procedures and resources (i.e. parts of a system to achieve a desired end).

²³ Planning - Updated RRMPIS; (ii) Updated GIS system; (iii) Procurement Bid Manual Updated; (iv) Contract Management; (v) Materials Testing Laboratories; (vi) Survey and Design System; (vii) Bridges and Box Culvert Design; (viii) Routine Maintenance Management system using Community Maintenance Groups (CMG); (ix) Social Safeguards; (x) Environmental Safeguards; (xi) Bio-engineering. Integrated Road Management Information System (IRMIS).

²⁴ For clarity, this means both “indication from MPW about the formal endorsement of the systems or the elements of the systems which were developed/improved with R4D-SP support” and “indication of the support provided by R4D-SP in implementing the systems prepared to date.”

Diagram 2: Example of and Asset Management System



Systems, as they are presented on R4D-SP currently, do not entirely align to the system definition presented above. As an example, IRMIS should not be classified as a system because the development of software and hardware structures, while important, is only part of a system. IRMIS is for example an important tools for the R4D asset management system. It means that the system is incomplete if the other elements of the system are not in place. For the system to be complete it requires procedures for data collection, tools and surveys to collect the data in a standardised manner, approaches to analysis as well as annual budgets, staffing inputs and overall operational maintenance plans. The system should also contain procedures for how the system will operate and who will assume responsibility and also how data is to be utilised. Also ESF and SSF are not “systems” in themselves but rather components that potentially make up a system

To help planning going forward, the evaluation recommends that R4D-SP reviews the current “systems” and align them to the main systems detailed in the RRMPIS. The RRMPIS covers 5 systems:

- Planning (includes prioritization)
- Designing and Cost-Estimation (includes surveying)
- Procurement
- Supervision and Quality Control (includes contracting and contract management)
- Monitoring and Evaluation

The 11 “systems” that R4D-SP is supporting are actually elements of one or more of the 5 main RRMPIS systems detailed above (with the exception of the R4D-SP procurement system, which is one of the 5 core systems)

The Integrated Road Management Information Systems (IRMIS) is a good tool and R4D-SP has provided technical oversight of the development of the IRMIS which is now being implemented to support MPW/DRBFC to manage infrastructure assets (incl. roads and bridges). IRMIS consolidate data inputs from different departments, allowing users to perform analysis and generate results to be used for planning physical works on all classes of roads, bridges and flood control structures and contract management. There is opportunity to expand the IRMIS to include training and capacity building data which would support both the program in the bridging phase and MPW as a whole. However, if this is not possible, a centralised system for capacity development should be developed on behalf of the MPW.

R4D-SP has also supported the MPW to establish functioning laboratory units: To date soils and material testing laboratories are operational in four regions (Liquica-Dili, Baucau, Same and Maliana. These labs are generating approximately USD100,000 per annum in revenue and conducting internal training, including training university students. The evaluation also notes staff working in laboratories are employed by MPW and in most cases, the staff have limited resources to enable them to complete their work.

A highly visible area of support has been within procurement and contracting. This is a key work area that has enjoyed consistent and in-depth support over a number of years and R4D-SP has done a good job in supporting the MPW improve its procurement and contracting process. R4D-SP has provided support in updating procurement and bid manuals and supporting enhancements to contract management systems. Another key outcome has been the approval and use of an advanced procurement system to support improved planning and management. Box 1 below outlines a small case study on procurement.

Box 1: R4D-SP Procurement Support

R4D-SP has provided in depth capacity development and support to assist the Directorate of Procurement's staff actors at MPW to fulfil their respective roles in public procurement process.

MPW manages the procurement process throughout the contract-cycle, including preparing bidding documents, managing the tendering process, budget execution, and payments. The Directorate, with support from the R4D-SP adviser, implements various training and capacity development functions. The training is of high quality and has certainly contributed to the capacity of team in their daily work.

At the start of R4D-1 a contract template was developed that was adjusted from the GoTL/MPW contract template that had been developed with ADB support, and had been approved by the Ministry of Finance. The R4D contract template incorporated all the key elements of the FIDIC Short Form of Contract template. During Phase II the R4D contract template was further refined. R4D was able to pivot its approach to assist MPW to apply their own system and improve it. The key result is that an embedded adviser works alongside procurement staff and has built up trust and solid working relationship to achieve defined outcomes and results. It is a very good example of how R4D-SP has insitutionalised support.

Feedback from R4D-SP indicates that the procurement department already had a high degree of capacity as many of the staff are full-time and have been involved with procurement for extended periods of time (some at 10+ years in the role). This provides a sound base for engagement and capacity development. R4D-SP has also provided a significant amount of support and training at the municipal level with regards to procurement. This support is important, particularly in light of the decentralisation process and associated changes with regards to roles and responsibilities and management of works and overall budgets.

A key achievement in 2020 has been the development, approval and implementation of an Advanced Procurement System. Previous approaches tended to wait until budgets were approved before commencing procurement. This resulted in significant delays in both procurement and the commencement of works, particularly when commencement tended to coincide with the wet season. By undertaking advanced procurement, R4D-SP was able to assist the MPW to prepare procurement documents for approximately 60 contracts in advance of budget approvals in 2020. Since 2016, R4D-SP has supported MPW with the preparation of US\$30million of works contracts. This is a significant result and further reinforces to the MPW the importance of planning and prioritisation. R4D also assisted the Procurement Commission who is responsible for the procurement of works under the Infrastructure Fund.

R4D-SP has also updated (from Phase I) contract management systems with the application of standardised Bill of Quantity (BoQs), unit rate analysis, contract documents and payment certificate formats. Unit rate analysis guidelines have also been developed. Other key achievements include the updating of the bid training manual to reflect current standards and COVID-19 requirements, and the development of standardized contract documents which incorporate COVID-19 clauses.

By focusing on aligning systems to the RRMPIS, R4D-SP should then be in a position to develop a standardised approach to institutionalising these systems. The components of the system should be bundled together and a plan attached to each that clearly states the intent of the system, what it is seeking to do, outline the principles and standards for the system as they relate to the technical area and also assign relevant resources, personnel and detail management responsibilities. Training templates and tools should also be linked to each system.

This standardised approach will support the process of institutionalisation within MPW. Institutionalisation implies that the systems and associated process is ingrained in the way the work is performed and there is an organisation-wide commitment and consistency to performing the process. Institutionalisation of systems will ensure that

- Systems improvement are related to organisational goals (RRMPIS).
- Systems will be executed and managed consistently.
- Systems will survive staff or leadership changes including political impasses.
- Commitment to provide resources or infrastructure to support or improve the systems.
- Historical information and data will be useful to support future projects and initiatives.

When the requirements and objectives for the process change, however, the implementation of the process may also need to change to ensure that it remains effective.

Capacity Development: is a central focus on R4D-SP support. Under Phase I, R4D directly managed and supervised road rehabilitation and maintenance works related to DFAT investments and financial contributions. During Phase I, GoTL also contributed substantial capital funding and this was managed and supervised by GoTL/MPW – with significant support from the R4D team. This approach was successful in establishing procurement systems, supporting contractors, ensuring prompt payment (only for DFAT funded works where ILO procurement processes were used.) and also enabled the mobilisation of community-based employment initiatives. The model was well defined and structured.

Work under Phase II required a shift in mindset and approach. The DUA was clear in its approach to support a transition away from direct contract work to support institutional development and capacity development. The time period between Phase I and Phase II did not provide a significant amount of time to review and consider the type of staffing support going forward and how the current team would seek to implement a program that was focused primarily on institutional and capacity support.

Training and capacity support has been provided at both the central and municipal level in key areas where R4D-SP is supporting. The results framework indicates that the number of trained participants has reached the target, however there is limited evidence to suggest changes in knowledge and overall performance and how this has led to improved performance and supported GoTL's ability to better manage rural roads (KEQ2). The current ToC and results framework do not really provide clear indicators on how the results of capacity development are to be assessed and what changes (part from budget allocations) are expected.

The program has invested considerable effort, through the RC's, to train and support Municipal Directors, Supervisors and Laboratory Technicians. RC's are also supporting Environmental Officers, Community Development Officers and Social Safeguard Officer (SSO) to become trainers of trainers. The Supplementary Update (2019) highlights a primary focus on technical engineering training. Field visits to municipal sites indicates that the training is useful and the Municipal Public Works officials who were interviewed indicated they have greater confidence in delivering their work. Training is being delivered but ultimately manuals, guidelines and associated training tools have not been finalised. It is unclear if the RCs are utilising standardised training tools or developing their own approaches and applying them.

Unfortunately the process of knowledge transfer and skills development has been somewhat mixed, primarily because the use and application of pre- and post -test surveys doesn't appear to occur on a regular basis. It is acknowledged that R4D-SP has established a staff assessment system, but this tends to be limited to direct counterparts rather than a ministry wide system to assess knowledge and skills derived from training. The system itself is quite basic and appears to rely on self-assessment rather than objective independent assessments. The evaluation notes that training reports are prepared but it is unclear if these are prepared for all training events.

An area of direct knowledge transfer should have occurred through RC's. This was to be a key area to build knowledge and skills, particularly at the municipal level. The role and concept of RC's is sound, and the roles provide opportunities to work directly alongside counterparts to advise and support works. However it is clear that the roles of RCs have not been effectively communicated, monitored or supervised. Capacity substitution is evident. For example, analysis of data, preparation of designs and budgets, preparation of Bill of Quantities (BoQ) etc. to name a few. The RC's have essentially maintained their roles from Phase I particularly with regards to works and supervision at the municipal level. This is not necessarily bad in the short-term, and it is recognised that RC's have filled gaps, but there would be an expectation that at this stage of implementation, that a solid transition would have occurred, and municipal staff would be acting in a more "independent" manner and the role of the RC would be primarily supporting rather than leading.

The evaluation team acknowledges that RC's work in challenging institutional environments. Issues include:

- Lack of qualified/competent technical staff at the municipal (and central level) to implement technical works and adequately supervise contracts and works.
- Lack of capacity and ability to design and budget from Municipal Directors and supervisors means they rely on RC's help to fill specific gaps (however as indicated the training received has been useful but overall assessment of capacity of capability needs to be tested). Municipal Directors require further support to lead supervision and have RC's trust in decision-making and validate their assessments and supervision.
- Limited operating budget for MPW travel and supervision.
- Limited clarity on roles and responsibilities in terms of management and oversight and budgetary control.

Despite the challenges, the RC's have provided useful support in the following areas:

- Supporting municipal staff in planning, surveys, designs and contracts supervision, all classroom trainings are followed-up with learning-by-doing approach, with the involvement of the government officials in actual on-the-job works covering:
 - Road surveys – Municipal Directors and supervisors directly surveyed 2019 and 2020/21 roads and were involved in the design, unit rate analysis and contracts preparation, as part of their learning.
 - Contract supervision is fully managed by Municipal Directors and supervisors with R4D-SP providing technical advisory roles. R4D-SP advisers are only directly involved in more complex engineering (bridges, landslides, etc.)
 - Materials laboratory works are handled by MPW-assigned Laboratory Technicians with guidance from R4D-SP RCs.
 - GIS Unit is fully managed by MPW staff with R4D-SP National officer providing training and advisory roles.
 - Social safeguards of all projects are fully managed by a MPW Social Safeguards Officer supported by 12 MPW Community Development Officers (CDOs).

- Environmental Safeguards are fully managed by two MPW Environmental officers with guidance from R4D-SP.

The evaluation is not suggesting that RC's do all the work; however it does appear that the RCs have significant influence and often make technical decisions on behalf of municipalities. Given the lack of operational budgets, RC tend to have greater influence since they have the resources (vehicles and fuel etc) to travel more regularly and freely. It is also related to municipalities that still lack adequate knowledge and staff to fulfill roles and requirements to a high standard.

Despite the issue of substitution, RC's have established support to enhance capacity of technical supervisors in the field to oversee the quality of project implementation. This is a positive development as supervisors support the day-to-day work of contractors to ensure responsibility in working to agreed timelines and maximising quality of work. To progress work, RCs could support the following initiatives at the municipal level:

- Support the municipality to recruit more technical staff²⁵ to support MPW in providing supervisory assistance to oversee project implementation.
- Continue advanced training on engineering subjects including: surveying, planning, design, cost-estimation, and contract management.
- Support coordination, annual planning (including updates to the RRMPIS) and fostering MPW-municipal relations
- Work with municipal authorities (and engagement with MSA) to encourage a platform of remuneration (e.g. per-diems and allowances) to support field staff in doing their supervision services.
- Support the streamlining of municipal level systems to promote flexibility and timeliness to avoid delays and ensure quality of works. This includes operational and logistical support in implementation (oversight) and reporting

Overall, RCs should review and revise their capacity development plans and associated workplans with revised milestones and targets underpinned by a formalised reporting process that provides evidence of progression towards agreed milestones and targets. RCs also require standardised training materials and packages for all respective training. RC's need to ensure there is adequate training capacity, through FETs to ensure they can continue the delivery of training into the future.

Engagement with contractors There is strong recognition and appreciation of R4D-SP's work with contractors over an extended period of time. R4D SP's contractor training development program²⁶ is productive and has provided significant knowledge transfer to contractors. The approach has created a standardised system that promotes sound management practices and provides opportunities for private

²⁵Recruitment of 53 engineers was completed in mid-2020 and already allocated to respected municipalities. Some municipalities also have participated in R4D-SP training programs. The process to recruit more 100 engineers already approved within the state budget of 2021. However, the human resource plan is not complying with resources or facilities to support their works such as computers, vehicles, incentives etc including there is no integrated Action Plan or standardised ToR to guide. Basically, they work upon request or instructions from Director or Supervisors in the MPW of municipality.

²⁶This relates to the a combination of the training outsourced to Don Bosco and direct training by MPW/R4D-SP on pre-bidding and on-the-job training

sector development and business growth. Contractors consulted during the final evaluation revealed that the learning methodologies and manuals (used by the ERA-AF supported Don Bosco Training Institute) were very effective to sustain their capacity in handling work. Appreciation has been shown to a “learning by doing approach”.



*I am very new to entrepreneurship when I started to lead my family infrastructure company. But with my involvement in R4D-SP projects I had the opportunity to enhance my knowledge and skills not only as an engineer but also as a business man. Thank you for support given by ILO through Ministry of Public Works, I am now a confident entrepreneur and engineer”.
(Contractor, Director & Engineer, Municipality Bobonaro)*

The evaluation also found that there is a need to refresh the approach to contractors. Significant resources have been provided to date through Phase I and Phase II for training. Much of the training under R4D-SP has been on pre-bid training and training on local resource-based works. The risk with on-going training is that R4D-SP is potentially contributing towards a saturation of the contractor market, particularly in an environment when GoTL’s budget allocations are low and unstable. This means that there is insufficient work to go around and aligns contractors to one source of income (i.e. MPW). Combined with delayed payments, several contractors have left the industry or are under-employed. It is noted that the evaluation

did not have the time to fully analyse the reasons for market exit but would suggest the R4D-SP team may wish to initiate a contractor tracer study to explore the reasons for market exit in a more comprehensive manner.

Rather than R4D-SP continuing with pre-bid and on-the-job training, it would be more effective and sustainable for R4D-SP to institutionalise this support and facilitate training through existing providers (e.g. Don Bosco). However, it is important to assess whether or not Don Bosco and other training providers have the capacity to absorb such training. Training should also shift away from developing contractors for rural road works through MPW but also seek to build business skills and knowledge to work in other productive and public sectors. This could be discussed and supported as part of the institutionalisation process. There is scope to partner with the ILO managed, EU funded ERA-AF program to model their approaches to support broader private sector development and business opportunities.

Field visits indicate some issues with contractor non-compliance. Issues include, formal contracts not being signed with communities, lack of clarity of roles and expectations of labour-based workers; non or underpayment of communities and works ceasing and halting without notification. This is an opportunity for RCs to address alongside their counterparts. The evaluation would recommend that RC’s and counterparts undertake a stocktake of all contracts within respective municipalities to ensure contractors are compliant. It also highlights a need for RCs to provide more attention to this through implementation and associated compliance monitoring

Payment of contractors through GoTL systems is problematic as previously discussed. The delay of payments of contractors’ invoices (interim payment certificates) is primarily related to the extensive and cumbersome requirements associated with the submission of invoices. Contracts stipulate the period within which the Client needs to pay the contractor, but this period is often exceeded, causing cashflow problems to the contractors. To support the improvement of this process both R4D-SP, DFAT and other

development partners should adopt a coordinated approach at senior levels of government to address this.

Another option is to evaluate the available capital and assets under the control of contractors in meeting the standard requirements. Some contractors don't have sufficient funds and assets. They rely on loans from banks and other private sources of funds. In some cases contractors are paying up to 15% a month for these loans. Procurement processes fail to identify this issue as contractors' source short-term funds (temporarily agreement with the money owner) to sign a contract and then transfer the funds back. However some contractors are unable to repay the amounts loaned.

Engagement with Communities: R4D-SP has supported the provision of provided broad benefits to communities and has contributed towards improved accessibility to roads and employment through labour-based work and access to markets. On the outcome of economic benefits, having road access in municipalities improved access for the local farmers to the market.

"Before we have the road from we had the experience where we had to carry the pregnant mother with wheelbarrow to reach out to a public transport service for transferring to health centre nearby. Now we have the good road access from R4D SP. The ambulance could easily get here if such case happens again."
(Chief of Aldeia – Gregorio Manuel Afonso 57 – Municipality Liquica)

Evidence from community consultations indicate appreciation for the work to promote better rural roads. Communities report better access to markets, ability to sell produce, improvements in income and also health improvement as a result access to clinics and also for ambulances to access remote locations.



Women also express appreciation with regards to having opportunities to work and derive income. However there are some growing concerns about the location of work with several women highlighting worries about travelling long distance to work, safety concerns while on site and being away from children and families. PWD's identified the following challenges: (i) accessibility is a big problem; (ii) public perceptions and attitude; (iii) charity – public think that people with disability can't do anything; (iv) lack of institutional support from GoTL agencies. Decree law 12/2008 promotes the promotion and protection of people with a disability. There is also a National Action Plan but the implementation of the action plan is problematic despite guidelines being provided.

A cause for concern is the increased incidence of non-compliance with regards to social safeguards. Field visits indicated several work sites not utilising safety equipment, water not being provided on site and also underpayment of contracts. The underpayment refers to some instances of the incorrect amount paid or a delay in the payment of communities. This may also be explained since contractors are

experiencing delays in payment also. In some cases contracts are not initiated with communities and informal arrangements are established. Some communities interviewed also indicated that they believe they are not adequately consulted with an initial visit by RC/municipality/contractor/ MPW social safeguards officer (SSO) and then no further follow-up and engagement or support. This has led to tensions with some contractors as works are incomplete, contracts not paid, and safety concerns are expressed.

Social Safeguards: R4D-SP has established a social safeguards framework and standard guidelines and tools. These documents have contributed to raising awareness and supporting implementation safeguards generally. The R4D-SP has also provided opportunities in enhancing building the capacity of MPW social safeguard officer and 12 Community Development Officers (CDO). Through the opportunities provided through R4D-SP, a social safeguard officer is now assigned to oversee other national projects including projects funded by JICA, ADB, and the World Bank. There is 1 CDO in each municipality. R4D-SP has institutionalised social safeguard measures well. Some instances of non-compliance have been found and there is an opportunity for RC's, with their counterparts, to undertake a stocktake to review and address any areas of concern.

Monitoring and Evaluation: R4D-SP has a functioning and practical M&E system for the program. As previously mentioned, the M&E system should be reviewed and revised as part of the bridging phase to better align it to work being implemented. Data collection tools should also be reviewed and updated.

A significant amount of time was used to develop the ToC, associated performance stories and on goal level monitoring. This has distracted the R4D-SP from developing centralised tools and systems to collect routine data from the field (i.e. training information, capacity development assessments, and evidence of institutionalisation (including compliance to safety standards and social safeguards). Reporting from the municipal level is generally weak and a streamlined system that supports both the program and MPW should be prepared as part of the bridging phase.

Specific attention needs to be applied to assessing institutional arrangements (application of manuals, guidelines and systems). There is also scope to reintroduce contractor tracer studies to assess the impacts of stagnant budgets and assess the effectiveness of training, COVID-19 and perceptions of a saturated contractor market. Ideally, R4D-SP should be seeking to support the MPW develop a ministry-wide system for M&E and associated reporting that brings together various functions (physical information and data under IRMIS) and other relevant data (e.g. training and capacity development). R4D-SP is well positioned to support the Ministry integrate these systems and establish the relevant tools and methods to support the MPW continue this work.

