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iTrack
Evaluation

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List of acronyms

AbF	-	Ai ba Futuru (Trees for the Future)
ADN	-	Agência do Desenvolvimento Nacional (National Development Agency)
AEMTL	-	Associação Empresarial das Mulheres de Timor-Leste (Association of Timor-Leste Business Women)
BMZ	-	Bundesministerium für wirtschaftliche (Federal Ministry of Economic Cooperation and Development, Germany)
BoQ	-	Bill of Quantities
C & V	-	Communications and Visibility
CBO	-	Community Based Organisation
CCI-TL	-	Chamber of Commerce and Industry-Timor-Leste
DBTC	-	Don Bosco Training Centre
DEVINVEST	-	Development and Investment Branch at ILO Headquarters which includes Employment Intensive Investment as an area of work
DFAT	-	Department of Foreign Affairs and Trade (Government of Australia)
DRBFC	-	Directorate of Roads, Bridges and Flood Control (Also referred to as National Directorate of Roads, Bridges and Flood Control or NDRBFC. DRBFC has been used in this report.)
DTC	-	Department of Training and Cooperation in DRBFC
DWCP	-	Decent Work Country Programme
DWT	-	Decent Work Team (<i>Support Team</i>)
ECES	-	ERA-Agro-forestry Contractor Excellence Scheme
EIIP	-	Employment Intensive Investment Programme or Employment Intensive Infrastructure Programme
ERA I	-	Enhancing Rural Access 2011-16 (abbreviated to ERA I in this report).
ERA-AF	-	Enhancing Rural Access Agro-Forestry
EU MTE 2019	-	European Union Mid-term Evaluation 2019 (Mid-term Evaluation of PSAF-AbF and ERA-AF undertaken on behalf of the European Union)
FGD	-	Focus Group Discussion
FIDIC	-	Fédération Internationale Des Ingénieurs-Conseils (International Federation of Consulting Engineers)
GIZ	-	Gesellschaft für Internationale Zusammenarbeit (German Corporation for International Cooperation)
GoTL	-	Government of Timor-Leste
H&S	-	Health & Safety
HMI	-	Ho Musan Ida or “With One Seed” (community forestry programme NGO)
IADE	-	Instituto de Apoio ao Desenvolvimento Emprezarial (Institute for Business Development Support)
ILO	-	International Labour Organization
ILO CO-Jakarta	-	ILO Country Office for Indonesia and Timor-Leste, Jakarta
ILS	-	International Labour Standards
INDMO	-	Instituto Nacional de Desenvolvimento de Mão de Obra (National Institute for Workforce Development)

KSTL	-	Konfederasaun Syndikat TL (Confederation of Trade Unions in Timor-Leste)
LBT	-	Labour-based Technology
M&E	-	Monitoring & Evaluation
MPW	-	Ministry of Public Works (formerly Ministry of Public Works, Transport and Communications)
MTE	-	Mid-Term Evaluation
NAO	-	National Authorizing Office
n.d.	-	Not dated (used in citing sources for which the date is not shown)
NSDP	-	National Strategic Development Plan
OECD/DAC	-	Organisation for Economic Cooperation and Development / Development Assistance Committee
OiC	-	Officer in Charge
P&B	-	Programme and Budget
PAC	-	Project Advisory Committee
ProDoc	-	Project Document
PSAF	-	Partnership for Sustainable Agroforestry
PS-DCS	-	Private Sector Development and Coordination Section of DRBFC
PSRU	-	Private Sector Relations Unit within DTC of DRBFC
PwD	-	Person(s) with Disability
R4D	-	Roads for Development (programme within DRBFC)
R4D-SP	-	Roads for Development - Support Programme
RBM	-	Results Based Management
RRMPIS	-	Rural Roads Master Plan & Investment Strategy
RBSA	-	Regular Budget Supplementary Account
SDG	-	Sustainable Development Goal
SEPFPOE	-	Secretario do Estado para a Política de Formação Profissional e Emprego (Secretariat of State for Vocational Training and Employment Policy)
SO1	-	Specific Objective 1
SO2	-	Specific Objective 2
TA	-	Technical Assistance
TL	-	Timor-Leste
ToC	-	Theory of Change
TOR	-	Terms of Reference
TSP	-	Transitional Strategic Plan
UNDP	-	United Nations Development Programme

Executive Summary

Background, purpose, scope and methodology

The ILO Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF) project is part of Euro 32.2 million Partnership for Sustainable Agroforestry (PSAF) funded by the European Union (EU), the Government of Germany (BMZ), and the ILO, and managed by GIZ (Gesellschaft für Internationale Zusammenarbeit or German Corporation for International Cooperation) and the ILO. PSAF aims to address two key challenges Timor-Leste faces, poor rural livelihoods because of dependence on low productivity farming and inadequate access to markets and basic services because of a deficient rural road network.

PSAF has two components, PSAF-AbF (Ai ba Futuru) and ERA-AF, with a Specific Objective (SO) for each. The objective of the first component (SO1) implemented by GIZ is to develop sustainable agro-forestry production. SO2 for the component funded by the EU, with a small ILO contribution, and for which the ILO is responsible, is the ERA-AF Project, which aims to "implement a capacity building and labour-based programme to rehabilitate and maintain rural roads" to improve access for agro-forestry areas, and employment and economic opportunities for the local population. The total EU budget for ERA-AF is Euro 12.2 million and the planned Project duration was 48 months (June 2017 to May 2021). With a no-cost extension of 5 months the Project is due to be completed by 31st October 2021. The scope of this Mid-Term Evaluation (MTE) is the component implemented by the ILO in pursuing SO2 up to 31st October 2020. Its purpose is "to review and take stock of what has been achieved, and of any constraints/opportunities faced by the project, which may affect the achievement of Project outputs and objectives." The normal time to conduct the MTE of the Project would have been in 2019. Since the EU as donor commissioned a MTE of PSAF encompassing ERA-AF (henceforth EU MTE 2019), ILO's MTE was deferred until late 2020 to avoid duplication and to have an opportunity to consider how the Project has responded to EU MTE 2019.

The TOR for this MTE stipulates that the evaluation should apply OECD/DAC evaluation criteria adapted to include aspects of concern to the ILO. The criteria are: (a) relevance and strategic fit; (b) coherence of the project; (c) validity of intervention design; (d) effectiveness; (e) effectiveness of management arrangement; (f) efficiency of resource use; (g) impact orientation; (h) sustainability, and (i) tripartism, social dialogue, gender equality and non-discrimination. Sub-criteria posed under the main evaluation criteria form the basis of the evaluation frame.

ILO's EIIP approach which links sustainable infrastructure development with employment creation and livelihood improvement through better access, and ILO's adoption of results based management (RBM) have been of key importance for framing and conducting the evaluation. The methodology adopted is qualitative comparative appraisal supported by quantitative indicators. The sources of evidence used include: (a) a review of documents; (b) operation and performance records of the Project; (c) interviews and debrief sessions with stakeholders, and (d) visits to project locations in the four eastern-most municipalities (Baucau, Viqueque, Manatuto and Lautem) in which the Project is operating.

Summary of findings by the adapted OECD / DAC criteria

Relevance and strategic fit

The project has a good fit with the development challenges facing Timor-Leste and the priorities of the three key strategic partners, Government of Timor-Leste (GoTL), EU and the ILO. GoTL's focus on improving access to address poor rural livelihoods is specified in the National Strategic Development Plan (NSDP) 2011-2030. The Rural Roads Master Plan & Investment Strategy (RRMPIS) is in effect a plan of operations for rehabilitating and maintaining the core rural road network between 2015 and 2020 to realise the improved rural access element in the NSDP. The strategic fit with the ILO is related to the role of EIIP in combining rural infrastructure improvement with employment, its Decent Work Country Programme (DWCP) for Timor-Leste 2016-20 which includes rural socio-economic development through infrastructure improvement as a pillar and its commitment to SDG Goals 1, 5, 8 and 9. EU's crucial role as the donor is based on its substantial and long-term commitment to rural development in Timor-Leste.

Coherence of the project

There is strong GoTL commitment and willingness to allocate adequate funding to improve rural roads as a means of addressing rural poverty. In practice, because of political stalemates, annual GoTL budgets have not been reliably approved since 2017. The amounts allocated for rural roads have varied widely and remained below the requirements specified in the RRMPIS. The budget allocations combined with the lack of institutional capacity within DRBFC and administrative processes delaying implementation and payment of contractors have led to underachievement of RRMPIS. Another constraint is the incomplete decentralisation of local administration and lack of capacity and funding at municipal levels. While these have not directly affected the contractor training and road rehabilitation parts of the Project, a third constraint, GoTL budgetary constraints on DRBFC staffing and operations, has limited the Project's public sector capacity development elements, in particular the strengthening of the Department of Training and Cooperation (DTC) within the Department of Roads, Bridges and Flood Control (DRBFC).

While a high degree of coherence and mutually reinforcing benefits for the target communities were envisaged with PSAF-AbF as the partner project, design and operational aspects have been obstacles to fully realising the benefits from the partnership. There is strong coherence between ERA-AF and the Roads for Development (R4D) programme within DRBFC, responsible for implementing the RRMPIS. R4D is supported with technical assistance by ILO's R4D-SP (Support Programme) which is a key strategic partner of ERA-AF for its capacity development and institutional strengthening objectives.

Validity of intervention design

The project design, built on the experience of Enhancing Rural Access 2011-16 (henceforth ERA I), is realistic and sound in combining contractor training, rural roads rehabilitation and maintenance and public sector institutional strengthening and capacity development, an element which distinguishes ERA-AF from ERA I. The Project design was changed at relatively short notice at the instigation of the donor to increase the road length by 50 per cent to 90 kms and the reduction in the cost per km by 25 per cent to Euro 67,350 (about USD 74,830) signalling the donor placing greater weight on the length of roads rehabilitated than the capacity development to contribute to improved performance of GoTL's rural roads strategy. The Project has managed resources to keep close to this cost per km estimate, but this constraint is likely to have implications for the durability of the roads and their life cycle costs which will need to be studied. Contractor training and capacity development aspects are considered under *Effectiveness, Effectiveness of management arrangement and Impact orientation and sustainability*.

The logic underlying the Project's partnership with PSAF-AbF was to gain synergies from combining development of economically productive agro-forestry with improved access. In practice the full benefits of the partnership were not realised because of lack of synchronisation in timing and selection of interventions. There was no joint implementation plan as envisaged in the ERA-AF ProDoc (Project Document). Since PSAF-AbF selected 40 dispersed sucos, the Project was able to connect only 11 of them. Further, agro-forestry production has a longer gestation period while roads have more immediate and wider than economic impacts (improving access for education and health).

With support from ILO's Regular Budget Supplementary Account (RBSA), the Project has responded well to COVID-19. Project staff used the period when training and rehabilitation were suspended to work on training and operations manuals and documents on capacity building initiatives. Training and rehabilitation commenced with the requisite safeguards at the end of the suspension.

Effectiveness

The project is progressing satisfactorily in meeting the targets on kms of roads rehabilitated and the associated contractor training and employment creation which were revised after EU MTE 2019. For the period under evaluation achievement on roads rehabilitated was 85 per cent of the target. The explanation is delays because of a combination of issues, community level disputes, labour shortages, some contractors not performing effectively and the COVID-19 suspension. The no-cost extension of 5 months is expected to make it possible to make up for some of the delays. A further extension within the available budget may be required for meeting the target and to achieve some of the other results as discussed below.

On sustainable institutional capacity development for enhanced private sector performance, capacity within DRBFC to support contractors through training and to create an enabling business environment for them remain work in progress. The Project has made satisfactory progress on developing the capacities of the Labour-based Training (LBT) Unit of Don Bosco Training Centre (DBTC) to deliver labour-based implementation training and of IADE (Institute for Business Development Support) to deliver business competence training. It has outlined what is required for sustainability of contractor training and an enabling environment for contractors in a Concept Note (also see *Effectiveness of management arrangement* and *Efficiency* below). A major obstacle to achievement of sustainable capacity development for enhanced private sector performance is lack of MPW (Ministry of Public Works) / DRBFC ability and resources to: (a) support the required contractor training; (b) stipulate accredited training as a requirement for R4D contractors; (c) limited progress in strengthening DTC's capacity to support contractors, and (d) the cumbersome contracting and payment processes for contractors. More needs to be done and is planned as a part of the Project's exit strategy (see *Impact orientation and sustainability* below).

On improved skills of construction companies the targets for the award of accreditation certificates after completing the training and provision of coaching / mentoring days are met or exceeded. In addition the Project has developed the ERA-AF Contractor Excellence Scheme (ECES) to assess contractor performance and to recognize well performing contractors. ProDoc envisaged developing the scope and quality of training programmes beyond the certificate level. This has not been pursued since a training needs assessment found a greater need for certificate level planning and implementation training for contractors and supervisors and non-certificate refresher and awareness training for a range of stakeholders. INDMO (National Institute of Workforce Development) indicated that DBTC and IADE had limitations as providers of more advanced training. Hence with ERA-AF support, DBTC and IADE have continued working on improving existing courses including by adding more practical training and produced practical guides in addition to developing courses referred to above.

EU MTE 2019 highlighted: (a) delays in the rehabilitation of roads; (b) high cost overruns; (c) limited training capacities of DBTC and IADE; (d) questionable benefits of rehabilitating short rural roads not connected to good quality National or Municipal roads, and (e) no sustainability because of no prospect of maintenance of rehabilitated roads. Based on this evaluation, the recommendation was to reduce the road length to be rehabilitated and permit an extension of time to complete the Project. While the ILO complied with the recommendations, there are issues of concern with them either because they are based on erroneous information (cost overruns and marginal roads rehabilitated) or incomplete information (no prospect of maintenance) or a questionable hypothesis (no benefits from roads if they are not linked to municipal or national roads).

Effectiveness of management arrangement

The Project Advisory Committee (PAC) brings together the stakeholders who are either directly engaged in implementing the Project or have an interest in its performance or can contribute to the sustainability of its outputs and outcomes. It is effective for sharing information and views on key issues related to the Project such as the cost of works and operational aspects, road maintenance arrangements and Project visibility. A more important aspect of management and governance related to the Project's capability development and institutional strengthening objective is its positioning in relation to DRBFC. The links between the ERA-AF Private Sector Co-ordination Officer and the M&E Officer and counterparts within DRBFC, in the newly established Private Sector Relations Unit (PSRU) within the Department of Training and Cooperation (DTC) are intended to support the institutional strengthening and capacity development within DRBFC. They are effective in these respects but the challenge of securing a sustainable impact remains because of DRBFC constraints as noted under *Effectiveness* above and under *Impact orientation and sustainability*.

Efficiency of resource use

The average cost per km achieved over the reference period is USD 82,127 per km compared with about USD 74,833 (EURO 67,350) per km estimated in the ERA-AF Project Document ProDoc. The actual cost is therefore 9.7 per cent higher than the ProDoc estimate, not 30 per cent higher as stated in EU MTE 2019. The actual cost being 10 per cent higher than the planned cost can be justified by more difficult terrain

and added climate resilient measures than originally anticipated. Further, the average cost of USD 82,127 per km achieved by the Project is lower than the recently estimated average direct investment costs for roads rehabilitation of USD 115,400 per km for R4D roads. The cost per km of ERA-AF roads is almost 30 per cent lower than the cost of R4D roads. However, determination of whether ERA-AF rehabilitation is cost efficient in comparison with R4D would require comparison of life cycle costs. Such a comparison in the context of wider considerations such as materials availability, acceptability of road quality and practicality of maintenance regimes would yield lessons on the appropriate road standards for rural roads. Within the constraints on design imposed by the cost per km constraint, practices for achieving efficiency include: (a) competitive bidding within 10 per cent of engineering estimates; (b) monitoring contractor performance, and (c) intervening when contractor performance is poor. Timeliness of implementing activities has posed challenges but the Project is on track to fulfil the physical works and related contractor training within the budget with extensions of time.

Technical assistance support and budget have been used judiciously in improving capacity for enhanced private sector performance to: (a) improve the capacities of the training institutes (DBTC and IADE) and leveraging support from them for contractors during implementation, and (b) support the DRBFC in establishing the PSRU within DTC as a part of an attempt to develop DRBFC capacity to support contractor training and an enabling environment. As noted above (see *Effectiveness* and *Effectiveness of management arrangement*), capacity development of DRBFC remains challenging because of reasons outside the control of the Project. This aspect is considered further under *Impact orientation and sustainability* below.

Impact orientation and sustainability

The Project has incorporated decent work conditions for project workers in contractors' training and contracts. Whether there is wider adoption of the decent work principles depends on the effectiveness of the efforts of R4D in retaining the requirement for contractors to comply with decent work principles on public sector contracts and private sector work. The Project's contribution on developing capacity for the rehabilitation and maintenance of rural roads is through the adoption of lessons learnt on contractor training and support for them and the institutional capacity development at the national level in the DRBFC and eventually at the municipal level. Further the initiatives, planned and under consideration, for the remainder of the Project (the tracer study of contractors and following through on the Concept Note on improving the institutional context and the business environment) are intended to strengthen this impact.