Recommendation 4: R4D-SP to support an immediate review and update of the RRMPIS and to work with MPW to ensure updated information, data and maps are included to support planning and budgeting processes.

Recommendation 5: R4D-SP manuals, guidelines and systems to be finalised over a six-month period and work to commence on embedding within ministry systems and departments with intention to have endorsement by MPW.

Recommendation 6: R4D-SP to review and revise capacity development plans for all staff that set clear targets and milestones and detail transition arrangements with key counterparts. A reporting system to track progress is an immediate priority for RCs as part of their transition process.

Recommendation 7: R4D-SP to review current arrangements between contractors and communities and working with municipal counterparts undertake a stocktake of all contracts and contractors to

identify and rectify non-compliance issues. Also work with municipal counterparts to rectify non-compliance issues in communities with regards to safeguards.

3.4 Efficiency

This section highlights findings with regards to how R4D-SP managed its resources to achieved desired results. It also considers the extent to which recommendations from the MTR are still relevant and whether or not they have been addressed in the period leading up to the close of the current phase.

Finding 10: The R4D-SP embedded model is cost effective and has resulted in better relationships and engagement, particularly at the central level.

Finding 11: On-going delays in payments and lack of adequate strategies to address it diminishes returns and affects overall efficiency (and ultimately sustainability) going forward.

Finding 12: R4D-SP has made sound progress towards addressing a majority of the recommendations of the MTR.

The “embedded model” is an effective and efficient modality that has been employed by DFAT on other road initiatives (e.g. Vanuatu Roads for Development Program Phase I and Phase II). Both Timor-Leste and Vanuatu models offer cost efficiencies and have achieved solid results, however the focus on R4D-SP has been more on developing technical guidelines, tools and manuals rather than embedding these and providing institutional support. The R4D-Vanuatu focuses solely on institutional planning and other defined capacity building initiatives that are structured and agreed jointly. The intention here is not to compare programs and contexts but to highlight the model can work efficiently. It primarily comes down to the implementation and management team and how they engage with ministry authorities.

DFAT funded road and infrastructure programs have been gradually changing over the past 10-years with a shift away from direct investments in physical infrastructure towards more internal institutional support and capacity development. Like R4D in Vanuatu, the Aus4Transprot programs in Vietnam has emerged as another modality that represented DFAT’s shift away from providing multi-million-dollar infrastructure investments towards leveraging support off smaller budgets to influence large-scale designs and implement innovative approaches utilising Australian expertise.

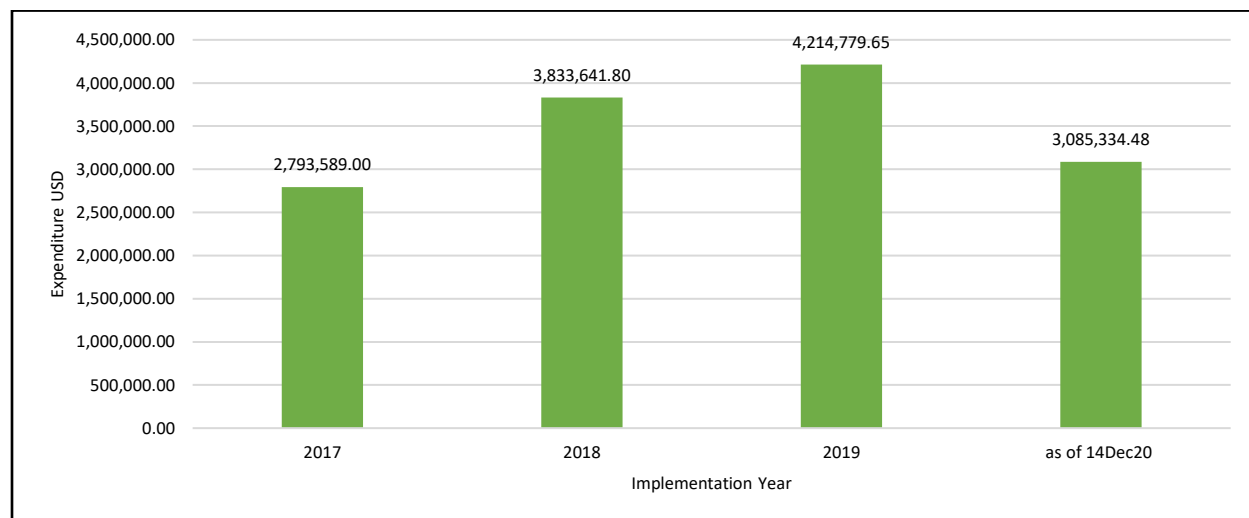
The result is programs that are focused primarily on supporting institutional arrangements that lead to better outcomes. Whilst the R4D-SP program has been heavily invested in supporting guidelines and manuals, there has been a missed opportunity to adequately engage at a senior level of having these outputs insitutionalised and have them implemented. It is noted that since November 2018, there has been a National Policy Adviser in place to support the team with high level policy engagement. The role has facilitated engagement with senior Ministry staff and provided strategic advice to the program

Unpredictable and delayed GoTL resourcing (annual budget – for both capital works and operational costs, and staffing) is an issue that affects MPW (and R4D-SP). However physical works contracts have been going on throughout Phase II, despite non-approvals of budgets and reduced funding envelopes. The key factor that impact R4D-SP is lack of adequate operational budget for municipalities to complete their work. This cannot be under-estimated and influences implementation and management of systems. If there is insufficient budget for works, then the question remains as to the overall efficiency of having full-time international advisers embedded, when capacity substitution is evident.

In addition to uncertain GoTL contributions, R4D-SP has also experienced budget cuts from DFAT which resulted in the cancellation of some proposed activities and the scaling back of others. Changes in staff, who were not replaced, also placed significant pressure on the team to cover work and responsibilities.

The original budget for Phase II was up AUD26, million. Budget cuts reduced this figure to AUD21.5million. Expenditure to date has been approximately USD14.26 million. Exchange rate fluctuations have also exacerbated the budget cuts. On track to expend available budget by March 2021. Graph 1 below summarises expenditure from the period 2017-2020.

Graph 1: Summary of R4D-SP expenditure²⁷



Capacity development and associated institutional arrangements need adequate systems and approaches to support. As mentioned in the effectiveness section, the program would benefit from having formalised capacity development plans, particularly at the municipal level. These need to be context specific and recognise and work with the capacity constraints that have been identified.

Decentralisation, like budget allocations, has had a significant influence on overall efficiency (and to a degree, effectiveness). The evaluation team encouraged R4D-SP to further explore the implications and current political tensions around the roles and structures between central and municipal actors. Decree Law Number 3/2016 First Amendment of DL 54/2020 on Status of Municipal Authorities it details that authority for budget and work should be vested within municipal functions. Key points include:

- The decree law authorises that program implementation and operational services related to rural development should be the responsibility of Municipal Authorities.
- The decree law authorises the “President of Municipality” as the designated representative of all development programs in the municipalities should be led by President of Municipalities.
- Municipality Development Program Implementation (infrastructure and operational services) to be integrated into competency of Agency of Municipality Development through the Integrate Municipality Development Plan (*Planeamento Desenvolvimento Integrado Municipal (PDIM)*).
- The Ministry of State Administration (MSA) under the Directorate General of Rural Development has the competency to lead government programs to Municipality Development – for instance the program of PDIM and PNDS. Any related program should be adopted into PDIM and PNDS approaches.

The MTR made a total of ten recommendations. The table below provides an update of the initial recommendations, their status in 2019 and an assessment based on available evidence as part of the final evaluation.

²⁷ Higher expenditure in 2019 includes significant payment for a developed Integrated Road Management Information System (IRMIS) for MPW’s asset management of all classes of roads.

Recommendation	Response	Action plan	Timeframe	Progress Update (2019)	Final Evaluation (2021)
<p>Recommendation 1: ILO should seek to increase the program’s capacity to provide high-level strategic oversight and engagement with the GoA’s Department of Foreign Affairs and Trade (DFAT), donor programs, and the GoTL as the new government and decentralisation process begins to take effect. This is when the program needs to be its most influential to establish the enabling environment for rural road development.</p>	Agree	<p>ILO will work with DFAT to adequately resource the program so that it can provide the high-level strategic oversight required to effectively engage with relevant GoTL and road sector stakeholders.</p>	<p>Resourcing in place no later than end of March 2019.</p>	<p>Achieved – ILO recruited an international Strategic Adviser and national Policy and Coordination Adviser and together these staff have significantly increased the strategic capability of the program and engagement with GoTL and other stakeholders.</p>	<p>Achieved. However Strategic Adviser has not renewed contract. National Policy and Coordination Adviser remain.</p>
<p>Recommendation 2: ILO and DFAT should support a donor coordination committee involving DFAT, Asian Development Bank, World Bank, the Japanese International Cooperation Agency and the European Union to establish key positions (and leverage) on integrated road development, budgeting, planning and expenditure management in order to collectively influence the GoTL. Common issues to be addressed include delayed payments, maintenance funding, tendering and procurement, environmental licensing, and information systems to support road asset management and evidence-based decision making.</p>	Agree	<p>DFAT will work with R4D-SP and other donors to establish an appropriate mechanism to facilitate increased coordination and strengthen collective advocacy to the GoTL on common issues. R4D-SP will draft clear terms of reference for agreement from DFAT and other donors.</p>	<p>Mechanism agreed and established by end of December 2018</p>	<p>Partially Achieved - DFAT and R4D-SP actively engaged with other donors through the ADB-convened donor stakeholder group which held regular meetings in 2019. Beyond this DFAT has advocated to incorporate donors into GoTL’s inter-ministerial coordination mechanism (see Recommendation 3) to further strengthen coordination.</p>	<p>Achieved. As indicated in coherence, R4D-SP has taken positive and proactive steps to address coordination issues. Recommended that proactive steps are taken by R4D-SP and DFAT to renew commitments and review roles and responsibilities.</p>
<p>Recommendation 3: ILO and DFAT should seek to influence GoTL to establish an inter-ministerial committee and technical working group (with a corresponding agenda) as a matter of priority to strengthen the enabling environment and collectively address issues such as payment delays and environmental licenses.</p>	Agree	<p>DFAT and R4D-SP will review the existing draft terms of reference for the committee and working group (developed during Phase II) and present these to the GoTL for discussion and agreement. If the GoTL agrees, R4D-SP will support DRBFC to provide secretariat support as required for these meetings.</p>	<p>By end of March 2019 but subject to finalisation of the structure of the 8th Constitutional Government.</p>	<p>Partially Achieved – the Inter-ministerial Roads Forum (IMRF) and subsidiary technical Roads Working Group (RWG) were established through a Prime Ministerial dispatch in July 2019. The IMRF will be chaired by the Minister of Public Works. No meetings have been held due to the 2020 budget/political impasse.</p>	<p>Partially Achieved. IMRF established but has not met due to circumstances outside control of R4D-SP. Recommend a renewed effort to have the forum meet as soon as feasibly possible.</p>

Recommendation	Response	Action plan	Timeframe	Progress Update (2019)	Final Evaluation (2021)
Recommendation 4: ILO should develop a R4D-SP stakeholder engagement and communication plan based on a detailed stakeholder analysis (following the recent government elections) and needs of key Official Development Assistance (ODA) organisations. This will result in an internal communications strategy to support DFAT with the necessary tools to engage in policy dialogue, gain commitment, maintain relevance, initiate institutional reform and capitalise on other DFAT initiatives through coordination. This plan should include events that celebrate the commencement and completion of roads to give officials the opportunity to engage with the program.	Agree	R4D-SP will develop a stakeholder engagement and communication plan for discussion and finalisation with DFAT.	By end of December 2018 but subject to finalisation of the structure of the 8 th Constitutional Government.	Achieved – R4D-SP developed a stakeholder engagement and communications plan (living document). DFAT and R4D-SP will review this on a regular basis in line with changes in GoTL.	Achieved. Document prepared and is in use.
Recommendation 5: ILO and DFAT should strengthen support to GoTL's decentralisation agenda and workforce planning in the MPW and Ministry of State Administration (MSA) with reference to rural road development (perhaps in collaboration with Governance for Development). This is an opportunity to learn from decentralisation initiatives in other countries to ensure rural roads are adequately supported at the local level.	Agree	R4D-SP will engage closely with DFAT, Australia's Governance for Development (GfD) and PNDS-SP programs and other relevant stakeholders as decentralisation progresses and provide advice to DFAT and GfD on relevant issues as they arise to inform decision-making.	Ongoing	Achieved – R4D-SP actively engaged in DFAT's decentralisation working group in 2019 and provided timely advice on relevant issues affecting program implementation. Ongoing engagement will continue.	Partially achieved. recognise that engagement in working group is positive, recent developments in decentralisation require a renewed effort to address and respond to changing contexts.
Recommendation 6: ILO should review and strengthen the capacity-building framework (using a more integrated systems approach, for instance McKinsey's 7S ²⁸ framework) to address key reforms, including decentralisation (e.g. capacity-building needs at the municipal level). For instance, include training on leadership, performance management, governance, organisational development, change management and anti-corruption under a decentralised model. The framework should be explicit about ongoing system improvement, sustainability, graduation from assistance and strategies to build capacity at the municipal level with limited resources.	Agree	R4D-SP will review and develop a strengthened capacity-building framework in consultation with relevant GoTL stakeholders and other Australian investments including GfD. R4D-SP will revise the framework periodically as decentralisation progresses.	By end of March 2019 and ongoing	Achieved – with support from the ILO's International Training Centre, R4D-SP reviewed its Capacity Development Implementation Plan, and consulted with the Ministry of Public Works and municipal government to develop an integrated capacity development program which will be rolled out in 2020. This program will track institutional strengthening progress. Where feasible, tracking institutional strengthening will be	Partially achieved. limited evidence the capacity development implementation plan is being used at the Municipal level. Also recommended topics for capacity development have not been accepted and applied.

²⁸ See <https://www.mckinsey.com/business-functions/strategy-and-corporate-finance/our-insights/enduring-ideas-the-7-s-framework>

Recommendation	Response	Action plan	Timeframe	Progress Update (2019)	Final Evaluation (2021)
				included in the Monitoring, Evaluation and Learning Plan (MELP) revision (see Recommendation 8).	
Recommendation 7: ILO should work closely with other grant programs to promote synergies between improved road access and support for local economic development, small business, and health and education facilities.	Agree	R4D-SP will work with Australian programs, other donor programs, the GoTL and private sector stakeholders to maximise local economic and social development.	Ongoing	Limited progress – briefed Timor-Leste’s NGO community on planned rural road rehabilitation works for 2019-20 to strengthen collaboration. This recommendation will be explored further in 2020.	Partially achieved. good consultation with other donors. CoVID-19 has opened up additional opportunities (Refer to section on COVID 19). Needs to be explored further in 2021.
Recommendation 8: ILO should improve the coherence between documents driving implementation (e.g. the Design Update Annex, Capacity Development Implementation Plan and M&E Plan) so that reporting on progress towards intended outcomes is clear, and staff understand implementation priorities and determinants of success.	Agree	R4D-SP will work closely with DFAT and M&E House to improve the coherence of relevant implementation documents.	By end of March 2019	Partially Achieved – the Theory of Change was revised, and the Monitoring, Evaluation and Learning Plan (MELP) will be revised in 2020.	Achieved. ToC has been updated. Suggest a review of the current systems to align better to expected results under the proposed bridging program.
Recommendation 9: ILO should work with the MPW to institutionalise and support a professional and technical development program that includes building a pool of trainers to cover the basic functions currently being supported by ILO, including support at the municipal level. This program would include sourcing private sector training providers where available. Funding from the Human Capital Development Fund (HCDF) should be sought to start this initiative.	Partially Agree	DFAT and R4D-SP will consult with MPW on the feasibility of developing a professional and technical program. If MPW agrees, R4D-SP will support MPW to establish the program. R4D-SP and MPW will discuss the feasibility of sourcing HCDF funds to support this initiative.	Ongoing	Partially Achieved – with support from the ILO’s International Training Centre, R4D-SP reviewed its Capacity Development Implementation Plan, and consulted with the Ministry of Public Works and municipal government to develop an integrated capacity development program which will be rolled out in 2020. Initial meetings were held with HCDF on sourcing funds. Further discussions are planned for 2020.	Partially achieved. Unclear if Capacity Development Plan has been updated further with no capacity development specialist available. Important also to consider updating capacity development plans, particularly at RC level.

Recommendation	Response	Action plan	Timeframe	Progress Update (2019)	Final Evaluation (2021)
<p>Recommendation 10: ILO should work with the MPW on the implementation of the Integrated Road Management Information System (IRMIS) and geographical information systems (GIS) to bring key stakeholders (e.g. donors and GoTL agencies) together based on the need for good information and evidence-based decision making (e.g. prioritisation and assessment of emergency contracting versus planned activities). ILO should also ensure the MPW has sufficient ongoing resources and support services to maintain these systems.</p>	Agree	<p>R4D-SP will continue to progress work on the IRMIS and GIS and consider how MPW and other stakeholders can better use this information to support evidence-based decision-making. R4D-SP will also work with MPW to ensure it has sufficient ongoing resources.</p>	Ongoing	<p>Partially Achieved – development of the IRMIS progressed well in 2019 and is expected to be finalised in 2020. Ongoing MPW resourcing will be considered further in 2020.</p>	<p>Partially achieved. system is operational but unclear as to the extent to which the systems is being used and updated with information and data from municipalities. Requires further integration and evidence it is being used (i.e. update to RRMPIS). This is also dependent upon available human resources outside the scope of R4D-SP.</p>

Recommendation 8: R4D-SP should review and assess the value of the embedded model as part of the bridging phase and consider ways in which strategic engagement and associated work processes could be enhanced to promote greater efficiency.

Recommendation 9: R4D-SP should review and update its capacity development approach and seek to address key reforms, particularly as they relate to decentralisation. There is a need to develop and implement capacity building plans that are relevant to the context and respond to the constraints identified and can be realistically implemented with available R4D-SP technical assistance support. Supporting the work should include a simplified reporting system that provides clear evidence of progress towards targets.

3.5 Sustainability

The focus of this section is to discuss the extent to which R4D-SP interventions are likely to be sustained into the longer-term. The section also makes an assessment on the quality of rural roads and the extent to which they are climate resilient.

Finding 13: The program has a high chance of sustainability if there is a strong focus on embedding and institutionalising key outputs and products (e.g. manuals, guidelines and systems) and if capacity development support is structured, targeted and planned.

Finding 14: The embedded model needs to be refreshed and renewed with a focus on a “new way of working” that seeks to implement approaches that leverage off the investments to date. The focus should not only be on products and outputs but how these can be endorsed, mainstreamed and applied.

R4D-SP has developed a strong reputation for in-depth and coordinated support within the MPW over the past 8-years. There is a chance of sustainability and a number of key practices are already being implemented. Sustainability is also heavily influenced by the operating context and overall political economy. Inconsistent budgets, government tensions and lack of clarity on roles and responsibilities within a decentralisation agenda means that work can be stunted or halted.

As previously discussed, manuals, guidelines and systems are being used and applied but do not appear to be formalised. “Systems” in a strict definition are not entirely “systems” but rather components or elements of a system. The report has already suggested that systems be aligned to the five priority areas in the RRMPIIS. This would promote a higher change of sustainability rather than having disparate systems addressing different elements of MPW operations.

The issue of capacity development has been discussed. For sustainability to be achieved there is a need to renew the focus on what capacity building is and what needs to be done to adequately transfer knowledge, skills and approaches in a meaningful way. The evaluation recognises that capacity development is a long-term initiative, however R4D-SP has had significant time to implement an effective capacity development program. Initial work has focused on contractors and individuals and through Phase II there has been a focus on government systems and processes as well as training and capacity building. There is evidence that some of the investments are taking shape (i.e. procurement) however the capacity at the municipal and national level does require a renewed effort and focus.