The longer lasting impact will depend on how effectively the Project is able to implement institutional strengthening and development in its exit strategy. To this end the Project: (a) prepared a Concept Note on the expanded role of DTC, more specifically the PSRU within DTC, in strengthening and institutionalising the training management and private sector contractor support capacity, and (b) provided financial and technical support for establishing the PSRU. The Concept Note specifies the following responsibilities for the PSRU: (a) collaboration with CCI-TL (Chamber of Commerce and Industry-Timor-Leste) to develop a more enabling business environment for contractors by: (i) addressing the lengthy GoTL and DRBFC contract awarding and payment processes, and (ii) improving access to finance and other inputs and resources and guidance; (b) assessing training needs, planning training and ensuring training standards and qualifications and engagement with training providers and enablers, and (c) proposing sustainable financing solutions for contractor training.

There are challenges associated with each one of these aspects and the sustainability and status of PSRU. On developing a more enabling business environment, the required reforms and interventions go beyond the authority of MPW/DRBFC, let alone DTC/PSRU. On the planning of training and setting standards, PSRU benefits from the experience of ERA-AF and its engagement with DBTC and IADE as training providers and INDMO as the accreditation body. However, at present there is no requirement for R4D contractors and their staff to have certified training to bid for contracts.

If certified training is stipulated for R4D contractors as a good practice adopted from ERA-AF, sustainable financing of training would still remain a challenge since MPW/DRBFC do not have the resources to support contractors' training. The LBT Unit in DBTC is highly dependent on ERA-AF for its income with some supplementary income from R4D for "refresher training" (which amounts to less than 10 per cent

of the financial support it receives in return for the delivery of training for ERA-AF). DBTC's business plan for its LBT Unit shows that it is in jeopardy post-ERA-AF unless: (a) MPW/DRBFC R4D sets successful completion of accredited labour-based training as a prerequisite for bidding for R4D contracts; (b) DRBFC formally recognizes the role of DBTC as an accredited training provider, and (c) a funding solution is found for contractor training. Normally the private sector would be expected to contribute but the ability and willingness of small contractors to pay for training when they have no guarantee of winning contracts is low. Alternative funding solutions, such as a levy on contractors who bid successfully for projects may have to be considered in the absence of GoTL support or other options. The funding of PSRU is also a challenge since DRBFC funding for staffing and operations is constrained.

The Project is working on a White Paper setting out the required GoTL policy changes for contractor development. The aim is to present the White Paper at a Consultative Forum of Construction Industry Practitioners and other stakeholders. Given the nature and scope of the reforms, initiatives and resources required, obtaining GoTL commitment would require involvement of key ministries and decision makers is likely to be a challenge. A coalition of major multilateral and bilateral donors and development partners could be instrumental in enabling the changes required which would have wider benefits.

On the impact of improved rural roads, there is some evidence of fall in transport costs, increased frequency of motorised transport and stories of individuals and communities benefiting from Project employment and improved access. Data has also been collected in community snapshots and recent surveys. There is potential for qualitative meta-analysis of evidence from the sources to assess the impact of completed roads.

Tripartism, social dialogue, gender equality and non-discrimination

The socialisation process at the municipal and community levels, the training of contractors, engagement with CCI-TL and AEMTL (women entrepreneurs' association), the special contract conditions and supervision and monitoring on site are the main means used to address gender equality and non-discrimination. A key achievement of the project on gender equality and women's empowerment is the high proportion (57 per cent) of contractor firms owned by women awarded ERA-AF contracts. While the proportion of women Project workers overall is below the 30 per cent target (24 per cent), in later batches of contracts it is above target. The project has leveraged ILO's tripartite engagement: (a) with CCI-TL in recruiting contractors and with potential to further develop CCI-TL's role in supporting small scale contractors by continuing to play a part in developing an enabling business environment for contractors as explained earlier and representing their interests for sustaining their businesses through engagement with PSRU, and (b) with KSTL (Confederation of Trade Unions in Timor-Leste) in enhancing awareness of workers on occupational safety and health, workers' rights and promoting gender equality and social inclusion.

Conclusions, main lessons and good practice

ERA-AF has a sound rationale and internal consistency of project inputs, outputs and outcomes and management structure and processes to adapt to external circumstances. At the operational level the main challenges have been the external human and natural factors leading to delays. The Project has the systems, processes and resilience to adapt but it requires additional time to complete its activities. Lessons from the exploration of possible mitigation measures against externally imposed delays such as starting the planning cycle including project selection and local preparatory work in the year prior to the year of implementation is recommended.

One reason for delays on some roads has been insufficient labour supply. This issue is of some importance since the rationale of the labour-based approach includes providing short-term employment in asset creation or preservation to the unemployed or underemployed to supplement their livelihoods. Examination of the reasons for labour shortages, in the context of the underlying rural situation of high poverty incidence and high levels of unemployment and underemployment would yield lessons for R4D and other labour-based projects, if they face similar issues, on the selection of projects, the timing of works and the wage rate.

Irregularity and lower than required annual GoTL budgets in recent years have not directly affected the Project but have prevented R4D from fully implementing its investment and maintenance programme.

The strong GoTL commitment to investment in rural roads, the recently approved annual budget for 2021 and the improved outlook on future annual budgets creates a more favourable context for ERA-AF to pursue its objective of supporting the DRBFC in developing capacity for contractor training and creating an enabling environment for contractors but serious challenges remain to be addressed as a part of the Project's exit strategy (see recommendations below).

The logic underlying the Project's partnership with PSAF-AbF was to gain synergies from combining development of economically productive agro-forestry with improved access. In practice the full benefits of the partnership were not realised because of lack of coordination between the projects in timing and selection of interventions.

ERA-AF's collaboration with DBTC and IADE, which has required development of their relevant capacities, have been of central importance in providing training to contractors in LBT technology and business practice. ECES developed in collaboration with DBTC and IADE is an excellent initiative for assessing the quality of the contractors trained. Other examples of good practice are: (a) the work done to date by the Project on capacity building and policy influencing, and (b) the C & V strategy and collection of evidence on the impacts of improved roads.

Recommendations

The recommendations set out here are relevant as preparation for the final evaluation of the Project and the exit strategy.

- 1. The Project should focus on the exit strategy for the remainder of the Project. This recommendation endorses the Project's priorities and plans. (Responsibility: ERA-AF)**
- 2. Key elements in the exit strategy, to be implemented in collaboration with DRBFC and R4D-SP, are: (a) achieving recognition by MPW/DRBFC of the role of DBTC as an accredited training provider; (b) achieving agreement by MPW/DRBFC to set accredited labour-based training as a prerequisite for bidding for R4D contracts; (c) supporting MPW/DRBFC to strengthen the enabling business environment for contractors by influencing GoTL to conduct reforms to develop simpler and swifter auditing procedures and timely payment for contractors, and (d) developing a solution for financially sustainable training for contractors and more specifically the financial sustainability of the LBT Unit in DBTC. To address the financing of contractor training, the option of a levy on contractors who have bid successfully for R4D contracts is an option. (Responsibility: ERA-AF, DRBFC, MPW, ADN, R4D-SP)**
- 3. Higher level policy influencing is required for the substantial reforms and initiatives needed which go beyond MPW and DRBFC. The Project is working on a White Paper seeking GoTL commitment to the reforms and initiatives required. It is recommended that a coalition of key multilateral and bilateral donors and development partners with a common interest in the reforms and developing an enabling environment for business is sought. (Responsibility: ERA-AF, DRBFC, MPW, R4D-SP, ILO CO-Jakarta & DWT-Bangkok)**
- 4. A further extension of time within the budget should be considered to complete the revised programme of rehabilitation works and to have more time for implementing the exit strategy. (Responsibility: ERA-AF, Donor)**
- 5. The proposed tracer study of ERA I and ERA-AF contractors should include investigation of the survival strategies of contractors and reasons for the failure of contractors to inform the creation of an enabling environment for contractors. (Responsibility: ERA-AF, R4D-SP)**
- 6. A qualitative meta-analysis of the data collected from a range of sources, baseline and endline community snapshots, individual and community case studies and stories, to assess the impact of completed roads is recommended. This would be of value for the final evaluation of the Project and for developing policy for future investment in rural roads. (Responsibility: ERA-AF)**
- 7. An analysis of the reasons for the labour supply problems on a number of projects is recommended to derive lessons for R4D and other labour-based projects. (Responsibility: ERA-AF)**
- 8. A comparison of life cycle costs between ERA-AF and R4D is recommended. ERA-AF roads are being rehabilitated at an average cost well below those of R4D. It would yield valuable results for the future**

rural roads rehabilitation and maintenance strategy. *(Responsibility: DRBFC, R4D-SP – longer term after the completion of ERA-AF)*

9. **An examination of the planning cycle to explore options such as some preparation activities in advance and maintaining an inventory of prioritised projects is recommended.** Most of the delays experienced by the Project in implementing training and rehabilitation have been because of reasons outside the Project's control. R4D experiences delays because of administrative processes and now has an Advance Procurement process in place to mitigate. The appraisal of ERA-AF experience would yield results for: (a) R4D to the extent that there are other common causes of delays between ERA-AF and R4D and the longer certified training is introduced for R4D as recommended, and (b) any future projects and the rural roads rehabilitation and maintenance strategy. *(Responsibility: ERA-AF – for lessons learnt during the remainder of the Project; R4D-SP and DRBFC – to continue after completion of ERA-AF)*

1. Background of the Project and its intervention logic

Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF) project is part of Euro 32.2 million Partnership for Sustainable Agroforestry (PSAF) funded by the European Union (EU), the Government of Germany (BMZ), and the ILO, and managed by GIZ and the ILO. The overall aim of PSAF is to address one of the main challenges Timor-Leste faces, poor rural livelihoods.