Capacity development will ultimately be assessed by a large extent on the availability of adequate training capacities within MPW, Municipalities, availability of private sector training providers and a sustainable financing model and budget. It also depends on the availability of a viable and a self-sustainable business model for the private sector training providers (like Don Bosco). At the moment R4D-SP (i.e. DFAT) is paying Don Bosco for the training of contractors and for the training of MPW/Municipal staff. On the long-term it is unclear if private sector providers have the capacity to handle future training, particularly

if DFAT support is removed. The R4D-SP bridging phase should explore various options and raise the issue with MPW to start planning on options for consideration

Whilst counterparts appear to be exhibiting independent work, only two counterparts/individuals are deemed to have this status. It is acknowledged that low salaries, limited progression opportunities and the use of contract labour within the MPW does hinder capacity development efforts. However through the example of procurement and contract management, it is clear that long-term employment coupled with solid working relationships with the respective adviser does deliver productive results. R4D-SP has an opportunity to use this as a case study to influence MPW to recognise what does work and to seek to implement strategies that replicate the procurement experience.

Capacity at the municipal level requires a rethink. As previously suggested, it appears training is provided but not in areas that would support better institutional arrangements. This would include organisational development, leadership and management and strategic planning. The development and use of capacity development plans, including transition arrangements would add significant value.

Contractor development can only progress if the issue of delayed payments can be sorted. This is a priority and the suitability of the model (and investments provided since 2012) are threatened as contractors will be forced out of business or to seek employment elsewhere. This would have significant impact upon economic growth in rural areas and private sector development generally. A contractor tracer study would assist in collecting further evidence of this.

Standards and guidelines prepared by R4D-SP are, being used and applied (despite not all being formally endorsed). Sustainability would be enhanced if these tools were formally endorsed and supported under MPW letterhead. Associated systems are also useful. The IRMIS does provide an opportunity for sustainability by providing decision-makers to see the value of evidence-based decision making and there are resources available to ensure that information and data is regularly updated. Efforts have been made to link the IRMIS and GIS functionalities which would add significant value as the use of data and information in different formats and mediums, provides an opportunity for different stakeholders to engage.

"I grow agriculture products in my village. I am very happy with the road. I used to travel several miles just to sell my agriculture products (vegetables and fruit). It was really frustrating as we had to leave early and return home after dark. Sometimes we also didn't sell much and so we couldn't afford also to ride public transportation service because it had to pay a lot. We have now an improvement in our business. I even already bought a motorbike to my son for mobilizing my business" (Community – Graciana Cardoso 48 – Municipality Bobonaro)



Communities have received significant opportunities to participate in works. Evidence suggest both men and women have benefited significantly not only from improved access but also through income generation through participation in labour-based works and through the establishment of business and access to markets to sell produce and other products. There is a need to carefully consider the impacts of work on women and people with disability. While support to communities seeks to reach all people, existing relationships and social models indicate that women often do not enjoy the same level of access as men. R4D-SP, through its social

safeguards work is making proactive attempts to raise the profile of women and people with disability. This work should continue; however the focus should be on having MPW insitutionalised approaches and R4D-SP can position itself to provide relevant training and capacity support.

Governance and oversight functions also require more support. The IMRF is “in place” but is not functional or operational at this stage. The government appears unable to resolve the issues within rural road management for reasons already discussed (payments, resource coordination and decentralisation). There is genuine recognition of the importance of rural roads but political realities and associated resource constraints continue to hamper appropriate development. Without appropriate governance structures and procedures, the program will struggle to progress to the next level of support. The IMRF provides the broad-based support and engagement that is required to address the constraints. Sustainability really is dependent upon the following variables:

- Renewed commitment to the RRMPIS which includes a review and update of the plan and investment strategy with updated information and data to inform budgetary considerations.
- Commitment to the allocation of a consistent and sustainable budget based on the revised RRMPIS.
- High-level engagement from both DFAT and R4D-SP to maintain influence across Ministries to support streamlined approaches to verification and contractor payments.
- Continue engagement around the decentralisation process to ensure roles and responsibilities are clarified and addressed, particularly with regards to budgetary control and management oversight.
- Continue to liaise and promote the need for operational budgets at the municipal level.
- Maintain focus on capacity development, particularly at the municipal level with structured training based on the guidelines and tools that have been developed. Government to allocate budget to the capacity development program in order to assure sustainability
- Implementation of appropriate leadership and management training that supports all processes within the MPW.
- Promote a learning culture within the MPW that incorporates a ministry wide M&E system that includes data and information from the IRMIS.

Roads supported by R4D (Phase I) remain in good condition. The evaluation team are not engineers and cannot make technical assessments however the roads are in good condition and communities confirm the quality. This justifies the use of expensive treatments (e.g. concreting) as it has provided a long-term solution that does not require expensive on-going interventions to repair damaged roads. The roads that R4D-SP have been involved with also apply climate resilient approaches such as bioengineering. This includes slope reinforcement and use of native trees and grasses and drainage systems that support local environmental conditions. Importantly, these approaches are now being institutionalised and applied to other roads in the network.

3.6 Impact

This section assesses the overall contribution R4D-SP has made. It doesn’t draw on statistical evidence but highlights areas where influence has been greatest and where opportunities remain. It touches on the extent to which communities (including women and PWD) are receiving benefit. It also considers positive, negative and unintended outcomes.

Finding 15: R4D-SP has generated significant opportunities for engagement and support. However high-level impacts are difficult to attribute directly to R4D-SP given the incomplete nature of some key deliverables that, if completed and insitutionalised, would formalise R4D-SP’s role and provide a mandate going forward.

Finding 16: Support to communities has been positive but engagement and involvement has fallen away since R4D-SP no longer manages its own interventions. Important, as part of broader capacity and institutional efforts, to mainstream safeguards approaches and promote engagement with relevant disability groups at the national and municipal level.

High level impacts are always difficult when working in an environment that supports institutional strengthening and capacity building. Whilst it is evident that R4D-SP has supported the achievement of key results it is difficult to verify and confirm the result of R4D-SP's direct work, particularly to KEQ 1. However that said, R4D-SP has achieved positive results with regards to its systems and processes being applied by MPW and other stakeholders.

In light of the findings above, R4D-SP's M&E system should also be refreshed under a bridging phase to align it to the specific work and interventions it has a direct influence over. The goal statement can remain, however work at the outcome level should be on assessing changes in the institutional environment (national and municipal) and revise the assessment of capacity development. The MTR highlighted a number of topics that could be considered in addition to the technical training provided. These have not been taken up and applied. There is considerable opportunity to address capacity constraints at the municipal level with more strategic training and capacity development. Aspects of leadership, performance management, governance and organisational development are key options for support. This may require a rethink of staffing requirements given the current RCs are not equipped for this type of training and support.

R4D-SP, and its predecessor R4D, have had a long association with capacity support within MPW. Evidence provided in earlier sections do indicate that this support has been well received and there are good examples of where the program/counterpart relationship has worked well (i.e. procurement). R4D-SP has provided relevant and appropriate technical support and many GoTL systems will continue as a result of this support. The completion of manuals, guidelines and tools, would add significant value. Unfortunately, as discussed, these have not all been fully completed or are formalised.

Overall, the program has made a positive contribution to the promotion of gender sensitive and gender aware systems and processes that have translated to improved opportunities and access individuals at the community level, particularly for women. The ESF and SSF provide a comprehensive framework to support the active promotion of women within communities. Annex 4 indicates the economic benefits provided to women through opportunities for work and employment. Community consultations do indicate that women perceive they have had more opportunity to derive income and have better access to markets as a result of the improvements in road access. The benefits to women can be sustained but do require a multi-faceted approach to both employment generation and on-going private sector development in the regions. This is not the sole responsibility of R4D-SP but roads play an important role in promoting employment and access and therefore should remain as a core pillar of support to rural regions and marginalised and vulnerable groups.

Despite the positive results to date, it is important to reinforce the importance of continued engagement and refinement of strategies and approaches to promote the support of women and people with a disability. R4D-SP has previously supported strong community engagement but this has fallen away in recent years. Another opportunity is to actively seek out work with national and municipal disability organisations (Timor-Leste Disability Association - TLDA). The evaluation team consulted with TLDA and they have helpful ideas and approaches that R4D-SP could utilise and leverage. R4D-SP cannot be expected to address all issues, however there is scope to engage with and involve specialised service providers who have practical ideas and approaches. Disability is an area that can have a much-raised profile going forward.

Recommendation 10: R4D-SP to engage with specialised service providers (e.g. TLDA) to seek independent and experienced advice to promote context specific approaches that directly seek opportunities to raise the profile and associated benefits to women and people with disabilities.

3.7 Partnerships

This section focuses on partnership, however the questions in the ToR tend to centre on safeguards, GESI and disability as well as governance mechanisms. Key findings and commentary are provided below.

Key Finding 17: R4D-SP has initiated a sound safeguards and GESI framework that has been adequately applied to both R4D-SP and MPW interventions to date, but they require a review and update.

Key Finding 18: R4D-SP, with DFAT need to reinforce the need for strong governance arrangements to guide planning and implementation going forward.

R4D-SP has supported the development of the R4D Social Safeguards Framework (SSF) that establishes specific mechanisms for gender equality for R4D rehabilitation and maintenance works. This has been a significant result and has promoted positive and proactive coordination mechanisms with contractors and communities to address specific needs related to female, participation and engagement and also to recognise the importance of PWD's and the important role they play in rural economies.

As indicated in the coherence section, the SSF system has been adopted by other development partner programs such as the ERA-AF project. The ADB and the WB are also in the process of applying the R4D-SP's CMG system for maintenance contracts on national and municipal roads.

In addition to the SSF, IR4D-SP has also supported the development of social behaviour change communication materials. Gender and disability inclusive visual materials supporting OSH guidance have been produced for display in government and contractor offices. R4D-SP also produced an article on women and rural roads for Lafaek magazine (with Care International and UN Women) to positively influence community gender norms, attitudes, and practices relating to women participation in rural roads works

Since 2016, the percentage of women leading CMGs has increased from only 8% (7 women) female CMG leaders to 21% (23 women) female CMG leaders in 2020. R4D-SP has been proactive in promoting female engagement and leadership at the community level.

One area for concern and consideration is the need for contractor refresher training with regards to ESF and SSF. Evidence from the fieldwork component of the evaluation suggests that contractors and maintenance groups are not adhering fully to the guidelines and short-cuts are being taken with regards to safety and equipment use.

Despite the overall success of the SSF in supporting contractors and communities, work at the institutional level and influencing of key decision-makers does require further attention. Ideally the ESF and SSF would be something adopted by MPW as a key institutional document/manual which would establish a mandate for more targeted support to have the framework mainstreamed across all government led and donor funded activities moving forward.

There is also scope to more proactively engage on the issue of disability as previously discussed. The ESF and SSF including disability remain high priorities and strategies need to be employed to ensure R4D-SP has a direct and tangible influence on results. It would also be useful for R4D-SP to have the input of a technical specialist (gender and disability adviser) to initiate a stocktake of current approaches and prepare an updated strategy and approach that will:

- Identify current best practices and draw on current international experience, particularly in engaging with women and marginalised groups in a CoVID-19 environment.

- Develop a strategy and associated tools to mainstream SSF and disability within the MPW.
- Assist in setting indicators and targets that commit MPW to achieving minimum standards with regards to safeguards, women participation and disability inclusion.

The program should maintain its current commitment and alignment to the “Spotlight Initiative” that was launched on 5 March 2020 at the national level in Dili. The Initiative is jointly led by the Government and United Nations Resident Coordinator’s Office in Timor-Leste and will be implemented by UN Women, UNDP, UNICEF, UNFPA, and ILO.

The ILO’s mandate relies upon tripartism and the engagement and social dialogue of representatives of government, workers and employers. Under this R4D-SP model, the ILO’s role is slightly different as it is engaged primarily as a Managing Contractor (MC) as opposed to a neutral body seeking to promote engagement and dialogue. As a result, the concept of ‘tripartism’ is not fully realised. There are opportunities to promote social dialogue with key partners and this should have a more visible focus under the bridging phase. This would include more visible engagement with employer and worker federations and associated trade union representatives.

Recommendation 11: R4D-SP to review social safeguards and update accordingly to actively promote and details strategies that support all communities with a renewed focus on women and PWD’s. R4D-SP should also actively implement strategies, using social dialogues with key constituents, that support women and PWD in communities.

3.8 COVID-19

This section of the report deals with the implications and impacts of COVID-19 on R4D-SP and outlines some of the strategies and approaches that have been applied. The section discusses the extent to which R4D-SP has contributed to the initial response and touches on issues of decentralisation and additional opportunities.

Finding 20: R4D-SP has played a positive and proactive role in supporting MPW, DFAT and rural communities through the COVID-19 period.

Finding 21: The GoTL’s decentralisation agenda will have significant impacts upon work in the rural economy. R4D-SP need to strategically position themselves to address the emerging requirements.

The COVID-19 pandemic has had a direct impact on all. The GoTL approved in April 2020 a USD142.6 million support package to mitigate the short-term impacts of the COVID-19 crisis and the CoM proposed in June 2020 an additional package of USD286.6 million. A main element of the approved package was a cash transfer scheme targeting more than 298,000 households in Timor-Leste – with each family receiving USD 100 per month, for a period of two months, during the first phase of this support package. The GoTL confirmed at that time that it would develop a recovery plan, and this would present a key opportunity to engage GoTL and incorporate investments in employment-intensive road works, as part of such a recovery plan.

There have been opportunities to pivot resources and to develop strategies that respond to the context and continue a high degree and level of support. R4D-SP has been successful during this period in utilising its existing work arrangements and relationships to mobilise and implement support. A key result has been that a majority of the team were able to continue working within Timor-Leste, despite limitations on movements due to the SoE and associated social distancing restrictions.

The ILO quickly mobilised a grant of USD550,000 to support routine maintenance works. The benefit of this support was to provide short-term employment opportunities to rural communities and ensured that

much needed income continued to flow to support a range of households and small businesses through productive employment. R4D-SP also prepared a concept note to position R4D-SP support as part of a broader GoTL response to COVID-19.

At the field level, R4D-SP quickly suspended all on-site field work and travel to and from regional offices. This presented challenges, particularly in terms of providing updates and in communication and coordination with contractors and work teams. Despite the challenges, R4D-SP achieved the following:

- Prepared COVID-19 guidelines for rural road works
- Prepared site activity illustrative sketches –updating OSH booklet
- Socialization for 55 officials –CDOs, MPW and Municipal PW staff on COVID -19 prevention in workplaces.
- Socialization provided to 66 contractors in 12 municipalities.
- Posters, flyers, and billboards, being printed for placement in all R4D project sites and municipal offices.

The Dili based team maintained regular internal meetings and DFAT initiated bi-weekly meetings rather than the usual monthly meetings and also requested regular updates. R4D-SP also shifted away from training workshops, face-to-face meetings, and data collection activities requiring travel. Support was pivoted towards focusing on developing guidelines and systems including IRMIS. (refer to section on effectiveness) and supporting 2021 budget preparations.

There is positive recognition of the work of the ILO during COVID-19. A DFAT letter dated 2 June 2020 stated that *R4D is a highly suitable platform to support Timor-Leste’s economic recovery from the impacts of COVID-19. We see potential to use the R4D-SP platform to provide new employment and income earning opportunities for women and men across Timor-Leste*.²⁹

Decentralisation continues to impact and influence R4D-SP, particularly in a COVID-19 context. Continued lack of clarity regarding responsibility for rural roads remains a sectoral challenge. Under the on-going process of de-concentration and decentralization, responsibilities for the design, planning and implementation of investments in rural (and municipal) roads is being transferred to the municipal level. For municipal-level officials to be able to execute their responsibilities, significant capacity development is required.

The GoTL continues advancing its decentralisation and deconcentration process and there are indications that this process may begin accelerating in 2021. The GoTL Economic Recovery Plan recognises that administrative deconcentration and decentralisation are of particular importance. The Plan recommends the gradual continual implementation of these processes, and also advocating for “groupings” of Municipalities (“Regions”).

It is critical that R4D-SP support the clarification of roles and responsibilities between central and municipal authorities. This would support the clarification of roles and responsibilities (based on decree law). R4D-SP could also support the updating of job descriptions and workplans of relevant staff. Along with formal approaches, R4D-SP could also support increased interaction and team building between the agencies – building off of work that has begun in Phase II through joint training initiatives.

²⁹ DFAT Letter from Mr. Nick Cumpston, Counselor for Governance and Rural Development , Australian Embassy to Ms. Michiko Miyamoto, Country Director ILO Indonesia and Timor-Leste – Dated 2 June 2020.

Recommendation 12: ILO and DFAT need to prioritise support to GoTL’s decentralisation agenda and plans and to confirm priorities and implementation strategies with regards to works, budgets and ultimate responsibilities.

4. Good Practices and Lessons Learned

The following section identifies areas of good practice and also outlines a series of key lessons learned identified by the evaluation team. Areas of good practice include:

- The R4D-SP “embedded model” does provide an opportunity to strong engagement and consultation with key stakeholders within the MPW and also within municipal administrative structures.
- The contribution of support to contractors (through training) and to communities (through the application of labour-based approaches) is an effective model to promote both private sector development and economic growth in rural areas.
- The provision of guidelines and manuals is a positive opportunity for engagement and influence but is less effective unless such tools are embedded, insitutionalised and applied.

Key lessons learned include:

- The embedded model, while identified as a good practice runs the risk of implementing “capacity substitution” effects. It is important to ensure all technical advisers and staff have a direct counterpart (individual or work unit) and have a clear capacity development plan and workplan, including a transition plan with strategies on how to effectively handover skills and knowledge in defined timeframes.
- High level strategic engagement and policy advice and guidance are critical components of an overall approach to R4D-SP. Technical support is important but is limited by the constraints in the enabling environment. It is important to strike a balance between strategy and policy advice and technical support and direction.
- Important to agree on effective roles and responsibilities to develop strategies to address the issues that have been raised in previous reports and evaluations, namely: (i) contractor payments; (ii) consistent and regular budgets; (iii) government processes (e.g. ADN) and (iv) implications for decentralisation.
- Effective and robust government led governance mechanisms (IMRF and RWG) are critical functions that influence govern decisions and influence policies guidelines and standards. Without these systems, the long-term effectiveness and sustainability of interventions is questioned.
- It is important to view rural roads support as a component of private sector development, employment creation and economic growth, particularly in response to the COVID-19 situation. When viewed as a broad package, there is broader scope to channel support and assistance and to view roads as a component of support to help rural economies develop economically.

Lesson learned templates are included as Annex 5.

5. Conclusions and Recommendations

The evaluation has revealed a number of key findings and issues that do require attention going into the bridging phase. The issue of manuals, guidelines and tools and associated systems has been discussed and requires significant attention to have these deliverables finalised and (where appropriate) formally approved and/or endorsed.

The program has made sound progress with regards to capacity development and training; however capacity development could be enhanced with a more structured approach to assessment. The lack of standardised tools and guidelines (like manuals) limits the impacts on training as it is often unclear as to how skills and knowledge are being applied. Annual self-assessments are not sufficient for a program of this kind.

R4D-SP has demonstrated its relevance and overall effectiveness. There is opportunity under the bridging phase to further accelerate arrangements to build on the gains achieved to date. The ultimate success of the program will revolve around its ability to embed manuals and systems and support MPW through structured and planned work that works alongside counterparts, promoting partnership based on shared visions, partnership and respect. It is also dependent upon the ability to leverage and utilised capacity development and training support (either within MPW/Municipalities and/or the private sector).

Governance structures also could be enhanced. Whilst it is recognised that the IMRF may not proceed, there are other options for consideration that bring together partners and stakeholders to help shape strategic direction and identify areas for further engagement and support.

R4D-Sp has the potential to be a very good program and the work during CoViD-19 highlights the importance of having a program that can mobilise support and work through existing structures, particularly at the contractor and community level to mobilise support.

Ging forward, it is imperative that R4D-SP clearly defines expected outcomes and priority areas for focus. The rural economy and private sector development remain high priorities and R4D-SP is well positioned, with DFAT support to continue this work. Key recommendations include:

Recommendation 1: R4D-SP to design a bridging phase that has a clear focus on key components (policy, institutional capacity and targeted training support) and has clear targets and an appropriate structure to realise these. R4D-SP and DFAT to carefully consider the overall structure and strategic focus of the program with regards to influence and engagement with the MPW and other key stakeholders within Government.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Short	Medium

Recommendation 2: R4D-SP, MPW, ILO and DFAT, as part of the bridging phase, to clarify and confirm partnership arrangements, roles and responsibilities and priority areas for partnership engagement between them. This should be built in as a performance measure.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP , MPW ILO and DFAT	High	Short	Medium

Recommendation 3: R4D-SP and DFAT to work with the Minister of MPW to promote the importance of the IMRF and to consider strategies and options to have it operationalised. Also to consider other alternatives for engagement (e.g. working with Ministry of Planning) should the IMRF cease.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
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R4D-SP, MPW and DFAT	High	Short	Low
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Recommendation 4: R4D-SP to support an immediate review and update of the RRMPIIS and to work with MPW to ensure updated information, data and maps are included to support planning and budgeting processes.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP, DFAT and MPW	High	Short	Medium

Recommendation 5: R4D-SP manuals, guidelines and systems to be finalised over a six-month period and work to commence on embedding within ministry systems and departments with intention to have endorsement by MPW. R4D-SP should also conduct an immediate stocktake of all manuals, guidelines and systems and provide an immediate update on current status.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Short	Medium

Recommendation 6: R4D-SP to review and revise capacity development plans for all staff that set clear targets and milestones and detail transition arrangements with key counterparts. A reporting system to track progress is an immediate priority for RCs as part of their transition process.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 7: R4D-SP to review current arrangements between contractors and communities and working with municipal counterparts undertake a stocktake of all contracts and contractors to identify and rectify non-compliance issues. Also work with municipal counterparts to rectify non-compliance issues in communities with regards to safeguards.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 8: R4D-SP should review and assess the value of the embedded model as part of the bridging phase and consider ways in which strategic engagement and associated work processes could be enhanced to promote greater efficiency.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 9: R4D-SP should review its capacity development approach and seek to address key reforms, particularly as they relate to decentralisation. There is a need to develop and implement capacity building plans that are relevant to the context and respond to the constraints identified and be realistically implemented with available R4D-SP technical assistance support. Supporting the work should include a

simplified reporting system that provides clear evidence of progress towards defined targets and expected results.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 10: R4D-SP to engage with specialised service providers (e.g. TLDA) to seek independent and experienced advice to promote context specific approaches that directly seek opportunities to raise the profile and associated benefits to women and people with disabilities

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Low

Recommendation 11: R4D-SP to review social safeguards and update accordingly to actively promote and details strategies that support all communities with a renewed focus on women and PWD's. R4D-SP should also actively implement strategies, using social dialogue with key constituents, that support women and PWD in communities.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP	High	Short	Medium

Recommendation 12: ILO and DFAT need to prioritise support to GoTL's decentralisation agenda and plans and to confirm priorities and implementation strategies with regards to works, budgets and ultimate responsibilities.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
R4D-SP and DFAT	High	Medium	Medium

Annex 1: Terms of Reference

Terms of Reference

Roads for Development Support Program (R4D-SP).

Program Title	Roads for Development Support Program (R4D-SP).
TC programme code	TLS/16/03/AUS
Donor	The Australian Government (GoA), Department of Foreign Affairs and Trade (DFAT)
Total approved budget	26,000,000 AUS
ILO Administrative unit	ILO Country Office for Indonesia and Timor-Leste
ILO Technical Units	ILO Decent Work Technical Support Team for East and South East Asia and the Pacific, based in Thailand
Type and scope of Evaluation	Independent Final Evaluation (concerning the period 1 January 2017 - 31 December 2020)
Evaluation date and field work dates	26 working days from October 2020 to January 2021 (Virtual Interviews with Stakeholders in Timor-Leste (and Field mission by National Consultant (if necessary) take place in November 2020)
Programme Duration	1 January 2017 - 31 March 2021 (51 months)
Evaluation Manager	Ms Rattanaporn Pongpattana, Monitoring and Evaluation Officer, ILO - RO-Asia and the Pacific, in Thailand, Bangkok.
TORs preparation date	September 2020

ABBREVIATIONS

CMGs	Community Maintenance Groups
CTA	Chief Technical Advisor
DWT	Decent Work Technical Support
DFAT	Department of Foreign Affairs and Trade
DRBFC	National Directorate of Roads, Bridges and Flood Control
DUA	Design Update Annex
DRP	Document Review paper
DWCP	Timor-Leste Decent Work Country Programme
EIIP	Employment Intensive Investment Program
EM	Evaluation Manager
EoPO	End of Program Outcomes
ERD	Estrada Rural ba Dezenvolvimentu (Tetun name of the GoRTL's R4D)
GoA	Australian Government
GoTL	Government of Timor-Leste
IE	International evaluator
IRMIS	Integrated Roads Management Information System
MELP	Monitoring, Evaluation and Learning Plan
MPW	Ministry of Public Works
MTR	Mid-term Review
NE	National evaluator
ROAP	ILO Regional Office for Asia and Pacific
RRMPIS	Rural Roads Master Plan & Investment Strategy
R4D-SP	Roads for Development Support Program
SDG	United Nations Sustainable Development Goals
SDP	Timor-Leste Strategic Development Plan
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Guidelines

1. Introduction and Rationale for the Final Evaluation

This Terms of Reference (TORs) concerns a final independent evaluation of the Roads for Development Support Program (R4D-SP). The program started in April 2017 and it will end in March 2021.

As per ILO evaluation policy, the R4D-SP Programme is subject to a mid-term independent evaluation and a final independent evaluation. The external independent Mid-term review (MTR) was commissioned by the Australian Embassy in Timor-Leste (with the TOR prepared jointly by the Australian Embassy/DFAT and the ILO), and conducted between May and July 2018.

The final independent evaluation will be carried out between October and January 2020, and managed by an independent evaluation manager, Ms Rattanaporn Pongpattana, Monitoring and Evaluation Officer based at ILO Regional Office for Asia and the Pacific. The evaluation manager prepares this TOR and finalizes it in a consultative process involving the ILO R4D-SP, the ILO EIIP technical backstopper, ILO tripartite constituents, and other key programme stakeholders, including the donor. The evaluation will comply to the United Nations Evaluation Guidelines (UNEG) Norms and Standards³⁰, ILO policy guidelines (3rd edition)³¹ and the ethical safeguards³².

The main purpose of this final independent evaluation is to promote accountability to ILO key stakeholders and the donor, and to enhance learning within the ILO and key stakeholders. The findings will be used to improve the design and implementation of similar future projects/programs. Knowledge and information (including lessons learned, good practices and challenges) obtained from this evaluation will be used as a basis for the design and implementation of a possible next phase of the Program – with an increased focus on inclusive economic recovery. The evaluation will also assess the extent to which the recommendations of DFAT’s MTR have been followed-up/achieved. Furthermore, the evaluation will support public accountability towards the Government of Timor-Leste (GoTL) and the ILO.

Since the completion of the MTR in 2018, DFAT and the ILO R4D-SP team have developed a very comprehensive reporting format for 6-monthly and yearly progress reporting and this reporting format also includes information in relation to the follow-up given to the findings and recommendations of the MTR. As such, these progress reports provide the large majority of the information required for an evaluation. Furthermore, DFAT reviews and documents on an annual basis the performance of the Program, including ILO’s performance, on key indicators. The outcome of these reviews is discussed with ILO and is agreed upon. As such, much information that is normally only collected during an evaluation, is already available.

For these reasons, and also taking into account travel restrictions related to COVID-19, the evaluation aims to be a ‘light’/remote final independent evaluation. These mean that review and assessment of secondary data will constitute the main element of the methodology – to be complemented with on-line interviews/meetings with selected key stakeholders and review of some video recording of physical infrastructure work undertaken by the project. Despite these, the home based international consultant will further refine and determine the final methodology of this evaluation, in consultation with the Evaluation Manager as well as with the ILO project Team on feasibility in terms of proximity/time ground condition factors.

2. Background of the Programme

R4D-SP is an ILO technical assistance program, implemented from April 2017 to March 2021. It is funded by the Australian Government (GoA) to support the GoTL’s R4D³³ Program that rehabilitates and maintains the country’s core rural roads network. The broader development objective of R4D is to contribute to social and economic development in rural areas in Timor-Leste.

R4D-SP aims to strengthen the capacity of the National Directorate of Roads, Bridges and Flood Control (DRBFC) within the Ministry of Public Works (MPW) in the planning, design and delivery of investments in the rehabilitation

³⁰ <http://www.unevaluation.org/document/download/2787>

³¹ http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

³² <http://www.unevaluation.org/document/detail/100>

³³ As part of program ownership and sustainability, the Minister of Public Works in 2019, issued a Circular No: 2884/MPO/IX/2019 re-branding R4D with a Tetum name “Estrada Rural ba Dezenvolvimentu” – (ERD). This Circular designated formal management responsibilities for the ERD programme through the identifies specific technical responsibilities within the National DRBFC and the DG-AF, as well as specifying that these agencies should allocate necessary time and resources for ERD work. Through the Circular, the Minister further requests that R4D-SP focus technical support on building the capacity of the MPW and municipal public works in fulfilling these responsibilities.

and maintenance of rural roads, using private sector local contractors. The DRBFC at the national level, supported by 12 municipal Public Works Offices, is the implementing agency for R4D.

R4D-SP supports the continuation of the R4D first phase that was implemented from March 2012 to March 2017 when ILO provided technical advice and implementation support to MPW. The overarching rationale and goal for R4D Phase II (renamed as ERD – see footnote 4) remains unchanged: *Women and men in rural Timor-Leste are deriving social and economic benefits from improved rural road access.*

Program Theory and Strategy

R4D-SP is designed to support the Government of Timor-Leste to realize the above-stated ERD goal.

In compliance with DFAT's Monitoring and Evaluation Standards, R4D-SP developed a Theory of Change (ToC) framework, derived from the R4D Phase II Design Update Annex (DUA) Preliminary Results Framework (during a workshop held on 5 December 2017).

The ToC workshop was attended by government counterparts, DFAT and R4D-SP staff. Subsequently, small-group sessions were held to develop the Program's Monitoring, Evaluation and Learning Plan (MELP), including the mapping of the DUA's Preliminary Results Framework into the MELP format. The ToC reflects the adjustments in the approach to the Program, consistent with the DUA and the pathways to supporting and achieving the R4D-SP End of Program Outcomes (EOPOs) and ERD goal.

As per the ToC, R4D-SP contributes to the achievement of the R4D goal through two EOPOs:

EOPO 1: GoTL is effectively managing rural roads at national and municipal levels

To achieve EOPO1, R4D-SP will support and build the capacity of DRBFC, the National Directorate of Procurement in the MPW, and relevant GoTL staff in 12 Municipalities to manage ERD. This involves having a functional rural road policy and strategy; improved systems and procedures for rural roads management; strengthened capacity of relevant GoTL staff for planning, procuring, supervising, and delivering rural roads works, strengthened collaboration between government agencies and development partners, and; adequate resourcing for rural roads rehabilitation and maintenance.

R4D-SP will support the MPW in developing a Rural Road Policy, either as a stand-alone policy or as part of a broader roads policy, including addressing the need for standardized and institutionalized systems and procedures for rural roads. This will include the development of the Integrated Roads Management Information System (IRMIS), the design of standardized guidelines and manuals for rural roads, and the development of an ERD operations manual. R4D-SP will also support the development of other systems that will improve Ministry operations.

Collaboration between government agencies and development partners is essential for GoTL to effectively manage rural roads. R4D-SP will support MPW to establish and coordinate the Inter-Ministerial Road Forum for the management of the national road network and the Technical Working Group (TWG) for the development and implementation of an integrated road policy. These groups are expected to strengthen working relationship between government agencies and development partners.

GoTL has endorsed the Rural Roads Master Plan & Investment Strategy 2016 – 2020 (RRMPIS) as the guiding framework for rural road development in Timor-Leste. The RRMPIS provides information on the extent, condition and social and economic importance of rural roads and a clear rationale for prioritizing maintenance and rehabilitation works. The RRMPIS also includes a 5-year investment strategy and plan, including costing for rehabilitation and maintenance and year-to-year prioritization of investments in core rural roads. R4D-SP will support the socialization, implementation and future update of the RRMPIS, as well as the monitoring of progress in implementation of the RRMPIS.

R4D-SP will build the capacity of Ministry officials through training and mentoring. R4D-SP will also support the development of capacity development standards and guidelines to improve the resources and skills of Ministry staff to plan, procure, supervise, and deliver rural roads works.

EPOPO 2: Increased contractor capacity, employment and income in selected rural communities

GoTL will continue contracting private sector contractors to undertake ERD rehabilitation and maintenance works on core rural roads. R4D-SP continues to support the development of the technical and commercial capacity of contractors in each Municipality to tender for and undertake rural road works. R4D-SP provides mentoring for contractors, improving the quality of their construction works and business practices. Capacity development for local civil work contractors will also be provided through local training organizations.

R4D-SP promotes the use of employment-intensive approaches and Community Maintenance Groups (CMGs). Local communities are employed for the rehabilitation and maintenance of rural roads, facilitating increased employment and income in rural communities.

R4D-SP supports Municipal DRBFC staff to oversee contracts and strengthen systems that enable local leaders, including women and youth on suku³⁴ Councils to play a role in mobilizing communities and supporting communities to hold contractors to account.

3. Links to International and National Development Priorities and Outcomes

Timor-Leste Strategic Development Plan 2011-2030. The Timor-Leste Strategic Development Plan (SDP) 2011-2030 is a key national development plan in Timor-Leste and serves as the main tool for the operationalization of the government's strategy. The SDP 2011-2030 has a clear aim to develop core infrastructure of the country, as well as human resources. The R4D-SP contribution in the areas of rural infrastructure development, private sector and entrepreneurship, vocational training and employment creation is in full support of the National Strategic Planning objectives and links to:

- TLS 176 - Enhanced rural employment, safety net, and economy through infrastructure investment, livelihoods programmes, and business development support
- TLS 103 - Improved policy formulation and advocacy to support employment and training in the country.

Programs of the Constitutional Governments of Timor-Leste. The Programs of the Sixth Constitutional Government 2015-2017, the Seventh 2018-2020, and the eighth 2021 -2023 Constitutional Governments respectively, cover four broad areas aligned with the SDP: Social Development, Infrastructure Development, Economic Development, and Governance Development. The R4D-SP technical team supports the respective governments to plan and implement its infrastructure program in an effective and targeted manner, encouraging higher levels of private sector activity, including the growth and expansion of small and micro business, support training systems in the country, etc.

United Nations Development Assistance Framework (UNDAF) 2015-2019 for Timor-Leste. R4D-SP aligns with and contributes to UNDAF Outcome 2 "People of Timor-Leste, especially the rural poor and vulnerable groups, derive social and economic benefits from improved access to and use of sustainable and resilient infrastructure".

Sustainable Development Goals. R4D-SP is in line with the majority of the seventeen (17) United Nations Sustainable Development Goals (SDGs). It dovetails perfectly with five of the goals, namely: Goal 1: End poverty in all its forms everywhere; Goal 5: Achieve gender equality and empower all women and girls; Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation; Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Timor-Leste Decent Work Country Programme (DWCP) 2016-2020. R4D-SP supports GoTL's DWCP priorities and outcomes, in particular in the area of improved access to employment services and income opportunities, strengthening national capacity for the adoption of labour-based methods to implement employment-intensive infrastructure programs that also integrate rights, social protection and social dialogue aspects of the Decent Work Agenda.

It has also contributed to ILO 2016-17 and 2018-19 Programme and Budget Outcome 1: More and better jobs for inclusive growth and improved youth employment prospect, Indicator 1.4: Institutional development and capacity

³⁴ The name in Tetum for village

programmes in industrials, sector, trade, skills, infrastructure, investment or environmental policies for more and productive and better quality jobs. It is also contributing to ILO 2020-21 Programme and Budget Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all, Indicator 3.2.1: Number of member States with measures for decent work in rural areas.

4. Programme Management Team Set-up

R4D-SP is managed by an ILO Chief Technical Advisor (CTA) who is responsible for the overall management and technical implementation of the Program. The CTA reports directly to the ILO Country Director for Indonesia and Timor-Leste.

Technical backstopping for the Program is provided by the Decent Work Technical Support Specialists based at the ILO Regional Office in Bangkok.

The Program's external coordination and oversight arrangements with the implementation partners and stakeholders include:

- Monthly meetings with DRBFC, chaired by the Director of DRBFC
- Monthly meetings with the Australian Embassy and MPW
- 6-monthly meetings between the Australian Ambassador to Timor-Leste, Minister of Public Works and the ILO Country Director for Indonesia and Timor-Leste.
- Annual review and planning meetings with the Minister of State's Coordinator of Economic Affairs (or equivalent)

5. Stakeholders and Target Groups

To achieve the EOPOs, R4D-SP works closely with relevant government agencies, the Australian Embassy, development partners, ILO technical back-stoppers, local contractors/private sector contractors, and other training organisations. The roles and responsibilities of the stakeholders and areas of collaboration with Development Partners (DPs) are attached as Annex 5 and Annex 6 respectively.

ERD covers 12 Municipalities³⁵, as the following: (1) Aileu ; (2) Ainaro; (3) Baucau; (4) Bobonaro; (5) Covalima ; (6) Dili ; (7) Ermera ; (8) Lautem ; (9) Liquica ; (10) Manatuto; (11) Manufahi ; (12) Viqueque.

Major Program results during Phase II include:

- A total of 552 km of the rural road network has been improved through a combination of rehabilitation, periodic maintenance/spot improvements, and are under continuous routine maintenance through the use of Community Maintenance Groups (CMGs).
- A total of 552,479 (394,548 male; 157,931 female) person-days of short-term employment created
- An estimated USD 2.83 million in wages has been paid to local workers
- Training of staff of MPW and Municipalities for the design, planning, procurement and implementation of investments in the rural road network
- 113 contracting firms have been trained in labour-based technologies for rural roads works
- Development of various systems, technical standards, manuals, guidelines and procedures for effective management of rural roads.

6. Purpose, Objective and Scope of the Evaluation

The main purpose of this final independent evaluation is to promote accountability to ILO key stakeholders, including the Government of Timor-Leste and DFAT, and to enhance learning within the ILO and key stakeholders. The findings will be used to improve the design and implementation of future similar projects/programs. Knowledge and information (including lessons learned, good practices, challenges and etc.) obtained from this evaluation, will be used as a basis for the design and implementation of a possible next phase of R4D-SP - with more emphasis given towards inclusive economic recovery. The evaluation will also assess the extent to which the recommendations of the MTR have been followed up/achieved.

³⁵ These are all the country's Municipalities, with the exception of the enclave of Oecussi.

The final independent evaluation has the following specific objectives:

- Assess the extent to which the Program has achieved its stated objectives and expected outputs and results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, and partnership arrangements
- Assess the extent to which the recommendations of the MTR are still relevant in the current context and the extent to which they have been followed up/achieved
- Identify unexpected positive and negative results of the Program
- Assess the extent to which the Program outcomes will be sustainable
- Identify lessons learned and recommendations for the design of a possible next phase.

Scope of the evaluation. The scope of the final evaluation is guided by the main objective and the specific objectives as outlined in the above section. The evaluation covers the period of implementation of R4D-SP from its start in April 2017 until the time of the final evaluation, covering key outputs and results (including unexpected results). It involves discussions with ILO R4D-SP staff, national counterparts and development partners of the Program, the donor, and the Bangkok-based ILO technical specialists. Meetings will be held with ILO Program staff, ILO technical specialists, key stakeholders, and the donor.

The scope of work includes an assessment of the performance of the Program vis-à-vis:

- Outputs and outcomes - against targets and indicators
- Chosen strategies and implementation modalities
- Partnership arrangements
- Follow-up to identified constraints/challenges and opportunities/recommendations
- Use and management of the financial resources of the Program.

The scope of work also includes the formulation of recommendations for the design and implementation of a possible next phase of R4D-SP. The evaluation will integrate gender equality and disability as cross-cutting concerns throughout the methodology, the deliverables, and the final report of the evaluation.

Considering the restrictions related to COVID-19, and the light footprint of the final evaluation, these cross-cutting concerns will be addressed as much as practically possible - in line with EVAL's Guidance Note n° 4. Similarly, EVAL's Guidance Note n° 7 will be followed as much as practically possible to ensure stakeholder participation (web links to the Guidance Notes are provided in the Annexure).

To the extent available, the evaluator should review secondary data and information disaggregated by sex, gender, and people living with a disability. It is important to assess the relevance and effectiveness of the Program's strategy related to gender equality and the inclusion of people living with a disability. All this information should be included in the Inception Report and (draft and final) Evaluation Report.