Timor-Leste's economy is essentially agriculture-based, with just under 70 per cent of its total population living in rural areas. Subsistence farming is the main livelihood source for the large majority of the rural population. Low agricultural productivity and insufficient diversification explain poor livelihoods and the high poverty incidence. Rural areas account for about 75 per cent of the country's poor. A major constraint on improving rural livelihoods and access to basic services is the poor rural road network. The key importance of meeting this challenge is recognised in NSDP 2011-2030. The Directorate for Roads, Bridges and Flood Control (DRBFC) developed a strategy and implementation plan in 2015 (Rural Roads Master Plan & Investment Strategy or RRMPIS) for upgrading and maintaining the core rural road network¹ through the Roads for Development (R4D) programme with technical support from the ILO and funded by the Government of Australia Department of Foreign Affairs and Trade (DFAT).

PSAF has two components, PSAF-AbF (Ai ba Futuru) and ERA-AF, with a Specific Objective for each. Specific Objective 1 (SO1) for PSAF-AbF implemented by GIZ is "to develop a sustainable, market oriented, competitive and prosperous agro-forestry system in order to increase employment and income in rural areas". Specific Objective 2 (SO2) for the component which is funded by the EU, and for which the ILO is responsible, is the ERA-AF project, which aims to "implement a capacity building and labour-based programme to rehabilitate and maintain rural roads in order to improve access to the agro-forestry areas, employment and economic opportunities for the local population" over a period of 48 months (June 2017 to May 2021). Both the projects are operating in the four eastern-most municipalities in Timor-Leste, Baucau, Viqueque, Manatuto and Lautem. The map in Figure 1 shows the municipalities in which the project operates. Work on the first batch of 10 contracts started in September 2018 in Baucau to rehabilitate 20.6 kms of roads. The contractors and their staff were trained and then awarded contracts averaging about 2 km through a bidding process. The second batch of contracts started in Viqueque and Manatuto in September 2019 and the third batch in Lautem and Manatuto in September 2020. The total EU budget for ERA-AF is Euro 12 million with a contribution of Euro 200,000 by the ILO. A no-cost time extension of 5 months to 31st October 2021 was requested in May 2020 and has been granted by the donor.

ERA-AF is a part of the portfolio of projects and initiatives under ILO's Employment Intensive Investment Programme (EIIP) which links "infrastructure development with employment creation, poverty reduction and local economic and social development".² EIIP's continuing support to Timor-Leste's efforts to improve and maintain rural roads dates back to the mid-2000s. ERA-AF follows on from ERA 2011-16³ which also had the combined objectives of rehabilitating and maintaining roads and developing small scale contractor capacity. EU was the donor for ERA I as a part of its Rural Development Programme in Timor-Leste. The EU has a long-standing development partnership with Timor-Leste and it is the 2nd largest provider to Timor-Leste of grant development aid, after Australia. EU's donor support for ERA-AF is part of rural development component of its National Indicative Programme, 2014-2020.

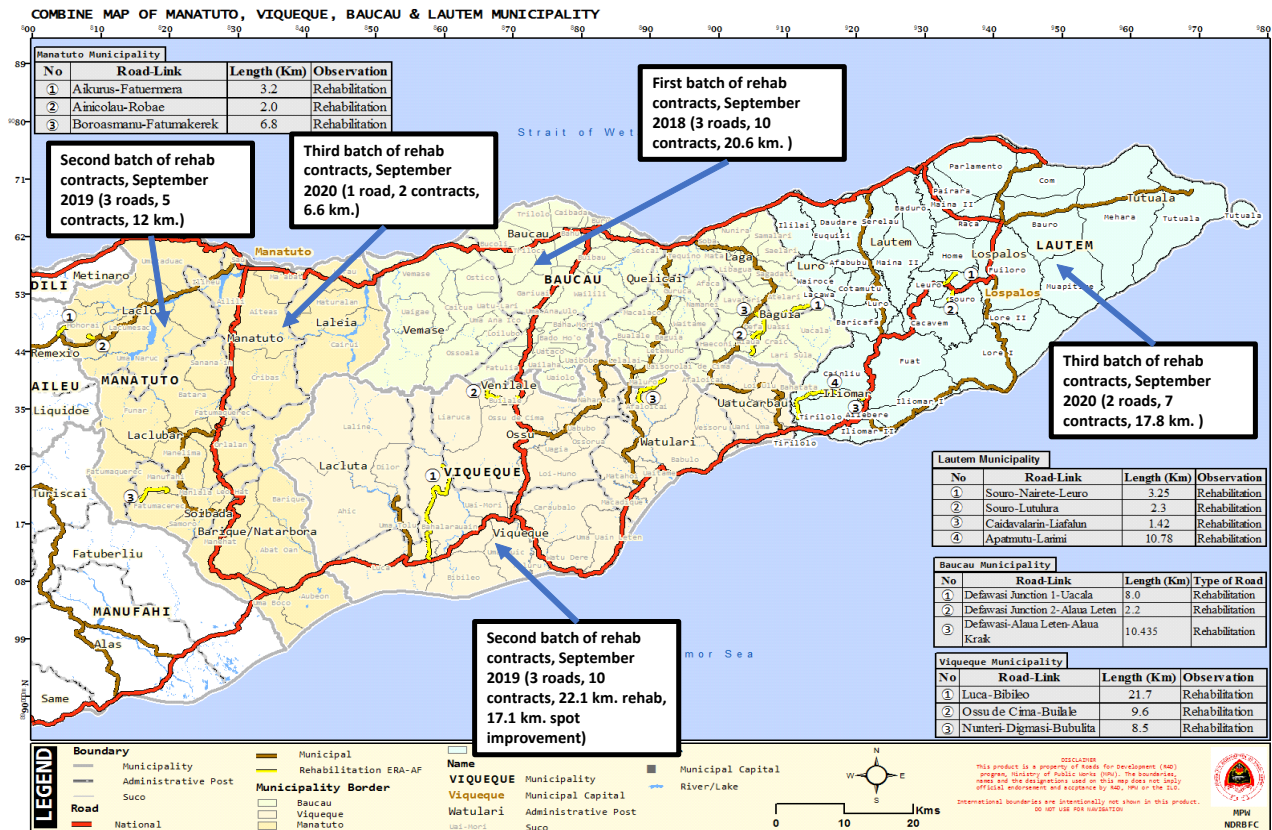
The intervention logic of ERA-AF is similar to that of ERA I but ERA-AF is linked to the sustainable agro-forestry initiative supported by the EU and GIZ and includes a public sector institutional strengthening and capacity development component which distinguishes it from ERA I. ERA-AF's focus on rural roads, contractor training and capacity development offers opportunities to coordinate with R4D and R4D-SP (Support Programme) and exploit synergies in developing a sustainable strategy for rural roads in Timor-Leste.

¹ For further information on the core road network see section 4.2.

² <https://www.ilo.org/global/topics/employment-intensive-investment/lang-en/index.htm>

³ Henceforth ERA I in this report.

Figure 1: Map of ERA-AF municipalities and phases of road rehabilitation



2 Purpose, scope and clients of the evaluation

According to the Terms of Reference (TOR) the scope of this Mid-Term Evaluation (MTE) is the component implemented by the ILO in pursuing SO2 up to 31st October 2020. The normal time to conduct the MTE of the Project would have been in 2019. Since the EU as the donor commissioned a MTE of PSAF encompassing ERA-AF, ILO's MTE was deferred until late 2020 to avoid duplication and to have an opportunity to consider ILO's response to the EU MTE of PSAF in 2019 and whether and to what extent the Project has followed up on the recommendations of the EU MTE.

The purpose of this Medium Term Evaluation (MTE) is "to review and take stock of what has been achieved, and of any constraints/opportunities faced by the project, which may affect the achievement of the project outputs and objectives" and to "provide lessons learnt, good practices, and recommendations for possible adjustment within the remaining period." The TOR specifies that the evaluation is to be a "light exercise" compliant with health and welfare measures required in the current pandemic context with a high degree of reliance on secondary sources because the international evaluator had to participate in the evaluation remotely.