7. Clients and Users of the Evaluation

- ILO R4D-SP team and ILO Country Office for Indonesia and Timor-Leste
- DWT – Bangkok
- ILO-DEV/INVEST (EIIP), ILO HQ
- Government of Timor-Leste (including Ministry of Public Works)
- Confederation of Trade Unions of Timor-Leste (KSTL)
- Chambers of Commerce and Industry in Timor-Leste (CCI-TL)
- DFAT – GoA
- ILO Regional Office for Asia and Pacific (ROAP)
- Other relevant ILO policy departments, branches and programmes

8. Evaluation Criteria and Key Evaluation Questions

Evaluation criteria. Evaluation criteria to be applied relate to relevance, coherence, efficiency, effectiveness, impact and sustainability, and gender equality and disability inclusiveness.

8.1. Suggested Key Evaluation Questions

Suggested key evaluation questions are listed below. Under some of the key questions, sub-questions have been suggested as well. Given the purpose of the evaluation, the evaluator may suggest additional questions – in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the IE and reflected in the Inception Report.

Relevance

- The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).

Coherence

- How coherent R4D-SP fits within DFAT's portfolio of investments in Timor-Leste and its Country Strategy (currently, and am and going forward), as within other ILO investments in Timor-Leste?
- To what extent and how successfully has R4D-SP leveraged resources with other interventions (i.e. ADB, JICA, EU, WB) and through partnerships with other organizations, to enhance the programmes' effectiveness and maximize impact, if any? Are there any opportunities or recommendations for improved leveraging?

Effectiveness:

- The extent to which the interventions achieved, or are expected to achieve, its objectives, results and outputs, including any differential results across groups? Have the desired results (planned specific objectives) been achieved as per the indications of success agreed with the donor?
- To what extent has R4D-SP contributed towards equipping GoTL to effectively manage rural roads at national and municipal level?
- To what extent has R4D-SP contributed towards relevant GoTL agencies having a functional rural road policy and strategy?
- To what extent has R4D-SP contributed towards improving systems and procedures for rural roads management?
- To what extent has R4D-SP contributed towards improving the capacity of relevant GoTL agencies staff to plan, procure, supervise, and deliver rural roads works?
- To what extent has R4D-SP contributed in strengthening collaboration between government agencies and development partners to address rural roads sector problems?
- To what extent has GoTL adequately allocated resources for investments in rural roads rehabilitation and maintenance?
- To what extent has R4D-SP contributed in ensuring that there are predictable annual budgets for investments in the rural roads sector?
- How effective were the chosen strategies and implementation modalities in achieving the Program targets? What are the good practices and lessons to be learned from the Program approach and strategies?
- How effectively has the Program strengthened GoTL capacity for integrating social safeguards measures in rural road works, including occupational safety and health measures? What are the good practices and lessons learned from the Program's approach? What have been the main challenges?

Efficiency of Resource Use

- The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way
- How efficiently have resources (staff, time, expertise, budget, etc.) been allocated and used to provide the necessary support and to achieve the broader programme objectives and results?

- To what extent are the recommendations of the MTR still relevant in the current context? To what extent have they been followed up and achieved?

Impact Orientation

- To what extent has the intervention generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.
- To what extent are women and men, including people with disabilities, in rural Timor-Leste deriving social and economic benefits from improved rural road access? Are there any differential results (both intended and unintended) across groups?
- Are there any significant positive or negative, intended or unintended, higher-level effects observed on socio-economic, environmental and cultural aspects?

Sustainability

- To what extent do the net benefits of the intervention continue or are likely to continue.
- To what extent is the programme promoting decent work for both men and women in the target communities, including men and women with disability, maximising sustainability, and promoting accountability and transparency?
- Are the products (improved rural roads) climate resilient? To what extent do they withstand the effects of weather-related events and disasters such as flood, storm surge and droughts?
- Tripartism, Social Dialogue, Gender Equality and Non-discrimination
- What are so far the key achievements of the Program in promoting women’s empowerment, gender equality and disability inclusiveness? To what extent has the Program contributed to improved gender equality and women empowerment³⁶ in the target communities?
- To what extent are the Program’s strategy related to gender equality and the inclusion of people living with a disability relevant and effective?
- To what extent do the governance arrangements of the Program provide for quality tripartite dialogue on the Program’s priorities?

COVID 19 and other Challenges and Risks

- How well had the Program managed the major challenges/risks that affected Program performance (incl. those related to COVID-19 and reduced budget)? To what extent have the mitigation measures been effective?

9. Evaluation Methodology

As earlier mentioned, this final evaluation is proposed to be rather a “light” evaluation and that review and assessment of secondary data will constitute a main element of the methodology. The final methodology and evaluation questions will be determined by the home-based international consultant in consultation with the Evaluation Manager as well as with the ILO project Team on feasibility in terms of proximity/time ground condition factors.

The independent final evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO’s evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as Evaluation Quality Standards. The evaluation is an independent evaluation, and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the Evaluation Manager.

The evaluation will apply an appropriate methodology to gather data and information in order to offer diverse perspective to the evaluation and to promote as much engagement of key stakeholders of the programme at all levels as possible during the design, field work, validation and reporting stages. To collect the data for analysis, the

³⁶ These include, for example, address discriminatory social norms, address women’s time poverty, address barriers that discourage women from seeking employment outside the home, promote women’s participation in leadership positions in the program’s governance and in community structures; strengthen women’s security of access to resources relative to men’s.

evaluation will make use of the techniques listed below (but not limit to). As much as practically possible, the data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

Desk review. It will include a review of available documentation (including PRODOC, progress reports, previous monitoring and evaluation reports, baseline survey reports, MTR, DFAT’s annual review reports, technical reports, impact reports, procedural manual, activity documents, communications, research, and publications, etc.). See the list of program documents to be reviewed in Annex 2

Key informant interviews. Virtual meetings will be conducted by the IE, with support from a NE/Translator, with ILO R4D-SP Program staff, ILO Specialists, Donor, key stakeholders and development partners (as much as possible), as listed in Annex 3

Review of visual information. R4D-SP programme team will share video clips to provide illustrative information about the construction works.....

The evaluation approach and methodology should be determined by the Evaluator in consultation with the Evaluation Manager on the basis of what is appropriate and feasible to meet the evaluation purpose, objectives and answers to evaluation questions. Selection of the field visit’s locations should be based on criteria to be defined by the evaluation team, and to be approved by the Evaluation Manager. This should also be in consultation with the ILO programme Team on feasibility in terms of proximity/time ground condition factors

At the end of the field work the evaluation team will present preliminary findings to the “limited” Program key stakeholders in a workshop to discuss validate and refine the findings and fill information gaps. The home-based IE, the evaluation manager, and some programme stakeholders will be connected online.

Main Deliverables

All the deliverables to be produced and presented by the evaluator need to be in the English language. These are:

- Draft Document Review paper (DRP) ³⁷ Upon the review of available key documents and an initial discussion with the programme management team, the evaluator must submit draft document review paper that include findings from Desk review, list of documents reviewed and draft evaluation matrix. A template for the DRP will be shared by the evaluation manager. Submission date: tentatively week 4 of October (i.e. around the mid of the inception phase).
- An Inception Report – At the end of the inception phase, the IE will submit an inception report. . The inception report will:
 - Describe the conceptual framework that will be used to undertake the evaluation
 - Elaborate the methodology proposed in the TOR with adjustments and precisions as required
 - Set out the evaluation matrix to indicate how information and data for addressing each evaluation question and programme’s performance indicators will be gathered. This must include data sources, (emphasizing triangulation as much as possible) data collection methods, and sampling
 - Where it is agreed by the IE, EM and the program team to conduct field visits, selection criteria for locations to be visited at national and sub-national levels and criteria for beneficiaries to be interviewed, as well as strategies for engaging with women and persons living with disabilities as well as data quality assurance and quality control plan;
 - Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones
 - Set out the list of key stakeholders to be interviewed and the guides to be used for interviews, observation, focal groups and other techniques that may be applied.
 - Develop data collection tools and questionnaires.
 - Set out the agenda for the stakeholders’ workshop.

Before proceeding with the fieldwork, the Evaluation Manager should approve the Inception Report in consultation with the R4D-SP team.

³⁷ The main focus should be on the formulation of the sub-questions – based on findings from the reviewed documents

- A Stakeholders' Workshop to present preliminary findings at the end of the virtual data collection phase. The evaluator will organize a half day meeting to discuss the preliminary findings of the evaluation after data collection is completed and an initial analysis has been done. The workshop will be technically organized by the evaluator, with the logistic support of the Program.

Present key evaluation findings to the Program Stakeholders, at the Final Evaluation Meeting tentatively scheduled at the end of the field data collection phase (precise date to be determined). A PowerPoint presentation should be prepared for the presentation.

- First draft of the Evaluation Report (see outline below). The report will be reviewed by the evaluation manager to ensure the quality of the report. After that, it will be shared with all relevant stakeholders for two weeks for comments. The comments will be provided to the evaluator to enable him/her to produce a final version that integrates the comments.
- Final version of the Evaluation Report, incorporating comments received (or a specific justification for not integrating comments). The report should be no longer than 50 pages excluding annexes. The quality of the report will be assessed against the EVAL checklist, see Annex 6. The report should also include a section on output and outcome level results against indicators and targets as well as comments on each one. The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager/Regional evaluation officer)

Executive summary and Lessons Learned and Good Practices in the ILO EVAL template

Notes from the evaluation final meeting and debriefing meeting. The draft and final versions of the Evaluation Report in English (maximum 50 pages plus annexes) will be developed, following the following structure:

Cover page with key programme data (programme title, programme number, donor, programme start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).

- Table of contents
- Acronyms
- Executive Summary
- Background of the Program and its intervention logic
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Review of Program results
- Presentation of findings (by evaluation criteria)
- Conclusions and recommendations (including to whom they are addressed, resources required to implement the recommendations, and their priority and timing)
- Lessons learnt and potential good practices
- Annexes (TOR, indicator table with the status achieved to date of Program indicators/targets and a brief comment per indicator, a list of people interviewed, schedule of the field work, list of documents reviewed, lessons and good practices as per ILO template – one lesson learnt or good practice per template, other relevant information).

Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

11. Management Arrangements and Work Plan

The Evaluation Manager, who has not had prior involvement in the Program, will manage this final evaluation. The Evaluator reports to the Evaluation Manager. The Evaluation Manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TORs with inputs from key stakeholders (draft TORs to be circulated for comments)
- Develop the Call for Expression of Interest and the selection of the IE, in coordination with the Regional Monitoring and Evaluation Officer and EVAL
- Brief the Evaluator on ILO evaluation policies and procedures
- Initial coordination with the Program team on the development of the field mission schedule (if field mission is agreed between the IE and the EM) and the preliminary results workshop
- Approve the Inception Report
- Circulate the first draft of the Evaluation Report for comments by key stakeholders
- Ensure that the final version of the Evaluation Report addresses stakeholders' comments and meets ILO requirements (See Annex 1).
- Share the report with EVAL for final approval and uploading in the public e-discovery repository.

Evaluation team. The evaluation will be undertaken by one home-based IE, and a national consultant or a translator. The evaluation team will have the final responsibility for the evaluation report and ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. The evaluator will agree on the distribution of work and schedule for the evaluation and stakeholders to consult. It is expected that the report will be written in an evidence-based manner.

Required Qualifications of the International Evaluator (home based or based in Timor-Leste)

- Advanced university Degree with minimum 10-12 years of relevant experience in international project /program evaluations
- Hands-on experience in the design and implementation rural infrastructure development projects/programmes (preferable in the rural roads sector) and related capacity building and cross-cutting aspects
- Demonstrated knowledge/experience with the application of rights-based approaches, an understanding of human rights and rural development issues in Southeast Asia and the ILO decent work agenda.
- Experience in Timor-Leste is an advantage.
- Experience in using the Theory of change approach in evaluations.
- Relevant experience with Results Based Management
- Extensive experience in applying, qualitative and quantitative evaluation methodologies
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable
- Proven ability to produce analytical reports and a good command of English
- Ability to bring gender-sensitive and disability-inclusive dimensions into the evaluation in the design, data collection, analysis and report writing of the evaluation
- Excellent analytical skills with the ability to analyse and interpret data from a range of sources
- Good understanding of the local context, in particular in relation to rural development
- Be flexible and responsive to changes and demand
- Be client oriented and open to feedback
- Be able to work efficiently and effectively in situations with tight and demanding deadlines

12. Administrative and logistic support

The R4D-SP team in Timor-Leste will provide all required administrative and logistical support to the evaluation team (including organizing virtual debriefing workshop) and will assist in organizing a detailed evaluation mission agenda for the national consultant (if needed). The Program management will ensure that all relevant documentation will be made available in a timely manner to the Evaluator.

13. Roles of key stakeholders

All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TORs and to the draft final evaluation report. The main stakeholders that should be consulted as following:

Programme team and ILO Country Office for Indonesia and Timor-Leste
 DWT – Bangkok, ILO HQ
 Government of Timor-Leste
 Workers’ and employers’ organizations
 Donor – GoA
 ILO Regional Office for Asia and Pacific (ROAP)
 Other relevant ILO policy departments, branches and programmes

14. Evaluation Timetable and Schedule

The final evaluation will be conducted tentatively between October 2020 and December 2020.

Task	Responsible person	Timeline
Preparing and drafting of the TORs	Evaluation Manager	September 7, 2020
Sharing of the TORs with all stakeholders for comments/inputs	Evaluation Manager	September 8-15, 2020
Finalization of the TORs	Evaluation Manager	September 18, 2020
Approval of the TORs	EVAL	September 18, 2020
Circulation of TORs	EVAL	September 21-30, 2020
Selection of consultant	Evaluation Manager/ROAP/EVAL	By end September
Contracting the Evaluator (vendor registration requires 2 weeks)	ILO Office for Indonesia and Timor-Leste	By Oct 15, 2020
Brief the Evaluator on the ILO evaluation policy	Evaluation Manager	15 October 2020
Prepare and submit inception report	Evaluator	Submission end October 2020
Data collection	Evaluator	November 2020
Stakeholder consultation workshop (included in the evaluation mission)	Evaluator/CTA	TBC
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluator	December 10, 2020
Sharing the draft report to all concerned for comments	Evaluation Manager	December 11-21, 2020
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	December 22, 2020
Finalisation of the report	Evaluator	End of December, 2020
Presentation of key findings at the final evaluation meeting	Evaluator	January, 2021
Review of the final report	Evaluation Manager	January, 2021
Submission of the final evaluation report	Evaluation Manager	January, 2021
Approval of the final evaluation report	EVAL	January, 2021

Proposed workdays (payable days) for the international evaluator and national evaluator/translator

Phase	Responsible Person	Tasks	# days	
			IE	NE
I	Evaluator, (DWT specialist, Program team, ROAP M&E will provide	Desk Review of Program related documents Finalization of the evaluation plan and methodology and evaluation tools briefing with the evaluation manager	10	1

	comments/feedbacks on inception report and tool)	submission of draft inception report and revise inception report		
II	Evaluator	In-country consultations with programme staff Field visits by National Evaluator (if it is agreed by the IE, EM and the programme team to conduct field visits) Interviews with Program staff, partners beneficiaries Field visit and interviews with Program staff, partners beneficiaries Stakeholders workshop (debriefing) for sharing findings Presentation of key finding at the evaluation final meeting	6	6
III	Evaluator	Draft report based on consultations from virtual interview, desk review and the stakeholders' validation workshop	8	0
V	Evaluation Manager	Quality check and initial review by Evaluation Manager Circulate revised draft report to stakeholders Consolidate comments of stakeholders and send to team leader	0	0
VI	Evaluator	Finalize the report including explanations on why comments were not included	2	0
TOTAL			26*	7*

* These are the maximum working days for IE and NE. The proposed number of working days for each task can be re-adjusted.

Annex 2: List of People Interviewed

	REPRESENTATIVES TO BE INTERVIEWED		KEY ROLES/FOCUS AREA
	Title	Name	
MPW	Minister -MPW	H.E. Salvador Eugenio dos Reis Pires	Provide Policy and Strategic perspective
	Director General – Public Works	Mr Rui Hernani Freitas Guterres	Responsible for all Public Works including roads
	Director General – Administration and Finance, MPW	Mr Januario Patricio Barbosa	Responsible for overall administrative and budgetary control of MPW
	Director, National Procurement, MPW	Mr Quintiliano Belo	Counterpart to R4D-SP - responsible for procurement and overall contract administration for Line Ministry and IF funded projects
	Director - DRBFC	Mr Joao Gama de Sousa	Director Responsible for overall management of all National, Municipal and Rural Roads
	Chief of Department, Projects	Mr Rogerio Freitas	Counterpart to R4D-SP responsible for Projects
	Chief of Department, Analysis and Evaluation, DRBFC - Projects	Ms Isabel Lay	Counterpart to R4D - responsible for contract administration of both Line Ministry and IF funded projects (mainly to facilitate payment process)
	Chief of Training and Cooperation Department	Mr Nene Lobato	Counterpart to R4D-SP responsible for Capacity development coordination for public and private sectors
	Social Safeguards Coordinator	Mr Pantaleao Pinto Galhos	Counterpart to R4D - responsible for Social Protection and Safeguards
	GIS Officer	Ms Leticia Corbafo	Counterpart to R4D-SP responsible for GIS and mapping GIS Section in Projects Department.
R4D-SP	Chief Technical Adviser	Mr Augustus Asare	Responsible for the overall management and technical implementation of R4D-SP
	Contract Management/Procurement Specialist	Ms Vanda Day	Provides guidance regarding all procurement and contract management related issues and support in the modification, development, testing and/or operationalisation of systems and procedures related to procurement and contract management.
	GIS Officer	Mr. Profirio Pires	Responsible for the design, testing and operationalisation of an effective Geographic Information System that can be used as a supportive and complementary tool to the MIS.
	M&E and Knowledge Management Officer	Ms Amanda Koppers	Responsible for the implementation of the R4D-SP M&E and Knowledge Management activities in accordance with R4D-SP M&E Strategy/Plan and Advocacy Strategy.