The TOR for the MTE stipulates that "the evaluation should address OECD/DAC and ILO evaluation criteria and concerns "to include relevance, coherence, effectiveness, efficiency, sustainability and impact as defined in the ILO evaluation policy and guidelines for results-based evaluation". The criteria for the evaluation set out in the TOR are:

- Relevance and strategic fit (**RS**)
- Coherence of the project (**CP**)
- Validity of intervention design (**VID**)
- Effectiveness (**EFF**)
- Effectiveness of management arrangement (**EFM**)
- Efficiency of resource use (**EFN**)
- Impact orientation (**IM**)

- Sustainability (**SU**)
- Tripartism, social dialogue, gender equality and non-discrimination (**TRI**)

There are specific questions or sub-criteria under the main evaluation criteria which form the basis for the evaluation frame (see 3. *Methodology and limitations*). The letter codes **RS**, **CP** and so on with numbers for sub-criteria have been used in the later sections of the evaluation for ease of cross-referencing. Table 2 in section 3 lists the specific questions under the main criteria and the related codes used in this report for ease of reference, especially when reading section 4. *Findings of the evaluation by criteria*.

The clients and users of the evaluation are: (a) the ERA-AF Project team; (b) the R4D-SP team; (c) the PSAF-AbF and GOPA⁴ teams; (d) the ILO Country Office for Indonesia and Timor-Leste; (e) the Decent Work Team (DWT) and in particular the EIIP specialists at the ILO Regional Office for Asia and Pacific (ROAP); (f) ILO DEVINVEST at ILO Headquarters; (f) the EU Delegation in Timor-Leste representing the donor; (f) the National Authorising Office in the GoTL Ministry of Finance; (g) DRBFC and within it the R4D programme and Department of Training and Co-operation (DTC) in the GoTL Ministry of Public Works (MPW); (h) Don Bosco Training Centre (DBTC) and the Instituto de Apoio ao Desenvolvimento Emprezarial (IADE - Institute for Business Development Support), both as partners of the Project for training contractors and supporting their capacity development, and (i) the Chamber of Commerce and Industry of Timor-Leste (CCI-TL) as a private sector development partner in developing contractor capacity and enabling environment for contractors.

Other important stakeholders for whom the evaluation is of value are the municipal administrations and KSTL (Confederation of Trade Unions in Timor-Leste). The PSAF-AbF Project Steering Committee and ERA-AF Project Advisory Committee (PAC), where many of the stakeholders identified above are represented, are forums for drawing out the implications of the findings of the evaluation with a view to benefiting from any lessons learnt and future actions.

The EIIP approach to use labour-based methods to improve or preserve rural roads and other infrastructure assets is complemented by the decent work agenda. While the infrastructure investment in itself provides short-term employment, EIIP has a wider agenda to sustain and amplify the impact on employment and improved livelihoods which encompasses sustainability of the improved assets and strengthening capabilities and institutions for sustaining infrastructure investment programmes. The latter requires influencing policy and institutionalising the employment intensive approach.

The EIIP approach context and results based management (RBM) adopted by the ILO⁵ have been used to review the Project's results matrix and to articulate the key objectives and processes for the purpose of this evaluation. For a conventional production process, labour would be solely an input in the RBM framework, but in

There are complementarities and interdependencies between the outputs and the distinction between outputs and activities is not always clear cut. For example, the output indicators include the number of contractors and staff trained. To the extent that contractor training is required for the effective implementation of projects, it is also an activity. Further the numerical output measures by themselves do not convey the quality of the output, the kms of roads rehabilitated and contractors trained. Some training, for example training of municipal officials and staff in maintenance, is more appropriately described as activities than outputs. Policy influencing is also an activity which along with capacity building has the potential to contribute to the sustainability of the rural road programme.

Table 1 it is noted that employment of beneficiaries is an input in the asset creation and an output of the Project. The activities are the operations and management processes which convert the inputs into outputs.

⁴ GOPA Worldwide Consultants is implementing the PSAF-AbF Project on behalf of GIZ.

⁵ ILO (2011) *Applying Results-Based Management in the International Labour Organization: A Guidebook, Version 2*.

The specific Project activities are: (a) rehabilitation and maintenance of roads; (b) short-term employment generation; (c) developing the technical and business competencies of contractors; (d) supporting the capacity development and institutional strengthening of the public sector to sustain the rural roads improvement programme, and (e) creating an enabling environment for contractor development and contractors. The corresponding outputs in

There are complementarities and interdependencies between the outputs and the distinction between outputs and activities is not always clear cut. For example, the output indicators include the number of contractors and staff trained. To the extent that contractor training is required for the effective implementation of projects, it is also an activity. Further the numerical output measures by themselves do not convey the quality of the output, the kms of roads rehabilitated and contractors trained. Some training, for example training of municipal officials and staff in maintenance, is more appropriately described as activities than outputs. Policy influencing is also an activity which along with capacity building has the potential to contribute to the sustainability of the rural road programme.

Table 1 are: (a) rehabilitated and maintained roads; (b) capable contractors; (c) decent inclusive employment, and (d) strengthened institutional and technical capacities for sustainability (of the rural roads programme in Timor-Leste). The outcome at the ERA-AF level is contribution to improved livelihoods through employment and improved assets. The impact is at the PSAF level and is not considered in this evaluation.

There are complementarities and interdependencies between the outputs and the distinction between outputs and activities is not always clear cut. For example, the output indicators include the number of contractors and staff trained. To the extent that contractor training is required for the effective implementation of projects, it is also an activity. Further the numerical output measures by themselves do not convey the quality of the output, the kms of roads rehabilitated and contractors trained. Some training, for example training of municipal officials and staff in maintenance, is more appropriately described as activities than outputs. Policy influencing is also an activity which along with capacity building has the potential to contribute to the sustainability of the rural road programme.

Table 1: The RBM model and its application to ERA-AF

RBM model elements	Explanation	Summarised from the results matrix
Inputs ↓	Human and financial resources.	Finance, expertise (including management and administration) and labour. <i>Note that labour (employment) is an input and an output.</i>
Activities ↓	Processes and actions which convert inputs into outputs.	Programme and project planning, implementation, monitoring and management.
Outputs ↓	The products, assets or capacities resulting from the activities.	<ul style="list-style-type: none"> Rehabilitated and maintained roads Capable contractors Decent inclusive employment Strengthened institutional and technical capacities for sustainability
Outcomes ↓	Expected effects of the outputs.	Contribution to the improvement of livelihoods through employment and improved assets.
Impacts	Long-term or higher level likely or actual effects.	Contribution to peaceful, inclusive and sustainable development (PSAF level).

3. Evaluation questions, methodology and limitations

3.1 Evaluation questions and methodology

Table 2 sets out the main evaluation criteria and sub-criteria under the main criteria specified in the TOR for the MTE (see *Evaluation criteria and Key evaluation questions* in the evaluation TOR included as Appendix A) with some minor amendments in wording. As noted in Section 2 above, codes are assigned to the criteria and sub-criteria⁶ in Table 2 for ease of reference. For example, **RS1** for the specific question 1 under *Relevance and strategic fit* is “The extent to which the Project has responded to the needs of the tripartite constituents, beneficiaries and recipients.”

Table 2: Questions under the main evaluation criteria and the codes for them in this Evaluation

Main criteria and sub-criteria or questions under the main criteria	Codes
Relevance and strategic fit	RS
The extent to which the Project has responded to the needs of the tripartite constituents, beneficiaries and recipients.	RS1
The extent to which the project is planned to contribute to the PSAF-AbF (Partnership for Sustainable Agro-Forestry - Ai ba Futuru) objectives.	RS2
The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Timor-Leste.	RS3
Coherence of the project	CP
The extent to which other interventions and policies support or undermine the ERA-AF interventions, and vice versa.	CP1
The compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by Government of Timor-Leste and ILO such as R4D-SP, ILO and social partners.	CP2
Are there possible ways to maximize synergies and improve collaboration with new or existing actors? Has there been duplication of efforts/resources?	CP3
The extent to which the ERA-AF interventions adhere to decent work principles including International Labour Standards (ILS), human rights-based approach and gender equality.	CP4
Validity of intervention design	VID
Is the project realistic (in terms of expected outputs, outcome and impact), given the proposed intervention logic, time and resources available, and the changing social, economic, political environment and other challenges faced to date? Do targets of specific outputs (including social targets) need adjustment?	VID1
How are target beneficiaries selected by ERA-AF? Is the selection done by following an inclusive approach and in close consultation with the communities concerned?	VID2
Is the project design still valid vis-à-vis the COVID-19 pandemic? To what extent has the pandemic affected the project and what measures – if any – have been taken to address encountered effects from the pandemic?	VID3
Does the project have a Theory of Change or Results Framework? If so, to what extent is it used to guide project implementation towards the project objectives? Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that enabled reporting on progress under specific SDG targets and indicators?	VID4
Were the project risks properly identified and assessed? How effective were the mitigation measures taken by the project in addressing the identified and assessed risks?	VID5
Effectiveness	EFF

⁶ The sub-criteria are also referred to as specific questions or issues in this report.

Main criteria and sub-criteria or questions under the main criteria	Codes
(1) What progress has been made towards achieving the overall project outputs and results?	EFF1
(2) To what extent have already achieved outputs (such as improved market access using labour-based approach, and skills of construction companies and local authorities improved) benefited women and men and the agro-forestry communities?	
(3) Is the project likely to achieve the results targets at the end of the project?	
Assess the validity of the recommendations of previous monitoring and evaluations on the project. To what extent has the project managed to follow-up on those recommendations? Assess the validity of ILO's comments on those recommendations and findings that were contested by the ILO.	EFF2
How effective are the communications and visibility (C & V) activities of the Project?	EFF3
Effectiveness of management arrangement	EFM
Have the Project Steering Committee, Project Advisory Committee and the management and governance structure put in place, worked effectively with all the project's key stakeholders and partners to achieve project goals and objectives?	EFM1
To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions? To what extent are the M&E data supporting project decision making related to gender and non-discrimination?	EFM2
Efficiency of resource use	EFN
Have resources (financial, human, technical support, etc.) been allocated efficiently and strategically to achieve the project outputs and outcomes?	EFN1
Were the project's activities implemented in line with the schedule of activities as defined by the work plan? If not, what are the factors that hindered timely delivery and what were the counter measures taken to achieve the project's envisaged outputs, outcomes and impact during the life of the project?	EFN2
Are there sufficient resources allocated to integrate gender and disability in the design, implementation and M&E of the project outputs and outcomes?	EFN3
To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component, with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?	EFN4
Impact orientation	IM
Has the ERA-AF project made (or is likely to make) a difference to specific higher goals to which they are linked (like PSAF-AbF, SDGs, DWCP, Timor-Leste's Development Plan)? What level of influence is the project having on policies and practices at national and municipal levels?	IM1
The extent to which the project has contributed or is likely to contribute to Timor Leste's capacity in the rural roads sector, in employment generation, and eventually poverty reduction in Timor-Leste.	IM2
Sustainability	SU
Which project-supported activities, capacities, products and tools have been sustained and institutionalized, or are expected to be sustained and institutionalized during the remainder of the project, by partner external organizations e.g. the capacity of Don Bosco Training Centre?	SU1
To what extent are the maintained / rehabilitated roads and developed capacities likely to have a long term, sustainable positive contribution to the SDGs and the Project's relevant targeted groups (explicitly or implicitly)?	SU2
Does the project implement an exit strategy?	SU3
Tripartism, social dialogue, gender equality and non-discrimination	TRI
What are so far the key achievements of the project on gender equality and women's empowerment?	TRI1

Main criteria and sub-criteria or questions under the main criteria	Codes
Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?	TRI2
Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism?	TRI3

Appendix B⁷ complements Table 2 by adding comments on the sub-criteria where necessary and identifies any documentary data sources and organisations and individuals to be consulted for information and perspectives. In effect Table 2 and Appendix B set the structure or frame of the evaluation showing inter-linkages between sub-criteria. For example, there are four sub-criteria which refer to the relationship between ERA-AF and PSAF-AbF, **RS1** (*The extent to which the project has contributed to the PSAF-AbF (Partnership for Sustainable Agro-Forestry - Ai ba Futuru (PSAF- AbF) objectives.*), **CP2** (*The compatibility of interlinkages between ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by Government of Timor-Leste and ILO such as R4D-SP, ILO and social partners.*), **EFN4** (*To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component, with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?*), and **IM1** (*Has the ERA-AF project made (or is likely to make) a difference to specific higher goals to which they are linked (like PSAF-AbF, SDGs, DWCP, Timor-Leste's Development Plan)? What level of influence is the project having on policies and practices at national and municipal level?*).

Four sub-criteria are related to gender issues, **CP4** (*The extent to which the ERA-AF interventions adhere to decent work principles including International Labour Standards (ILS), human rights-based approach and gender equality.*), **EFM2** (*To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions? To what extent are the M&E data supporting project decision making related to gender and non-discrimination?*), **EFN2** (*Are there sufficient resources allocated to integrate gender and disability in the design, implementation and M&E of the project outputs and outcomes.*) and **TRI1** (*What are so far the key achievements of the project on gender equality and women's empowerment?*).

R4D-SP appears under just one sub-criterion, **CP2** (*The compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by Government of Timor-Leste and ILO such as R4D-SP, ILO and social partners.*). However, the role and work of R4D-SP is of relevance in relation to a number of other sub-criteria (e.g. *The extent to which other interventions and policies support or undermine the ERA-AF interventions, and vice versa (CP1)*). Further, consultation with R4D-SP staff was essential for a number of others important aspects such as the RRMPIS and exit strategy for ERA-AF.

The methodology adopted is qualitative comparative appraisal supported by quantitative measures and indicators. The approach and the specific aspects to be included in the investigation have been based on the initial desk review of project documents, other documents, discussions with the Evaluation Manager, the EIIP Specialist, and the ERA-AF Project Manager and have taken on board the areas of importance in the TOR highlighted by the Project team and other stakeholders. Multiple sources of evidence used in the evaluation include: (a) a desk review of over 50 documents (see Appendix C for the list); (b) operation and performance records of the Project; (c) interviews or group discussions, which included debrief sessions with stakeholders, with a total of about 100 persons (see Appendix D), and (d) visits to road locations in all four municipalities, Manatuto, Lautem, Baucau and Viqueque between 9th and 13th November (see Appendix E for the schedule of locations visited and meetings during the field visit to the municipalities). In each municipality there were meetings with municipal officials (either municipality presidents or their representatives) and directors of public works departments to assess their role in the selection of roads, engagement during project implementation, their stance on maintenance of roads and any issues concerning the value of the roads, quality of works and contractor operation.

⁷ Reproduced from the Inception Report for the MTE with minor amendments and the coding of sub-criteria added.

Roads being rehabilitated, completed and under maintenance were visited for site inspection and to interview contractors, Project workers and community members. A visit to the Caenlio practical training road was included to interview trainers and trainees and a meeting was held with the manager of the GOPA team implementing PSAF-AbF activities. In the pandemic context the international evaluator worked remotely from the home base and the national evaluator in Timor-Leste. The conduct of interviews was shared between the international and national evaluators, in some cases conducted jointly and in some cases individually by each evaluator. Close collaboration and communication between the two evaluators ensured that the required information was collected. Where for technical reasons or because virtual participation by the international evaluator was likely to interfere with free flowing and open communication with national key informant stakeholders, the national evaluator conducted interviews without the international evaluator's virtual presence (see Appendix F for the overall evaluation schedule).

The stakeholder analysis in the ERA-AF Project Document (ProDoc)⁸ was the basis for identifying the key individual and organisational informants. Table 2 in the Inception Report for the evaluation categorised the stakeholders / key informants as:

- enabling partners making implementation possible (the donor, ministries and institutions approving and facilitating the Project or setting the policy or standards, the ILO office providing management oversight and the ILO technical team providing technical support and oversight);
- implementation partners directly involved in project activities (the technical and management training centres engaged in the capacity development of ERA-AF Project contractors, GIZ as the partner in the PSAF-AbF programme, DRBFC as the key technical agency managing the public road network including rural roads, R4D-SP as the ILO technical assistance team supporting DRBFC, the municipal administrators as partners in the respective municipalities, the contractors executing the works, the project workers benefiting from employment on the project and local communities affected by the road works and benefiting from the improved roads), and
- support and coordination partners (the employers' and workers' organisations representing the social partners and a contractors' association supporting women contractors).

In addition to the key informants outside the Project team, of key importance were several virtual meetings with the Project Manager and the Project M&E Officer and a group discussion with members of the ERA-AF Project team. Further, it was very valuable to obtain the perspectives of women and men Project workers, other members of local communities and contractors (see Appendices D and E).

Table 2 and Appendix B provided the basis for preparing the schedule of questions for the interviews with the stakeholders and key informants. The interviews were largely semi-structured to enable gaining more in-depth information and insights from different perspectives. For all the sub-criteria there were more than one key informant, stakeholder and/or documentary sources. The multiple sources providing triangulation (corroboration or otherwise) forms a robust basis for the evaluation. In addition, feedback received during the debriefs towards the end of the data collection was invaluable for elaborating and refining the evaluation.⁹ Further feedback from stakeholders is being sought to this draft report before finalising the document.