	Regional Coordinators	Mr Laxman Thakuri, Mr. Un Yat, Mr. Dinesh Maharjan, Mr Sam Vanda	Responsible for capacity development in technical management and implementation of all rural road initiatives at the sub-national level. Also responsible for the R4D-SP team in their assigned municipalities and overall coordination of the regional activities.
MINISTRY OF STATE ADMINISTRATION (MSA)	Minister of State Administration	H.E. Miguel Pereira de Carvalho	Rural Roads collaboration
	Director General – Decentralization	Mr Belarmino Filomeno das Neves	Rural Roads collaboration
	President of Municipal Authority of Baucau	Mr Antonio Augusto Guterres	Rural roads coordination in municipalities
	President of Municipal Authority of Bobonaro	Mr Zeferino S. dos Santos	Rural roads coordination in municipalities
	Director of Public Works of Municipal Authority of Bobonaro	Mr Antonio Soares	Rural Roads management in municipalities
	Director of Public Works of Municipal Authority of Dili	Mr Aleixo X. G. Lopes da Cruz	Rural Roads management in municipalities
	Director of Public Works of Municipal Authority of Baucau	Mr Pedro Alexandre Pereira	Rural Roads management in municipalities
	Director of Public Works of Municipality of Aileu	Mr Gaspar dos S. P. Amaral	Rural Roads management in municipalities
	Director of Public Works of Municipality of Lautem	Mr Abrão Vieira	Rural Roads management in municipalities
	Director of Public Works of Municipality of Manatuto	Mr Geraldo da C. Lemos Soares	Rural Roads management in municipalities
	Director of Public Works of Municipality of Viqueque	Mr Mario do Rego	Rural Roads management in municipalities
ADN	Director General	Mr Renato da Cruz	Responsible for evaluation, management, monitoring and verification of capital development projects.
	Deputy Director General	Mr Rui da Costa	Responsible for evaluation, management, monitoring and verification of capital development projects.
MPS	Coordinator	Mr Krispin Rego Fernandes	Secretariat for Infrastructure Funds, managing the overall Infrastructure Funds portfolio
NPC	Director	Mr Aniceto do Rosario	Responsible for procurement process of projects funded by Infrastructure Funds regardless the project amount, and Line Ministry funded projects with amount above USD 1 million.
Australian Department of Foreign Affairs and Trade (DFAT)	Australian Ambassador to Timor Lester	H.E. Peter Roberts	Donor - representative to ILO-GoA Grant Agreement on Technical Assistance to R4D-SP
	Counsellor – Development (Governance and Rural Development)	Mr. Nick Cumpston	Responsible for R4D- SP
	Second Secretary (Rural Development)	Ms. Amanda Andonovski	R4D-SP Activity Manager

	Coordinator, Governance & Rural Development (Infrastructure)	Mr. Horacio Barreto	R4D-SP Activity coordinator
ILO	ILO Country Director for Indonesia and Timor Leste	Ms Michiko Miyamoto	ILO Representative responsible for R4D-SP
	ILO Senior EIP Specialist	Mr Bas Athmer	Responsible for R4D- SP technical Backstopping
DEVELOPMENT PARTNERS	Japan International Cooperation Agency (JICA)	Sr. Makoto Ashino (road policy adviser); Sr Hideaki Matsumoto (JICA representative)	Technical Collaboration and Research & Development
	World Bank (WB)	Rodrigo Archondo-Callao	World Bank representative. Technical assistance collaboration on roads
	EU	H.E. Andrew Jacobs	Rural Roads collaboration
RURAL ROADS PROGRAMS COLLABORATION	ADB	Mr Sunil Mitra	Lead DP for road projects, fund the PMU
	ERA-AF Project Manager	Mr Albert Uriyo	Rural Roads collaboration
	Secretary of State for Vocational Training and Employment	H.E. Alarico de Rosario	Labour inspection and Occupational Safety and Health
	Secretary of State for Gender Equality and Inclusion	H.E. Maria Jose da Fonseca Monteiro de Jesus	Women Empowerment
	Asosiasaun Defisiénsia Timor-Leste (ADTL)	Mr Cesario da Silva	Disability Inclusion
	Rede-Feto	Ms. Judit Dias Ximenes	Women Empowerment
PRIVATE SECTOR DEVELOPMENT	GfD	Sra Flora Brytes	Gender Sensitive Budgeting and Planning
	Don Bosco Training Institution	Pd. Gui da Silva	Labour Based Training Provider - Head of business development, Don Bosco
		Mr Donato Pinheiro	Manager
	KSTL	Mr. Almerio Vila Nova	Trade Union Representative - Workers participation and rights
CCI-TL	Mr Oscar Lima	Collaboration on local contractor capacity development	

Sites Visit to Bobonaro Municipality	<p>Site starting point Road Balibo Cowa. Interview shop owner, seller & buyer in local market</p> <p>Site visit road Balibo Cowa-Interview with CMG</p> <p>Meeting with President Municipality</p> <p>Meeting Director PW Maliana</p> <p>Meeting 8 Local Contractor and Engineers</p> <p>Visit Lab Test building Maliana</p> <p>Visit Road Maliana Saburai: Interview with CMG (Company Elikarya , CH 8+300)</p> <p>Interview with Saburai Health Centre</p> <p>Interview with Community at Ongoing Rehabilitation road Saburai CH 18+300 - Company Sembuhan</p> <p>Interview with Labourers, Contractor supervisor Kev Kel Company</p> <p>Interview with Chief aldea,, Rai Nian , Community Atos .</p>
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Site Visit to Liquica Municipality	<p>Meeting with Director of MPW-Liquica – Interview staff MPW and R4D Visit Lab Test Building Liquica Meeting Deputy of President Municipality Liquica Site Visit Maumeta – Metagou – Bazartete Road, Rehabilitation Road Completed – Interview with CMG (Company Banir Lema) Site Visit, ongoing rehabilitation Bebadiri – Lebokalako Road-Interview with Labourers, Contractor supervisor (Company 15 Realti Unip), interview with Chief of Aldeia Meeting 5 Local Contractor and Engineers</p>
Site Visit Ailleu Municipality	<p>Meeting with Director of MPW-Ailleu Meeting President Municipality and Chief of Suco Laulara Site Visit Laulara Road – Interview with CMG (Company Fin Los), Interview with Labourers, Contractor supervisor (Company FIN LOS) Interview with Laulara Health Center</p>
Site Visit Manufahi Municipality	<p>Same: 2 roads visited - Betano - Loro; Same-Grotu - laboratory - CMGs. Interview Municipal Administrator, Community beneficiaries Visit Road Suco Babilo (Company Alipa) – Interview CMGs</p>
Site Visit Manatuto	<p>Site Visit Road Natarbora: meeting with contractor labourers and Community Beneficiaries Meeting Director MPW Manatuto Meeting and Interview President Municipality Manatuto</p>
Sites Visit to Baucau region Municipalities	<p>Road Vemasse Cai-Cua 17 Km, Routine, Periodic Maintenance (Cont- Rozi). interview CMG and Community beneficiaries Visit MPW Baucau Meeting with Contractor of Baucau and Viqueque Municipalities as: <ul style="list-style-type: none"> • Baucau: Rozi, Delatina, Talamori, Lamegua-star and Lalaisi • Viqueque: Finlos JV Costa Key and Kay Se Visit Rural road Boile to Uatabo 5.2 Km and rural road Baucau to Uatabo 4.8 Km meeting with labourers and Community Beneficiaries Meeting with President Authority Baucau, Mr. Antonio Agosto Guterres Meeting with Supervisor of PW Mr. Martinho Belo and Mr. Agostinho Ximines with New Supervisor 3 people Visit Rural road from Bercoli to Bahamori 4 km finished and planning for 2 km in 2021 and meeting with communities and local authority Visit Road Dasidara –Liquidiga 10.5 Km Meeting with Labour Female CMGs group (company Frananlido) Mr. Abrão Vieira, Chief Department Lautem and Public supervisor Mr. Benedito Belo</p>
Sites Visit to Lospalos Municipality	<p>Meeting with Public Works Supervisor Mr. Benedito Belo and other New 5 supervisors who are being trained by R4D-SP Meeting with Companies of Lautem : Ulau, Paiahara, Per-kikik, Pranam Lindo Visit Rural road from Lospalos to Suro 2.5 Km and interview workers and community leaders/beneficiaries Visit Rural road from Fuiloro to Home 2.5 Km and planning to continue 1 km in 2021</p>

Annex 3: List of Documents Consulted

No.	Name of Document	Type
1	Final R4D Phase II – Design Update Document	Design
2	2017 R4D Support Program – Draft Evidence Matrix	Report
3	2018 DFAT Partner Assessment	Report
4	2018 PAF R4D- SP SSC IND 3 (Procurement)	Report
5	2018 PAF R4D-SP SSC IND 7 (Social Safeguards)	Report
6	2018 PAF R4D-SP SSC IND 14 (Women Leadership)	Report
7	2018 PAF R4D-SP SSC IND 16 (Inclusive Policy)	Report
8	2018 R4D Support Program – Draft Evidence Matrix	Report
9	2019 PAF R4D- SP SSC IND 3 (Road Access)	Report
10	2019 PAF R4D- SP SSC IND 8 (Capacity Development)	Report
11	2019 PAF R4D- SP SSC IND 14 (Women Leadership)	Report
12	2019 PAF R4D- SP SSC IND 20 (Rural Master Plan and Strategy)	Report
13	Baseline Traffic Counts R4D Rehabilitation Roads- DRAFT	Report
14	FR-01 Financial Report as at 31.12.2017	Financial
15	FR-02 Financial Report as at 31.12.2018	Financial
16	FR-03 Financial Report as at 31.12.2019	Financial
17	AQC20 AID QUALITY CHECK 2020	Report
18	Labourers Survey 2017	Report
19	PR-01_R4D-SP Narrative Progress Report #1 - 01 April - 30 June 2017	Report
20	PR-02_R4D-SP Narrative Progress Report No.2 - 01 July - December 2017	Report
21	PR-03_R4D-SP Narrative Progress Report No.3 - Jan-Jun 2018	Report
22	PR-04_R4D-SP Narrative Progress Report No.4 - Jul-Dec 2018	Report
23	PR-05_R4D-SP Narrative Progress Report No. 5 - Jan-Jun 2019	Report
24	PR-06_R4D-SP Supplementary report 2019	Report
25	R4D_SP Work Plan and Budget _10 March	Plan
26	R4D-SP draft MELP V4_update	Strategy
27	R4D-SP Evidence Matrix with findings & response_10122019	Report
28	R4DSP Mid Term Review Report V5.2 - Final - pdf	Report
29	Signed DFAT's R4DSP letter - June 2020	Administration
30	2nd Follow-up Traffic Counts R4D Rehabilitation Roads v.1_DRAFT	Report
31	2019 DFAT_s Partner Performance Assessment	Report
32	2019 ME Stocktake Report_R4D-SP	Report
33	2020 PAF R4D-SP SSC IND 14 v3_update	Report
34	2020 PAF R4D-SP SSC IND 20	Report
35	20181203 R4D-SP draft MELP V3	Strategy

36	20191107 Baseline Traffic Counts R4D Rehabilitation Roads_DRAFT.docx	Report
37	Baseline Traffic Counts R4D Rehabilitation Roads DRAFT	Report
38	CD Progress Report_I_ II Q_2018_June 2018_Draft	Report
39	Counterpart Staff Allocation to R4D-SP	Plan
40	Environmental and Social Safeguard Policy for the Aid Program_DFAT	Strategy
41	Final Prodoc R4D version 1.5_BUDCT-010612	Strategy
42	Final2 R4D Phase I report _draft_ 04072017	Report
43	Grant Agreement R4D-SP (2)	Administration
44	Impact Monitoring Report (Year I) - English	Report
45	R4D - ME Stocktake	Report
46	R4D 6-monthly Progress report July_Dec_2016 updated	Report
47	R4D Aide Memoire June 2015_concept development phase II	Report
48	R4D Capacity Development Plan - Final Report 10102017	Strategy
49	R4D Final Evaluation Aide Memoire - Final Draft - 20170214	Report
50	R4D Investment Concept Note - Lesson_s learned	Report
51	R4D Phase II Subsidiary Arrangement_Signed 27 January 2017	Administration
52	R4D Phase II-SP Ways of Working (WOW) Strategy - May 2017_Version 3.0_Final (004)	Strategy
53	R4D PROGRAM BRIEF ENG A4	Strategy
54	R4D RR MASTER PLAN ENG A4	Strategy
55	R4D RRMP SUMMARY ENG A4	Strategy
56	R4D_SP Adjusted Work Plan 7 July 2020	Administrative
57	R4D-SP 6-monthly Verbal Presentation_14092020	Report
58	R4D-SP 6-monthly Verbal Presentation_14092020	Report
59	R4D-SP Evidence Matrix_with findings _ response_10122019	Report
60	R4D-SP Supplementary Report _JAN-JUN 2020_11092020	Report
61	R4D-SP_CDIP_Final Draft_June 2018	Report
62	Rural Roads Policy for Timor Leste Rev2_01042019	Policy
63	TIM1201AUS_Eval_Final_2017	Report
64	TIM1201AUS_EvalSumm_2017	Report
65	TIM1201AUS_Evaluation report submission form_2017	Report
66	TIM1201AUS_Evaluator Review_2017	Report
67	Timor-Leste's Road Map for the Implementation of the 2030 Agenda and Sustainable Development Goals (SDGs)	Plan
68	VIII Constitutional Government Program	Plan

Annex 4: Evidence Matrix (Results Framework)

KEQ and Sub-Questions	Relevant Outcomes	Key Indicators	Baseline	Target / Success Measure	Current Status	Remarks																		
KEQ 1: To what extent are women and men in rural Timor-Leste deriving social and economic benefits from improved rural road access?																								
1.1 What was the contribution of the support program to the desired goal of ERD and what other factors affected the goal and outcome?	Goal: Women and men in rural Timor-Leste are deriving social and economic benefits from improved road access	1. # of road users who have access to improved year-round motorable rural road access (Indicator A of Phase II results framework)	Baseline: 165,385 at end of Phase I(400km)	Y1: 114,000 Y2:125, 400 Y3: 136,800 Y4: 148,200	<p>1. 157,320 (552km)</p> <p>[2.] Focus group participants were asked questions relating to travel times to a range of social and economic facilities. Although travel times generally decreased, the findings were inconsistent at times. Travel times are subjective to the participant and will reflect the fact that rural populations in Timor-Leste are often dispersed over wide geographical areas even within the same village. Although efforts are made to conduct end-line focus group discussions (FGDs) with the same participants as the baseline, this is often not possible in practice.</p> <p>Some groups even reported substantial increases in travel times following road rehabilitation, which particularly affected average travel times to market. In addition to inconsistency in participants (as noted above), this may also reflect travel to different markets. For example, the availability of public transport means that people may prefer to travel farther to larger markets.</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th style="background-color: #d9ead3;">Travel Times</th> <th style="background-color: #d9ead3;">% change Wet (Season)</th> <th style="background-color: #d9ead3;">% Change (Dry Season)</th> </tr> </thead> <tbody> <tr> <td style="background-color: #d9ead3;">Travel Time to Market (Minutes)</td> <td style="background-color: #d9ead3;">-2%</td> <td style="background-color: #d9ead3;">34%</td> </tr> <tr> <td style="background-color: #d9ead3;">Travel Time to Hospital (Minutes)</td> <td style="background-color: #d9ead3;">-24%</td> <td style="background-color: #d9ead3;">-49%</td> </tr> <tr> <td style="background-color: #d9ead3;">Travel Time to Sec School (Minutes)</td> <td style="background-color: #d9ead3;">27%</td> <td style="background-color: #d9ead3;">-8%</td> </tr> <tr> <td style="background-color: #d9ead3;">Travel Time to Water Sources (Minutes)</td> <td style="background-color: #d9ead3;">-39%</td> <td style="background-color: #d9ead3;">-41%</td> </tr> <tr> <td style="background-color: #d9ead3;">Travel Time to SISCA (Minutes)</td> <td style="background-color: #d9ead3;">-33%</td> <td style="background-color: #d9ead3;">-17%</td> </tr> </tbody> </table>	Travel Times	% change Wet (Season)	% Change (Dry Season)	Travel Time to Market (Minutes)	-2%	34%	Travel Time to Hospital (Minutes)	-24%	-49%	Travel Time to Sec School (Minutes)	27%	-8%	Travel Time to Water Sources (Minutes)	-39%	-41%	Travel Time to SISCA (Minutes)	-33%	-17%	Delays in the issuance and execution of contract has meant that physical road works were similarly delayed and as end-of-line surveys can only be done no earlier than 1-year after the completion of the road completion. COVID-19 further delayed due to COVID-19 associated travel restrictions and lack of DRBFC operational budget. Due to these factors, only 5 of the 9 roads included in the baseline are included in the end-line. Baucau, Same, and Ainaro the works are still ongoing, Bobonaro was dropped out of an overabundance of caution relating to COVID-19. This area is directly adjacent to the Indonesian
		Travel Times	% change Wet (Season)	% Change (Dry Season)																				
		Travel Time to Market (Minutes)	-2%	34%																				
		Travel Time to Hospital (Minutes)	-24%	-49%																				
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Travel Time to Water Sources (Minutes)	-39%	-41%																						
Travel Time to SISCA (Minutes)	-33%	-17%																						
2.% change in travel times for transporting people, goods and services to social and economic facilities and services (Indicator B of Phase II results framework)	Baseline: N / A	35% reduction in travel times for transporting people, goods, and services to social and economic facilities decreased.																						
3.% change in transportation costs for the transportation of people, goods and services (Indicator C of Phase II results framework Goal)	Baseline: N / A	20% reduction in transport costs for transportation of people, goods, and services decreased, including cost of public transport and renting transport for movement of goods.																						
4.% change in volume of movement of people, goods and services (Indicator D of Phase II results framework)	Pedestrian traffic made up 66% of the total traffic counts and 95% of non-motorized traffic counts. The second most common form of transport was	20% increase in volume of movement of people, goods and services																						

		<p>motorbikes, which made up 24% of the total traffic counts and 79% of all motorized traffic counts.</p> <p>Public transportation was limited, with, mikrolets, angunnas, and buses accounting for only 1.1% of the total traffic counts and 4% of motorized traffic.</p> <p>37% of businesses reported using only non-motorized methods of transport for commercial goods, including carrying items on foot, transporting items with handcarts, and the use of horses.</p>		<table border="1"> <tr> <td>Travel Time to Health Post (Minutes)</td> <td>-23%</td> <td>-33%</td> </tr> </table> <p>Almost all focus groups reported a decrease in travel times to public transport facilities (i.e. designated location for pick-up), with the average travel time decreasing by 60% following road rehabilitation. This is consistent with increases in observations of public transport vehicles during the traffic count, which found a 46% increase in public transport vehicles following rehabilitation.</p> <p>[3.] Findings from the FGDs indicate that prices for transport decrease with road rehabilitation. However, it should be noted that not all focus groups reported using these types of transport. For example, mini-buses (mikrolet) are less common in rural areas due to the terrain, only two areas reported before and after prices. However, five FGDs reported price data following road rehabilitation – indicating that access has increased.</p> <p>This indicates that while costs likely decrease, these are not yet the primary means of transporting goods from the villages. In a case study conducted on the Maumeta - Metagau road, respondents reported that persons who transport goods to market generally transport what they can carry themselves. Prior to rehabilitation this meant transporting goods on foot, while after rehabilitation persons may use public transport. This type of transport is consistent with rural economic activities in Timor-Leste, the majority of which involve subsistence agriculture (as opposed to large-scale commercial farming).</p> <table border="1"> <thead> <tr> <th>Type</th> <th>Baseline (Avg)</th> <th>End-line (Avg)</th> <th>% Change</th> </tr> </thead> <tbody> <tr> <td>Person Cost for Motorbike Taxi (8 / 18 FGD)</td> <td>13.43</td> <td>4.86</td> <td>-64%</td> </tr> <tr> <td>Person Cost for Public Transport (10 / 18 FGD)</td> <td>14.45</td> <td>2.75</td> <td>-81%</td> </tr> <tr> <td>Cost to Rent Anguna</td> <td>34.36</td> <td>34.14</td> <td>-1%</td> </tr> </tbody> </table>	Travel Time to Health Post (Minutes)	-23%	-33%	Type	Baseline (Avg)	End-line (Avg)	% Change	Person Cost for Motorbike Taxi (8 / 18 FGD)	13.43	4.86	-64%	Person Cost for Public Transport (10 / 18 FGD)	14.45	2.75	-81%	Cost to Rent Anguna	34.36	34.14	-1%	<p>border, with historically high levels of cross-border movement.</p> <p>To supplement the FGD data, qualitative interviews were conducted in the end-line. This included interviews with health workers, police, and local leaders. These persons were selected because of their position in the communities and their knowledge of community life – particularly in relation to service delivery.</p> <p>Qualitative interviews were also conducted with persons living with disabilities.</p> <p>In addition, the end-line Local Business Activity (LBA) survey was only implemented in 4 areas due to contracting issues with the CDO in Covalima.</p>
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	5.% change in availability/use of economic assets/services and social facilities/services by local communities (Indicator E of Phase II results framework)	Baseline: N / A Current status: Under analysis	10% increase in change in availability / use of economic assets / services and social facilities / services by local communities																					

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					<p>Consistent with findings from the same study conducted during Phase I, road rehabilitation does not appear to significantly change travel frequencies to select socio-economic facilities. However, improving rural roads does affect accessibility to socio-economic services – as discussed under Indicator 8 below.</p> <p>[Note: visits to market may be a bit inconclusive due to entry error on the baseline numbers which resulted in five entries being dropped from analysis.]</p> <p>The only exception to this was water collection, in which focus groups reported collecting water less frequently following road rehabilitation. This may be due to improved water facilities, including water in the homes as reported by o of the focus groups This is also likely to affect women more, given that women generally have responsibility for this task in the household.</p> <table border="1"> <thead> <tr> <th></th> <th>Average Visits: Baseline</th> <th>Average Visits: End-line</th> <th>Percent Change</th> </tr> </thead> <tbody> <tr> <td>Times to Visit Market Weekly</td> <td>3</td> <td>2</td> <td>-33%</td> </tr> <tr> <td>Times to Visit Hospital Yearly</td> <td>7</td> <td>6</td> <td>-15</td> </tr> <tr> <td>Times to Visit Health Centre Yearly</td> <td>6</td> <td>7</td> <td>14%</td> </tr> <tr> <td>Times to Collect Water Weekly</td> <td>11</td> <td>8</td> <td>-27%</td> </tr> </tbody> </table>		Average Visits: Baseline	Average Visits: End-line	Percent Change	Times to Visit Market Weekly	3	2	-33%	Times to Visit Hospital Yearly	7	6	-15	Times to Visit Health Centre Yearly	6	7	14%	Times to Collect Water Weekly	11	8	-27%	
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		6.Amount paid in wages to local workers (M/F) on rehabilitation and routine maintenance projects due to ERD wage cash transfers to these workers (Indicator F of Phase II results framework)	Baseline: US\$ 4.6 million (Phase I). Female: US\$ 1.19million (25.8%)	US\$ 4.50 million	US\$ 3.9 million since April 2017 to December 2020. Female: US\$ 1.13 million (29%)	Delays in issuance of contracts resulted in new physical work not beginning until Q4 of each year, which were compounded by COVID-19 State of Emergency.																				

		<p>7.% change in local economic businesses in terms of establishment of new businesses and increase in turn-over of existing businesses (Indicator G of Phase II results framework)</p>	<p>Baseline 2016: Business that were interviewed reported serving an average of around 30 customers per week.</p>	<p>Increase in number of businesses along rehabilitated roads. Increased turnover of goods at previously existing businesses.</p>	<p>[7.] Findings suggest that road improvements do encourage an increase in business activity, with 47% percent (22 / 47) of the businesses who were interviewed having opened after road rehabilitation.</p> <p>As 48 businesses were interviewed in the baseline, this indicates that some businesses may have closed between the baseline and the end-line and anecdotal reports from R4D staff in the field appear to corroborate this. Attempts to locate closed businesses for qualitative interviews proved challenging due to the largely informal nature of economic activities in rural areas creates. Given the time available for data collection, data collectors were able to locate 5 businesses along two roads with whom to conduct interviews regarding their closure.</p> <p>It is expected that macro-level economic factors (see explanation in notes) would have affected business activities. Some kiosk owners reported that they faced challenges when customers were unable to pay off their debt for items they bought on credit. According to one business owner, “Many people come to buy in debt and pay-back it two or three months or more, so I didn’t have more money to run my business (Loke Kios) anymore” (KII with Female Kios Owner).</p> <p>Initial findings also show that despite the expectation that road rehabilitation encourages business activity, greater connectivity with larger markets may actually make it more challenging for the small businesses along rural roads. Three of the business owners who were interviewed reported that following the road improvements their businesses were negatively affected. The reasons included people preferring to travel to larger markets to buy cheaper goods, increased competition from vendors from other area coming to the village to sell goods, and increased competition from other persons in their village opening similar businesses. One kiosk owner explained that despite making around USD 200 – USD 300 per week when she opened in 2014, “...by the middle of the year in 2019 until April 2020 income we earn was gradually decreasing \$70.00-\$100.00/week. Community demand was decreasing because there were many cars (Mobile Business) from other villages and municipalities that came and sell same product in the village. Also most of community went by cars and own motorbike to do shopping in central markets in the Sub-District and Municipality level.”</p>	<p>The end-line Local Business Activity (LBA) survey was only implemented in 4 areas due to contracting issues with the CDO in Covalima.</p> <p>This resulted in a reduced sample of 48 businesses in the baseline and 47 businesses in the end-line, along four R4D roads that were rehabilitated in 2016.</p> <p>Additionally, Timor-Leste’s economy has experienced two large shocks during the time between the baseline and the end-line that may affect economic activity. First, there were no government budgets during 2018 and the majority of 2020. Second, COVID-19 Both of these factors are expected to have depressed business activities.</p>
		<p>8.Change in accessibility (travel times, cost existence/use) to a variety of services, such as health/ambulance, education, training, etc. (Indicator H of Phase II results framework)</p>		<p>Ambulance coverage increased. Frequency of visits to select services increased.</p>		

				<p>Although road rehabilitation is likely associated with increased business activities, road rehabilitation has not yet appeared to change the type of businesses that operate along the roads. Small shops (kiosks) selling basic household necessities tend to be the most commonly observed type of business both before and after road rehabilitation. Slight fluctuation in other types of businesses is likely due to the small sample size. The only exception is the increase on the number of businesses selling petrol, which increased from 2% to 11%. This is consistent with increased motorized traffic along rehabilitated roads.</p> <table border="1"> <thead> <tr> <th>Type of Business</th> <th>Baseline</th> <th>Endline</th> </tr> </thead> <tbody> <tr> <td>Small Shop (Kiosk)</td> <td>77%</td> <td>83%</td> </tr> <tr> <td>Selling Agricultural Products</td> <td>6%</td> <td>2%</td> </tr> <tr> <td>Electronics or Household Goods Shop</td> <td>8%</td> <td>6%</td> </tr> <tr> <td>Selling Cement / Making Cement Bricks</td> <td>2%</td> <td>6%</td> </tr> <tr> <td>Carpentry Shop</td> <td>2%</td> <td>6%</td> </tr> <tr> <td>Street vendor</td> <td>2%</td> <td>2%</td> </tr> <tr> <td>Selling Petrol</td> <td>2%</td> <td>11%</td> </tr> <tr> <td>Selling second-hand clothes</td> <td>4%</td> <td>6%</td> </tr> <tr> <td>Processing Agricultural Products</td> <td>2%</td> <td>0%</td> </tr> <tr> <td>Contractor</td> <td>0%</td> <td>2%</td> </tr> <tr> <td>Motorbike Sales Shop</td> <td>2%</td> <td>0%</td> </tr> <tr> <td>Other</td> <td>2%</td> <td>0%</td> </tr> </tbody> </table> <p>Of the business that were open prior to road rehabilitation, 80% reported an increase in the turnover of goods following road rehabilitation. The average weekly income reported by businesses increased from USD 123 to USD 169.</p> <p>Of the businesses that were open prior to road rehabilitation, 72% (18 / 25 businesses) reported an increase in the weekly number of customers. Almost all of the businesses (94%, 20 / 25 businesses)</p>	Type of Business	Baseline	Endline	Small Shop (Kiosk)	77%	83%	Selling Agricultural Products	6%	2%	Electronics or Household Goods Shop	8%	6%	Selling Cement / Making Cement Bricks	2%	6%	Carpentry Shop	2%	6%	Street vendor	2%	2%	Selling Petrol	2%	11%	Selling second-hand clothes	4%	6%	Processing Agricultural Products	2%	0%	Contractor	0%	2%	Motorbike Sales Shop	2%	0%	Other	2%	0%	
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					<p>attribute the increase in customers to improved road access, with the remaining business attributing the increase to income generated by R4D works in that area. The average estimated customers reported by the businesses almost doubled, increasing from 32 customers per week before road rehabilitation to 62 persons per week following road rehabilitation.</p> <p>[8] Findings from FGDs and qualitative interviews indicate that rehabilitated roads increases access to key services and improves service deliver – including in relation to health services and community security.</p> <p><u>Community Health</u></p> <p>Health workers who were interviewed reported that improved roads both allow patients to more easily access the health centres, but also allow the health workers to more effectively conduct outreach to the communities. They reported that they can now regularly visit the villages and one noted that since the road is improved “It’s easy for the health centre mobile car to distribute medicine to health posts in every village.” Health workers also noted that ambulances can more easily reach the communities to transport patients in cases of emergencies.</p> <p>Health worker reported that more people Decreased travel times enable patients to more easily access health care, as explained by one health worker:</p> <p><i>“In the past it took 80 minutes to reach the health centre and hospital, but now it just takes 15 to 20 minutes to health centre in sub-district. We don’t faced difficulties anymore on transportation to bring or attend community to health centre and hospital in Baucau or Dili, as now almost communities go by motorbike and car to go health centre and hospital in Baucau and Dili for check-up.”</i></p> <p>Supporting health workers to more easily reach rural communities particularly benefits vulnerable populations including women, persons living with disabilities, and the elderly. One health centre director explained that</p> <p><i>“Because of the road rehabilitation it’s easy to visit communities by car and motorbike then before, currently we have special assistance to people with disability,</i></p>
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					<p><i>women and pensioner (IDOSOS) and we have a regular visit to People with Disability who identified as having health problem and also IDOSOS in suco or aldeia for providing health services to them. Now we meet them easy because the roads are in better condition.”</i></p> <p>For women, improved roads also make it easier to reach health services during labour and delivery. One health work explained that in his area people used to have to carry mothers along the road to the hospital, but that now people can use motorbikes or rented transport to travel quickly to the hospital. A community police officer that from that area explained that “One mother delivered her baby in the car on the way to the health centre... it happened because it took long time on the way. It has not happened again since the road was rehabilitated.”</p> <p><u>Security</u></p> <p>Police serving the communities also reported that improved roads support them to implement their work. Community police who were interviewed explained that when the roads are in poor condition, it is difficult to respond to community security issues – especially in cases of emergencies. One police officer explained:</p> <p><i>“...it has facilitated community police officers to do their jobs easily. Before the road rehabilitated we faced difficulties to visit villages in rainy session. Even in dry session it took time to visit the suco because of poor road conditions. For more than two years the road condition is better and we can visit suco easy and not take time anymore. Now it’s easy to reach the community and when they see any problems happen, the community calls the police by phone and we take action fast.”</i></p> <p>In addition to being able to reach communities quickly during an emergency, they are able to conduct regular patrols of the villages. Prior to rehabilitation, some police and community security officers had to make their patrols on foot – which required a great deal of time. One community security officer explained that since road rehabilitation, “I feel it is easy to get information on security issues directly from the community, because the roads is better and I visit communities every day and</p>	
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					time.” Regular patrolling can help to identify issues and discourage crime, as one community security officer described: <i>“Before the road rehabilitated people from other villages and hamlets came to steal cows, horses, and other animals. But after the roads were rehabilitated I lead regular patrolling and visiting communities, it gradually decreased and it hasn’t happened anymore.”</i>	
		9.# of person-days of short-term employment created (Indicator I of Phase II results framework)	Baseline: N / A 660,487 (Phase I)	Additional 750,000 person-days by end of Phase II (not including Phase I)	Approximately 750,260 created since April 2017 to December 2020.	ON TRACK – may far exceed full Phase II target of 750,000 before the end of the project Delays in issuance of contracts resulted in new physical work not beginning until Q4 of 2019, which were compounded by 3-month COVID-19 State of Emergency.
		10. % of women and people with disability (PWD) employed (Indicator J of Phase II results framework)	Baseline: 24.8% at the end of Phase I	30% women employed by end of Phase II 2% PWD employed by end of Phase II	29% Women employed as of December 2020 6 % PWD employed as at December 2020	Reasons for slight drop in women participation from 30.2% in 2019 to 29% in December 2020 could be attributed to a lot rehabilitation works ongoing which women are reluctant to participate in because the work is more physical. COVID-19 delayed the implementation of these works
		11. Amount (and %) of labour cost to total cost of road projects	Baseline: N /A 25% of total road cost US\$ 4.6	Additional USD 5.2 million (15%) by end of Phase II	US\$ 4.45 million (18%) since April 2017 to December 2020.	

		(Indicator K of Phase II results framework)	million (20%) at end of Phase I			
KEQ 2: To what extent have we contributed towards equipping GoTL to effectively manage rural road at national and municipal level?						
2.1 To what extent have we contributed towards relevant GoTL agencies having functional rural road policy and strategy?	Relevant GoTL agencies have functional rural roads policy and strategy	12. Rural Road Policy prepared, adopted and used by GoTL for decision making (Indicator 1.1 of Phase II results framework)	Baseline: No Rural Roads Policy	RRP developed and socialized by end of Phase II (CDIP 1.1) Y1: RRP finalized and validated through RWG Y2: RRP approved, disseminated & implemented providing guidance to RRM Y3: RRP disseminated & implemented providing guidance to RRM Y4: RRP disseminated & implemented providing guidance to RRM	Current status: Draft rural roads policy was developed. It was later deemed more efficient to integrate it into a National Roads Policy, the development of which is being supported by the Asian Development Bank (ADB). Rural roads policy material developed was submitted to ADB who incorporated it into the national roads policy. MPW is yet to approve this national policy for implementation. R4D-SP made follow-ups on the approval of the policy and suggested in the Development Partners' (DP) meeting for a joint DP efforts in securing approval.	
		13. Evidence of GoTL agencies implementing Rural Road Policy/Plans and strategy				
		14. RRMPIS annually updated by relevant government agency (Indicator 3.1 of Phase II results framework)	Baseline: Current status (from April 2017):	RRMPIS reviewed and updated annually and socialized (Y1, Y2, Y3, Y4)	RRMPIS is updated annually in consultation with municipalities/stakeholders and submitted to VII and VIII Constitutional Governments for implementation. Roads prioritization in RRMPIS reviewed and updated to incorporate Prime Minister's roads for 2021 budget.	ON TRACK
2.2 To what extent have we contributed towards improving systems and procedures for rural roads management?	Systems and procedures for rural roads are standardized and institutionalized	15. # of guidelines and standards developed and implemented (Indicator 3.7 of Phase II results framework) Instances of strengthened or improved systems	Baseline: 11 R4D-specific draft guidelines and standards developed as draft;	For planned guidelines and associated yearly targets, see CDIP Influencing activity 3 (all), 4 (4.3),	Current status: The following rural roads technical documents have been developed and are under review for publication: 1. Rural Roads Standard drawings and specifications 2. Rural Roads Design Standards 3. Rural Roads Guidelines for Structural Design of Box Culverts (Single, Double, triple cells). 4. Rural Roads Guidelines for Small bridges	

		and procedures (same as #15 above)			<ol style="list-style-type: none"> 5. Rural Roads Pavement Design Guidelines 6. Rural Roads Manual for Methods of Material Sampling and Testing in Laboratory and Site 7. Social Safeguards Frameworks for Rural Roads 8. Rural Roads Environmental Safeguards Framework Manual 9. Environmental Licensing Guidelines 10. Rural Roads Bio- Engineering Guidelines 11. Guidelines for Unit Rates Analyses and Determination. 12. Rural Roads Operations Manual 13. Guideline for Quality Assurance (QA) and Quality Control (QC) of rural roads 14. Draft Rural Road Policy; 	
		16. # of tools/systems developed and resources available for DRBFC to conduct their operations (Indicator 3.8 of Phase II results framework)		<p>IRMIS: MPW/DRBFC and Municipalities has an effective integrated roads management tool for planning, budgeting, execution, supervision and maintenance of roads, bridges and flood control assets.</p> <p>Surveys and design using GNSS and AutoCAD Civil 3D. Staff Assessment System for DRBFC Management</p>	<p>Current status (from April 2017): 4 developed.</p> <p>New systems developed are:</p> <ul style="list-style-type: none"> • Integrated Road Management Information System (IRMIS) • Surveys and design using GNSS and AutoCAD Civil 3D • Staff Assessment System for counterpart staff • Quality Assurance and Quality Control system for rural roads 	
		17. Instances of strengthened organisational systems (Indicator 4.4 of Phase II results framework)	Baseline: GIS, Project Monitoring and Control (PMCS), Procurement and Tendering systems at DRBFC.	<p>At the end of programme, the following systems / units to be fully functional (at National and Municipal / region based levels:</p> <ul style="list-style-type: none"> - IRMIS 	<p>Current status:</p> <p>The following systems have been improved and in use by MPW- DRBFC and Municipalities:</p> <p><u>IRMIS</u></p> <ul style="list-style-type: none"> - System development complete - Data currently being entered into system 	

				<ul style="list-style-type: none"> - Survey unit - Lab unit - GIS unit - M&E unit <p>Staff Assessment System for DRBFC Management</p>	<p><u>Survey Unit</u></p> <ul style="list-style-type: none"> - DRBFC and municipalities are using survey and design system <p><u>Lab Unit</u></p> <ul style="list-style-type: none"> - Soils and Material testing laboratories operational in four regions (ILquica-Dili, Baucau, Same and Maliana) <p><u>GIS</u></p> <ul style="list-style-type: none"> - Geographical Information System (GIS). Updated system by creating shapefile and Keyhole Mark-up language (KML) -M&E unit not possible due to hiring freeze and lack of budget <p><u>Procurement</u></p> <ul style="list-style-type: none"> - Advanced Procurement System – now approved by GoTL in 2020. - Bid Training Manual updated to reflect current standards and COVID-19 requirements. - standardized contract documents - incorporating COVID-19 clauses. <p>Contracts Management</p> <ul style="list-style-type: none"> - Routine Maintenance Management system using Community Maintenance Groups (CMGs) - Social Safeguards system - Environmental Safeguards and licensing system 	
2.3 To what extent have we contributed towards improving capacity of relevant GoTL agencies staff to plan, manage and deliver rural roads works?	GoTL staff have the capacity to supervise contractors to ensure quality and timeliness of rural road works GoTL staff have the capacity to	18. # of GOTL national agencies and municipal staff trained / mentored (Indicator 3.6 of Phase II results framework)	PUBLIC SECTORS: Baseline: (from Phase I achievement) National v staff – 69 with 2,588 person-days of training; Municipal staff – 244 with 3,341 person-days of training;	Average Public Sectors: 70 National staff to be provided various CD/ training programme every year; 200 - 250 Municipal staff to be provided various CD/ training programme every year;	(April 2017 – December 2020): National staff – 79 with 1,470 person-days of training; Municipal staff – 419 with 7,365 person-days of training; Total: 498 staff with 8,835 person-days of training;	

	plan, budget, design, and procure rural road works contracts GoTL staff have the capacity to ensure social and environmental safeguards in rural road works		Total: – 331 staff with 5,929 person-days of training;			
		19. Improved skills of relevant GoTL agency staff	Baseline /	The average developmental performance level of the national counterparts is expected to change from: Year 1: “Development” stage; Year 2&3: “Able” & “Independence” Stages; Year 4:” Independent” stage. Note: The Performance Level rating: “U” = <i>Unable</i> , “D” = <i>Developing</i> , “A” = <i>Able</i> , “I” = <i>Independent</i>	Current status (from April 2017): 2020 Annual Capacity Development Assessment Evaluation of the National Counterparts were made for the following key CD Performance areas for engineers, directors, procurement officers, GIS assistant, social and environment officers: - Road surveying; - Procurement & Contract management; - Site supervision & monitoring; - Social & environmental safeguards - GIS mapping - IT & Database - Bio-engineering; - CD development; Out of 8 key performance areas assessed, 2 areas (Procurement and Socials Safeguards (national level) are at ‘Independent’ stage, 5 areas at ‘Able’ and 1 (IT- originally assigned counterpart resigned) at ‘Dependent’ stage. 2021 Annual Capacity Development Assessment Evaluation of the National Counterparts are ongoing for the above-mentioned key CD Performance areas for engineers, directors, procurement officers, GIS assistant, social and environment officers & IT assistant.	
2.4 To what extent have we contributed to government and development agencies collaborating to address rural	Collaboration between government agencies and development partners is	20. Inter-ministerial forum convened by relevant ministry/agency with the majority of planned actions undertaken (Indicator	Baseline End of Phase I: No existing inter-ministerial forum	Active annual inter-ministerial forum (CDIP 7.2) Y1: RWG formed and action plan (AP) developed	Current status (from April 2017): The Inter-Ministerial Roads Forum (IMRF) for the National Road Network and Technical Roads Working Group (RWG) for the Development and Implementation of an Integrated Road Policy have been formally established through Dispatch Number: 35/PM/VII/2019 that was signed by the Prime Minister on 31 July 2019 but are not yet functional. The first meeting was expected to be held in March 2020 after the appointment of vacant ministerial positions but has been	