3.2 Limitations, possible biases and mitigation

In an evaluation of a Project of some complexity such as this there is potential of limitations because of: (a) insufficient information in some areas; (b) differences in information obtained from different stakeholders or their perspectives, and (c) any unconscious biases in the evaluators' exercise of judgement. Mitigation measures have been to differentiate between the reporting of facts and

⁸ ILO (2017c) *Project Document: ERA Agro-Forestry "Improving access to agro-forestry areas", Annex I Description of Action Contribution Agreement with ILO.*

⁹ There were 3 debrief sessions. The first was an internal debrief on 4th December 2020 in which the ILO Country Office Director, the Evaluation Manager, ILO National Programme Coordinator, Project Staff, the ILO EIIP Specialist and R4D-SP staff attended. The other two were external debriefs on 10th December and 11th December attended by representatives of the donor and the NAO (National Authorisation Office).

statements of judgement and where judgements are based on limited information. Other mitigation measures are pointing out any information limitations and being open to stakeholders' responses and additional information. There were two specific limitations. The first was that it was not possible to interview all the stakeholders. The most serious omission was that it was not possible to meet a representative of AEMTL (Associação Empresarial das Mulheres de Timor-Leste or Association of Timor-Leste Business Women) because the President was out of the country and unavailable during the evaluation and other representatives of AEMTL had other commitments. Project data on women contractor owned firms and interviews with Project staff, women contractors on site, CCI-TL representatives and municipal officials provided adequate information, though information and insights from representatives of AEMTL on the challenges facing women in business and what enables them to deal with them would have enhanced the evaluation.

Another limitation was that because of restrictions on international travel the international consultant was unable to meet stakeholder in person and visit the municipalities, in particular to see the Project roads before, during and after the rehabilitation. To a certain extent the inability to visit Project roads was mitigated by the images and videos supplied by the Project team and the national evaluator, though these were not perfect substitutes for the international consultant's in person observations and meetings. Further, rural Timor-Leste and road conditions there were not entirely unfamiliar to the international consultant who had undertaken an assignment on a rural roads project in Timor-Leste some years ago. While remote engagement of the international evaluator worked reasonably well, it prevented actual observation in the field and face to face engagement with stakeholders which is likely to have led to missing some of the details and nuances and has been responsible for delays in marshalling all the required evidence. The evaluation has complied with the United Nations Evaluation Guidelines (UNEG) Norms and Standards¹⁰ and ethical safeguards.

The TOR suggested a separate section on the "Review of project results" before presenting the findings by evaluation criteria. Since Project results are closely related to one of the *Effectiveness* sub-criteria, **EFF1** which includes evaluation of the progress the Project has made towards achieving its outputs and results and whether it is likely to achieve the targets), the review of Project results has been undertaken as a part of the evaluation of *Effectiveness*.

4. Findings of the evaluation by criteria

4.1 Introduction

The interdependences and overlaps between specific questions under the main evaluation criteria highlighted in the previous section are important for understanding the performance of the Project and for deriving lessons for the future. Since more than one stakeholders are involved, *Relevance and strategic fit* and *Coherence of the project* (see 4.2 and 4.3) require a degree of congruence between the priorities, objectives and constraints of the stakeholders. Accommodation of differences in priorities, objectives and constraints have directly and indirectly affected the design, management and operations of the Project, and these in turn have important implications for efficiency, effectiveness, impact and sustainability. The codes for the specific questions and sub-criteria (explained in 3. *Evaluation methodology and limitations*) have been used to show the interdependences and produce a holistic evaluation from which some major issues or themes have emerged. These have been used to derive the conclusions, recommendations and lessons learnt.

4.2 Relevance and strategic fit

As noted earlier, Timor-Leste is one of the least developed countries in the Asia-Pacific Region with an essentially agriculture-based economy. Just under 70 per cent of its total population lives in rural areas. Subsistence farming is the main livelihood source for the large majority of the rural population. Rural areas account for about 75 per cent of the country's poor. Low agricultural productivity and insufficient

¹⁰ <http://www.unevaluation.org/document/download/2787>

diversification explain poor livelihoods and the high poverty incidence. A major constraint on improving rural livelihoods and access to basic services is the poor rural road network. According to RRMPIS¹¹ about 13 per cent of rural roads were in good condition in 2015. As a result motorised transport on large parts of the rural road network is restricted and poorly connected rural people spend up to 30 per cent of their working time in walking to and from markets. The key importance of meeting the challenges of rural development and poor access are recognised in the Government of Timor-Leste (GoTL) (2011) National Strategic Development Plan (NSDP) 2011-2030.

NSDP addresses three key areas: (a) social capital; (b) infrastructure development, and (c) economic development. The Project was planned to contribute to an important area of infrastructure development, but was also planned to contribute to the other two key areas as explained below. NSDP specified that the work on rural roads was to be undertaken by locally based contractors using labour-based methods, thereby contributing to local private sector development and rural employment to supplement rural livelihoods. The direction for rural roads improvement specified in the NSDP has been followed by DRBFC with support from DFAT and the ILO¹² to conduct a detailed survey of the rural roads network and preparation of the RRMPIS in 2015. The survey revealed that National and Municipal roads between them serve about 40 per cent of the rural population. The remainder are rural roads. Of these, roads which connect sucos¹³ to National or Municipal roads or to urban centres and serve more than 500 people, categorised as Class D roads¹⁴ and referred to as the core rural roads, serve 49.3 per cent of the rural population. Therefore rehabilitated National, Municipal and Class D roads between them would serve almost 90 per cent of the rural population.

The total length of Class D roads was 1,975 kms. The RRMPIS estimated that all Class D roads can be brought up to a good condition within 15 years with a reasonable budget if the improved roads are properly maintained. Based on this assessment the RRMPIS proposal was an annual investment in Class D roads of USD 20 to 25 million per year between 2016 and 2020. At these investment levels, it was estimated that 44 per cent of Class D roads could be rehabilitated and brought under maintenance by 2020. A further 10 years would be required to complete the rehabilitation of all 1,975 kms of Class D roads at investment levels of about USD 30 million per year. GoTL has expressed commitment to the rural roads rehabilitation and maintenance programme set out in the RRMPIS with an intent to allocate substantial resources for investment in rural roads. Nevertheless, there is a need for donor support and technical assistance to supplement GoTL efforts to rehabilitate the core rural road network and more importantly to:

- develop the competencies of local small to medium scale contractors to implement labour-based works as specified in the NSDP;
- strengthen DRBFC's capacity to manage contractor capacity development, and
- support the DRBFC in developing institutional processes and a supportive environment for small contractors to operate successfully.

ERA-AF is a response to this need through its intention to:

- supplement GoTL efforts on rehabilitation of rural roads;
- contribute to the development of competent labour-based contractors, and
- support public sector institutional strengthening to manage contractor training and create an enabling environment for contractors.

¹¹ GoTL (2015) *Rural Roads Master Plan Investment Strategy (RRMPIS), 2016-2020*.

¹² The survey was initiated under Phase 1 of the Roads for Development (R4D) programme (March 2012 to March 2017) co-funded by the Government of Australia Department of Foreign Affairs and Trade (DFAT) and Government of Timor-Leste (GoTL) with ILO technical assistance. Under Phase II of R4D (April 2017 to March 2021), the R4D is the programme implementing physical works within MPW and the ILO technical assistance program funded by DFAT is referred to as R4D-SP (Support Programme).

¹³ Sucos are villages and aldeias are communities or hamlets within sucos. There are 442 sucos in Timor-Leste.

¹⁴ The remaining rural roads were classified as E1, serving fewer than 500 people and E2 connecting Sucos to Aldeias, Aldeias to Aldeias and Sucos or Aldeias to productive agricultural land.

While GoTL's commitment and intent on rural roads are strong, because of budget constraints as a consequence of political stalemates since 2017 and capacity limitations, the GoTL rural roads programme has not been implemented as initially planned and therefore the RRMPIS has not been on target on the length of rural roads to be rehabilitated by 2020. This aspect is considered further under the *Coherence of the Project* criterion.

Through its objectives of rehabilitating rural roads, developing contractor capacity and supporting GoTL's rural roads strategy, the Project was positioned to contribute to rural development under the economic development area in NSDP 2011 – 2030, by improving prospects for agro-forestry based production and access to markets, schools and health facilities while generating short-term employment. The Project's non-discrimination stance and targets for minimum levels of participation of women are aligned with GoTL's position on inclusion under the social capital area. There is therefore a strong strategic fit between GoTL's development strategy and plans, the needs of the rural people for employment and improved roads and ERA-AF's objectives and the labour-based operation mode.