roads sector challenges?	strengthened	1.2 of Phase II results framework)		Y2: RWG – AP approved & operationalized Y3: RWG operationalized Y4: RWG operationalized; RRM related issues are discussed & come up with solutions	postponed several times due to the delayed appointment of vacant ministers, COVID-19 State of Emergency and 2021 budget discussions. The first meeting of the Inter-Ministerial Coordination Group for the National Road Network is now expected to take place in the first Quarter of 2021, with R4D-SP providing secretariat support.	
		21. Roads Working Group regularly meet and follow through on majority of proposed actions (Indicator 1.3 of Phase II results framework)	Baseline End of Phase I: No existing Roads Working Group.	IMRF operationalized (CDP 7.1) Y1: IMRF formed and action plan (AP) developed Y2: IMRF – AP approved & operationalized Y3: IMRF operationalized Y4: IMRF operationalized; RRM related issues are discussed & come up with solutions	Current status (from April 2017): Same as above.	
		22. Evidence of strengthened collaboration (Indicator 1.5 of Phase II results framework)	To be collected on an ongoing basis.	Development Partners (DPs) meeting bi-annually	Development Partners bi-annual meetings were consistently held until the advent of COVID-19 pandemic which has resulted in only one virtual DP meeting in 2020. Strong collaboration was achieved with DPs in the development of the IRMIS (World Bank, ADB, JICA) and in Research and Development (JICA, Mercy Corps)	
		23. Instances of improved quality and timeliness of rural road works	To be collected on an ongoing basis			
2.5 Has GoTL adequately allocated resources for rural roads	GoTL allocates adequate resources for rural roads	24. # of GoTL national agency staff assigned to rural roads (Indicator 4.1 of Phase II results framework)		68 agreed upon positions filled	Current status: From April 2017, Currently, 72 staff seconded to R4D-SP. An additional 53 engineers recruited in !@# are also partly assigned to work on rural roads	

rehabilitation and maintenance?	rehabilitation and maintenance	25. Budget allocation (%/\$) and expenditure (%/\$) on rural roads		Budget allocations from annually updated RRMPIIS fully met.	Year	Budget	Exp.	Remarks	
					2017	1.00	3.751	Exp. From 2016 budget	
					2018	0.00	6.77	Exp. From 2016 budget	
					2019	15.9	3.45	From 2016, 2017 & 2019	
					2020	0.00	6.01	From 2019 roll-over fund	
					2021	7.36*	-	* US\$ 69 million contracts awarded for multi-year execution.	
2.6 How have we contributed to ensuring there are predictable annual budgets for rural roads sector?	Predictable annual budgets for rural roads sector	26. Instances of program support to improved planning, budgeting and program implementation	To be collected on an ongoing basis						
KEQ3. To what extent have we contributed towards increasing employment, income, and contractor capacity in selected rural communities?									
3.2 How has R4D-SP contributed towards increased employment of local communities for rehabilitation and maintenance of rural roads?	Local civil works contractors are effectively implementing rural road works according to contractual standards	27. Pool of trained contractors (Indicator 2.2 of Phase II results framework)	Baseline: End of Phase I: 51	Pool of trained contractors expanded to 100 firms by end of Phase II	Current status (from April 2017): 107 contractors trained (56 in Phase II)				
		28. # of community maintenance groups contracted (Indicator 2.3 of Phase II results framework)		Not less than 40 groups per year	Current status: 91 groups contracted				
	Local communities are employed	29. # of person-days of short-term employment created (same as #9 above)	Baseline Phase II – N/A Phase I – 660,387	Additional 750,000 labour-days created during Phase II (same as #9 above)	Current status: Approximately 750,260 person-days created since April 2017 to December 2020				

	for rehabilitation and maintenance of rural roads	(Indicator I of Phase II results framework)				
3.1 How effective are local civil works contractors in implementing rural road works? Are they implementing rural road works according to standards?	Local civil works contractors are effectively implementing rural road works according to standards	30. % of contractors complying with contractual obligations and standards (Indicator 2.4 of Phase II results framework)		75% of contractors are complying fully with contractual obligations, including technical specifications and relevant standards	Current status: 2016/17: 41 out of 50 (82%) contractors effectively worked within standards 2017/18: 15 contractors(100%) effectively worked within standards 2018/19: No contracts awarded. 2019/20: 66 contractors (100%) effectively working within standards	
KEQ 4: To what extent have we applied our principles?						
4.1 How well did we promote gender equality and women's empowerment?	Not applicable	% of women employed (same as #10 above) (Indicator J of Phase II results framework)	Baseline: 25% at End of Phase I	30% of women employed by end of Phase II	Current status: 29 % Women employed since April 2017 to December 2020.	
		31. Instances of program support to women's empowerment	Preliminary discussion conducted with Governance for Development (GfD) on gender-responsive budgeting.	Advocacy materials promote women's empowerment. ERD protocols, guidelines, and procedures are mainstreamed for gender equality and women's empowerment. Design and implementation of capacity building activities incorporate gender quality and women's empowerment.	Examples - Preparation of SSCs on "Roads for Development (R4D) Builds Confidence by Creating Socio-economic Opportunities for Rural Women" and "Female Community Maintenance Group Leaders: Changing Perceptions and Empowering Women" - Produced article on women and rural roads for Lafaek magazine (with Care - International and UNWomen) that was distributed in September 2019, to 101,000 Timorese households (49%)of the Timorese population) living in predominantly rural communities. - Coordination with Spotlight Initiative, which will address violence against women in three municipalities.	

				DRBFC annual action Plans have allocated budgets earmarked for promotion of gender equality.	<ul style="list-style-type: none"> - Support CDOs in the mobilization of R4D contracts for the 2017 and 2019 contract cycles to promote inclusion of women (no new contracts 2018) - Contractor Competition to reward contractors who recognize and motivate contractors who have shown leadership in promoting women’s socio-economic empowerment in the program held in 2017, 2018, 2019. First awards presented in December 2017. - Coordination with the Gender and Disability Working Group, headed by the Australian Embassy in Timor-Leste. - Development of gender-inclusive OSH guidelines for rural roads (with UN Women) - Workshop on “Promoting Inclusivity and Diversity in the Workplace” (PLANNED – cancelled due to budget reductions) 	
4.2 How well did we work in ways that maximised sustainability, built on existing structures and capabilities?	Not applicable	32. Evidence of strengthened existing structures and systems	To be collected on an ongoing basis	Existing systems are taken into consideration when planning R4D-SP capacity development activities. R4D-SP coordinates closely with GoTL counterparts to strengthen GoTL ownership and engagement with capacity development activities.	IRMIS system consolidates data previously collected manually and includes RRMPIS roads.	
4.3 To what extent did we incorporate disability inclusion in our work?	Not applicable	33. % of PWDs employed (same as #10 above) (Indicator J of Phase II results framework)	Baseline Phase II: N / A (Data collection began in September 2017)	2% of PWD employed by end of Phase II	Current Status: 6 % PWD employed as of December 2020	
		34. Instances of program support for disability inclusion	To be collected on an ongoing basis Baseline:	Advocacy materials promote empowerment	<ul style="list-style-type: none"> - Social safeguards training for contractors includes modules on disability inclusion. 	

				<p>of persons living with disabilities.</p> <p>ERD protocols, guidelines, and procedures are mainstreamed for inclusion of persons with disabilities.</p> <p>Design and implementation of capacity building activities are inclusive incorporate disability dimensions, where appropriate.</p>	<ul style="list-style-type: none"> - Development of advocacy materials that promote empowerment of persons with disabilities. - Development of disability-inclusive OSH guidelines (with ADTL) - Development of note “Disability-Inclusive M&E” to guide inclusion of persons living with disabilities in M&E activities - Disability disaggregated data collection for counting labourers and labour-days. - Inclusion of 2% quota for persons living with disabilities on ERD rehabilitation and maintenance projects. - Coordination with the Gender and Disability Working Group, headed by the Australian Embassy in Timor-Leste. - Support for disability-specific training for CDOs. 	
4.4 How well have we promoted accountability and transparency in our way of working?	Not applicable	<p>35. Examples of transparent and accountable ways of working, including new approaches.</p> <p>36. How do key stakeholders assess our transparency and accountability?</p>	<p>To be collected on an ongoing basis</p> <p>ERD Phase II Ways of Working (WoW)</p>		<p>R4D-SP supported MPW to implement an open and transparent tender process for all ERD works tendered since Phase II using General State Budgets. Public tender announcements and intent to award notices were posted in national newspaper, RT-TL (television), and on notice boards in municipal government offices. Bid evaluation and award processed were carried out in accordance with set criteria. No major complaints have been encountered from the public during the tender processes.</p>	
4.5 To what extent did we promote decent work and the labour-based approach to road work?	Not applicable	<p>37. Examples of decent work and labour-based approach</p> <p>38. How do key stakeholders assess our commitment to decent work and a labour-based approach?</p>		<p>Decent work principles are incorporated into ERD guidelines.</p> <p>R4D-SP supports GoTL to implement ERD rehabilitation and maintenance contracts using labour-based technologies.</p> <p>R4D-SP supports the development of GoTL and private-sector contractors’ capacities in relation to decent work</p>	<p>In-line with the Timor-Leste Decent Work Country Programme 2016-2020, R4D-SP promotes the use of community and local resource- based approaches on ERD rehabilitation and maintenance projects. This results in improved rural road access, while creating short-term employment opportunities for local communities.</p> <p>R4D-SP trains contractors in partnership with Dom Bosco Training Centre, in the use of these approaches for the rehabilitation and maintenance projects. Community members who work on ERD rehabilitation and maintenance projects get the opportunity to learn new skills on the job, while earning income.</p> <p>Decent work principles and social safeguard clauses inserted in contract documents for enforcing compliance.</p>	

				and labour-based technologies.		
4.6 How satisfied are key stakeholders (government and contractors) in services or support that we provided?		39. Level of satisfaction	To be collected in 2018 (method under development)	R4D-SP provides demand-drive support that meets the needs of the MPW / DRBFC. R4D-SP solicits participant feedback	The VIII Constitutional Government providing R4D/ERD with sole mandate for rural roads management shows high recognition of R4D-SP technical assistance. More explicitly... <u>Minister of Public Works</u> <ul style="list-style-type: none"> ▪ Prime Minister and Minister of Public Works requesting R4D to rehabilitate other roads in addition to that prioritized in the RRMPIIS. ▪ 2021 proposed rural budget increased 3-fold to USD 69 million. ▪ Noted the importance of R4D / ERD as a national programme through Circular No: 2884/MPO/IX/2019 and requested that R4D-SP tailor its support to build capacity around the areas identified in the Circular. R4D-SP supported a workshop with R4D-SP implementation team and relevant government counterparts to inform capacity development activities in the R4D-SP 2020 Workplan. ▪ During the year, the Minister of Public Works also requested to DFAT for R4D-SP support in the design and supervision of municipal roads and discussions are ongoing as to the nature of this support. ▪ R4D-SP strengthening system for reporting on job creation, in-line with request from the Minister of Public Works ▪ Published and distributed advocacy materials on “Understanding the ERD model - Lessons and results”. ▪ The VIII Constitutional Government providing R4D/ERD with sole mandate for rural roads management shows high recognition of R4D-SP technical assistance. ▪ Minister of public Work’s speeches in which he publicly recognized and thanked ILO-R4D-SP for their technical support to ERD at: <ul style="list-style-type: none"> ○ the signing of an Exchange of letter (EoL) Agreement. ○ the rural road inaugurations of Maliana – Saburai and Haturalan Cairui roads 	

					<ul style="list-style-type: none"> ○ Contracts Awards Ceremony at Novo Turismo. ▪ Statements from training participants’ assessments on the knowledge gained that have enhanced their daily works. ▪ Stories of significant change (SSC) reports noted satisfaction with training and support provided by R4D-SP <p>ADB/TA team currently designing the next 10-year roads infrastructure investment programme for MPW</p> <ul style="list-style-type: none"> ▪ Regularly consults with and draws on R4D /ERD data (including GIS mapping) ▪ In their reports notes and recommends the wider replication of many on R4D/ERD manual and systems (including CMG) ▪ UN Resident Coordinator ▪ Requested that the ILO be involved in the Spotlight initiative due to the scale and quality R4D-/ ERD rural community linkages / outreach <p>Secretary of State for Equality and Inclusion of Timor-Leste</p> <ul style="list-style-type: none"> ▪ discussed ERD as a success case in her remarks to Commission on the Status of Women (CSW)-63 High-Level Meeting in New York ▪ highlighted contribution of ERD to improving rural road access and job creation – particularly for women . <p>Contractors and CMGs.</p> <ul style="list-style-type: none"> ▪ Testimonies of local contractors and CMG representatives in R4D video clips. <p>Testimonies in speech of R4D female contractors as Guest Speaker at 2019 International Women’s Day celebrations in Dili.</p>	
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Annex 5: Good Practices and Key Lessons Learned

Good Practices

<p>ILO Emerging Good Practice Template Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
<p>GP Element: The R4D-SP “embedded model” does provide an opportunity to strong engagement and consultation with key stakeholders within the MPW and also within municipal administrative structures.</p>	
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The embedded model provides opportunities to fully engage with direct counterparts and stakeholders. Provides opportunity for potential influence and direct capacity support. However if not handled correctly, can become a bit of a liability as it could lead to some form of capacity substitution or replication of roles and responsibilities within the Ministry.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Need to have very good relationships with Ministry counterparts. Also have a clear outline of expected roles and responsibilities.</p>
<p>Establish a clear cause-effect relationship</p>	<p>A good, embedded model often enables work (influence, training and technical support) to move at a much quicker pace.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>Direct influence over expected results of the program.</p>
<p>Potential for replication and by whom</p>	<p>Replication by ILO on other programs</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p>	<p>Link to Program goal and also to DWCP goals.</p>
<p>Other documents or relevant comments</p>	<p>N/A</p>

<p>ILO Emerging Good Practice Template Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
<p>GP Element: The contribution of support to contractors (through training) and to communities (through the application of labour-based approaches) is an effective model to promote both private sector development and economic growth in rural areas.</p>	
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>R4D-SP has provided long-term support to contractors over an extended period of time. The evidence does suggest that having well trained contractors in place leads to better development outcomes in terms of work with communities and other labour-based approaches.</p>

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Need to have a strong pool of contractors with relevant skills and capacity. Also access to solid training individuals, programs and institutions to provide relevant support.
Establish a clear cause-effect relationship	Good training and support lead to better results in service delivery.
Indicate measurable impact and targeted beneficiaries	A contractor tracer study is recommended to assess this.
Potential for replication and by whom	Replication by all ILO EIIP activities.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Link to program goal and DWCP.
Other documents or relevant comments	Tracer studies.

ILO Emerging Good Practice Template Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element : The provision of guidelines and manuals is a positive opportunity for engagement and influence but is less effective unless such tools are embedded, insitutionalised and applied.	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	High quality manuals, guidelines and training tools are an essential component of any institutionalization and capacity development program. However if these are not complete, in draft form, or not fully accepted, then their value is not truly recognised. The manuals may be used however if incomplete, questions of sustainability arise.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Need strong commitment to complete manuals. Ideally, they should be done early in the implementation period so to allow for their use, refinement and regular updating.
Establish a clear cause-effect relationship	Good manuals, guidelines and tools lead to better opportunities for institutionalization and capacity building.
Indicate measurable impact and targeted beneficiaries	# and/ or % of manuals, tools and guidelines completed and formally accepted
Potential for replication and by whom	All projects that have an institutional and capacity development focus.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Links to all project goals, DWCP and CPOs.
Other documents or relevant comments	N/A

Lessons Learned

Lesson No.1 Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element: The embedded model, while identified as a good practice runs the risk of implementing “capacity substitution” effects. It is important to ensure all technical advisers and staff have a direct counterpart (individual or work unit) and have a clear capacity development plan and workplan, including a transition plan with strategies on how to effectively handover skills and knowledge in defined timeframes.	
Brief description of lesson learned (link to specific action or task)	The focus of the program is on capacity development and institutional strengthening. However, there is a risk that the “embedded” nature of the program leads to possible overlaps with regards to roles and responsibilities and levels of influence over work and decision-making.
Context and any related preconditions	Capacity constraints are evident at the central and municipal level. Lack of operating budgets means that R4D-SP advisers take on more “high-profile” roles to supervise and complete work.
Targeted users / Beneficiaries	R4D-SP Staff, MPW, Municipalities
Challenges /negative lessons - Causal factors	Promotes an unsustainable model of work.
Success / Positive Issues - Causal factors	Opportunity to rectify the issue and provide more targeted training and support with associated tools (manuals, guidelines etc.)
ILO Administrative Issues (staff, resources, design, implementation)	Require clear guidance and briefings from management how to implement capacity and institutional work.

Lesson No.2 Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element: High level strategic engagement and policy advice and guidance are critical components of an overall approach to R4D-SP. Technical support is important but is limited by the constraints in the enabling environment. It is important to strike a balance between strategy and policy advice and technical support and direction.	
Brief description of lesson learned (link to specific action or task)	Need to focus not only on immediate products and deliverables but to actively engage and influence decision-making at the highest levels. Required a structured and coordinated approach.
Context and any related preconditions	The main challenge to date has been a focus on the products and outputs of the program without recognising the need to actively engage and to seek out areas where influence can be made (e.g. with regards to policy decisions, budget allocations, and planning).
Targeted users / Beneficiaries	R4D-SP, DFAT and MPW
Challenges /negative lessons - Causal factors	Program loses effectiveness and relevance if it isn’t focused on working alongside government counterparts
Success / Positive Issues - Causal factors	Opportunity to re-focus the program to focus on high level engagement and influence.

ILO Administrative Issues (staff, resources, design, implementation)	Consider staffing structures and skillsets required.
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<p>Lesson No.3 Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
<p>LL Element: Important to agree on effective roles and responsibilities to develop strategies to address the issues that have been raised in previous reports and evaluations, namely: (i) contractor payments; (ii) consistent and regular budgets; (iii) government processes (e.g. ADN) and (iv) implications for decentralisation.</p>	
Brief description of lesson learned (link to specific action or task)	Each evaluation report for R4D since 2012 has highlighted the same issues in the context that affect and impeded the program. Opportunity as part of the bridging phase to consider roles and responsibilities with DFAT to determine how best to approach and address these issues so that they are resolved
Context and any related preconditions	Need to have close engagement with MPW and other GOTL stakeholders. Awareness and commitment within Government to address the issues and to provide resources to address
Targeted users /Beneficiaries	R4D-SP and DFAT.
Challenges /negative lessons - Causal factors	Lack of clarity which leads to on-going challenges since there is no opportunity to deal with the root causes of the issues raised.
Success / Positive Issues - Causal factors	Opportunity to address relevant constraints and challenges which leads to greater effectiveness, efficiency and sustainability
ILO Administrative Issues (staff, resources, design, implementation)	Seek opportunities to engage with DFAT

<p>Lesson No.4 Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
<p>LL Element: Effective and robust government led governance mechanisms (IMRF and RWG) are critical functions that influence govern decisions and influence policies guidelines and standards. Without these systems, the long-term effectiveness and sustainability of interventions is questioned.</p>	
Brief description of lesson learned (link to specific action or task)	Without adequate governance mechanisms, there isn't an opportunity to seek high-level support and guidance. The IMRF is a critical function that addresses the constraints under LL 3.
Context and any related preconditions	The IMRF exists within a political environment that is dynamic and evolving. Different political parties and individuals each have preferences and differing priorities.

Targeted users / Beneficiaries	MPW, R4D-SP and DFAT
Challenges /negative lessons - Causal factors	The program operates without full endorsement and support of key GoTL stakeholders.
Success / Positive Issues - Causal factors	Opportunity to address capacity and funding constraints and provides a mechanism to influence government policy and planning
ILO Administrative Issues (staff, resources, design, implementation)	R4D-SP to continue lobbying MPW to take the lead and promote the IMRF.

Lesson No.5 Project Title: Roads for Development – Support Program (R4D-SP) Project TC/SYMBOL: TLS/16/03/AUS Name of Evaluator: Ty Morrissey Date: 15 February 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element: It is important to view rural roads support as a component of private sector development, employment generation and economic growth, particularly in response to the COVID-19 situation. When viewed as a broad package, there is broader scope to channel support and assistance and to view roads as a component of support to help rural economies develop economically.	
Brief description of lesson learned (link to specific action or task)	The ultimate sustainability of the program is dependent upon a growing private sector that derives benefits from the road network and supports the economy as a whole. Therefore roads have a critical role to play in supporting economic growth and development.
Context and any related preconditions	Need significant amounts of investment upfront to support development, however in the longer-term the raising of revenue and taxes from increased business turnover is a way to generate future government revenue
Targeted users / Beneficiaries	MPW and MoF and R4D-SP
Challenges /negative lessons - Causal factors	Long-term planning and budget is required. Business growth is affected by many contextual factors
Success / Positive Issues - Causal factors	Opportunity to support productive sectors of the economy and use roads as a vehicle to support business and private sector development.
ILO Administrative Issues (staff, resources, design, implementation)	N/A