ERA-AF is also aligned with the interests of the other two tripartite partners. With CCI-TL, as a representative of employers, the alignment and partnership are on the development of the capacity of contractors as employers. With KSTL, as representing workers, the alignment is on decent working conditions and fair wages for Project workers. Hence, on **RS1**, the extent to which the Project has responded to the needs of the tripartite constituents, beneficiaries and recipients, there is a sound strategic fit.

On **RS2** (the extent to which the project has contributed to PSAF-AbF objectives), in principle there was a good strategic fit. The investment in roads under ERA-AF provides improved access while sustainable agro-forestry based production provides the prospect of livelihood improvement. In practice there are some issues which have prevented the strategic fit to be fully realised. One aspect is that PSAF-AbF has longer term goals because of the time taken for trees to mature and yield output while improvement in roads have more immediate and wider impacts, better access to markets for local produce and purchases of inputs and consumer items and to essential services and amenities. To some extent the long maturity period for trees is being addressed by PSAF-AbF by supporting inter-cropping with crops which yield more immediate outputs. Nevertheless there remain issues related to *Coherence of the Project (CP2)*, *Validity of design (VID1)*, *Efficiency (EFN4)* and *Impact orientation (IM1)* which are considered below.

In considering **RS3** (*The relevance of the Project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Timor-Leste, 2016-2020.*), relevance with respect to the Timor-Leste Decent Work Country Programme (DWCP) is considered first. DWCP has three priority areas agreed with the tripartite partners: (a) employment promotion and social protection; (b) rural socio-economic development, and (c) good labour market governance institutions. One of the two outcomes in the rural socio-economic development priority area in DCWP is "more effective labour-based rural Infrastructure programmes for socio-economic development" within which the Project falls. It is based on the recognition of the development needs of improved access for rural people and providing employment opportunities and aligned with GoTL's development strategy (**RS1**). More specifically the Project concept and design, to rehabilitate rural roads and to develop private and public sector capacity and institutions to execute rural road works by labour-based methods, align closely with this priority area.

The Project was planned to contribute to the second outcome under the rural socio-economic development priority area "more and better services to improve micro and small enterprises in rural areas" by improving access to economic opportunities by rehabilitating roads and supporting the development of a sustainable approach to rehabilitating and maintaining roads. DWCP stipulates the mainstreaming of gender equality, tripartism, social dialogue and institutional capacity building throughout the three priorities. The Project contributes to the gender equality dimension by setting a target of a minimum of 30 per cent for women's participation and adhering to the equal pay for work of equal value principle. Further engaging with the tripartite partners is of central importance for the Project. Engagement with GoTL, in particular with the MPW and DRBFC, are evidently important for rural roads rehabilitation and related capacity development and institutional changes. Engagement with CCI-TL, as

representing employers is important for contractor capacity development, and with KSTL for communicating workers' rights and the decent work aspects to Project workers as noted above.

ILO's Transitional Strategic Plan and Programme and Budget (TSP and P&B 2016-17) sets out its strategic objectives and expected outcomes centred on ten policy outcomes.¹⁵ The Project's ProDoc aligns it with "Indicator 1.4: Institutional development and capacity programmes in industrial, sectoral, trade, skills, infrastructure, investment or environmental policies for more and productive and better quality jobs" under the P&B 2016-17 Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects. In addition, the Project aligns with "Indicator 4.3: Public and private intermediaries have designed and implemented scalable entrepreneurship programmes aimed at income and employment creation with a focus on young people and women" under P&B Outcome 4: Promoting sustainable enterprises and "Indicator 5.2: Member States in which constituents have set up targeted programmes that contribute to decent work and productive employment in rural areas."

Outcomes 2 and 3 respectively in the United Nations Development Assistance Framework (UNDAF) 2015-2019 for Timor-Leste are (a) "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", and (b) "Economic policies and programmes geared towards inclusive, sustainable and equitable growth and decent jobs". The Project aligns with both these outcomes.

Among the UN SDGs, the Project's most significant contribution is to "SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" through short-term employment generation and a more productive rural economy through improved access. The other SDGs the project contributes to are: (a) "SDG 1: End poverty in all its forms everywhere" by contributing to rural poverty reduction through the more productive economy; (b) "SDG 5: Achieve gender equality and empower all women and girls" by offering equal treatment for women on the Project and setting targets for minimum proportional participation; (c) "SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation" by developing the capacity to build and sustain rural infrastructure to foster development and innovation in rural economic activities, though not industrialisation in the usual sense, and (d) "SDG 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." to some extent through the support for institutional strengthening for rural roads management but also stated as a higher level impact for PSAF AbF and ERA-AF projects jointly.

EU's donor support for the Project is part of its National Indicative Programme, 2014-2020 under the 11th European Development Fund (EDF). The EU has a long-standing development partnership with Timor-Leste and it is the 2nd largest provider to Timor-Leste of grant development aid, after Australia. EU's total aid to Timor-Leste under the 2014-2020 Indicative Programme is EUR 95 million of which EUR 57 million (60 per cent) is for rural development to include rural access, skill development in rural areas in productive sectors (agricultural production and processing and road construction and maintenance), on nutrition, to improve economic opportunities and the delivery of Government services. EU's support for the rural economy is aligned with GoTL rural development priorities and the ILO and UN agenda.

In summary on *Relevance and strategic fit*, the project has a good fit with the priorities of the three key strategic partners, GoTL, EU and the ILO. Nevertheless, differences in the priorities and circumstances of the three partners and other stakeholders have had implications for the coherence, design and implementation of the programme, which in turn have had implications for effectiveness, efficiency, impact and sustainability as the remainder of the evaluation shows.

4.3 Coherence of the project

Project coherence is concerned with its compatibility with other interventions. On **CP1** (*The extent to which other interventions and policies support or undermine the ERA-AF interventions, and vice versa.*), at

¹⁵ The Project remains aligned with P&B 2020-21 Outcome 3 (Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all) and Indicator 3.2.1 (Number of member States with measures for decent work in rural areas).

a broad policy level, there is strong GoTL commitment to addressing rural poverty and improving rural access as one of the means of doing so (see **RS1**). In principle GoTL is willing to allocate annual budgets of size close to those required for the RRMPIS. In practice, because of political stalemates, annual GoTL budgets have not been reliably approved since 2017. In some years, 2018 and 2020, there were no approved annual budgets for large parts of the years leading to a duodecimal system¹⁶ of budget release which limited public sector development expenditure. The amounts allocated for rural roads during this period have varied and remained below the requirements specified in the RRMPIS, but the budget allocation has not been the only constraint on the full implementation of the RRMPIS. We consider this in some detail since it has implications for the sustainability of rural roads improvement and maintenance and the exit strategy for ERA-AF (also see **SU3**).

In 2017 USD 1 million only was allocated for routine road maintenance but USD 13.9 million was rolled over from 2016 for investment expenditure. There was no GoTL budget in 2018 but funds from on-going 2016 rehabilitation contracts were released in monthly instalments which included components for maintenance. There was an allocation of USD 15.2 million in 2019. However, just over half of the budget could be spent because of delays in the administrative procurement processes. The remainder of the budget was “withdrawn” for allocation elsewhere but has been added to the allocation for 2021 (see below). In 2020 again there was no GoTL budget because of the political impasse but political pressure to address the problem of poor rural roads remained. On-going 2019 rehabilitation contracts (with maintenance components) continued in 2020.

It is evident that lack of consistent and regular annual budget allocations is not the only constraint on the implementation of RRMPIS. Until 2021, for the January to December financial year, the budget is usually released in February / March. Procurement for R4D cannot start before the budget release. When the procurement process starts there are further delays because each project’s procurement process has to be approved by ADN (Agência do Desenvolvimento Nacional or National Development Agency) leading to the completion of the tendering process, which has to be implemented separately for each municipality, stretching into September / October leaving a very short dry period for construction requiring the work to be stretched into the wet season or the following year. Delayed payments to contractors has been another major concern. There are normally delays of between 6 and 9 months in paying contractors for completed works because of long bureaucratic processes and the ADN auditing process which entails detailed audits of each project before payment is approved.

The Mid-Term Review of R4D-SP on behalf of DFAT¹⁷ noted that while the main reason for delays in payment of contractors is ADN processes, a contributory factor in the delays is non-compliance by contractors which could be related to their capacity. As a consequence of the uncertain and somewhat lower annual allocations of the rural roads budget, the procedural and administrative delays and possible contractor capacity, the R4D programme within DRBFC has not been able to implement the rehabilitation programme as set out in the RRMPIS and described under **RS1**. Another constraint is the incomplete decentralisation of local administration and the related lack of capacity and funding at municipal levels. Formally decentralisation has taken place and the municipal public works departments are under municipal administration. However, the rural roads budget and procurement of contractors for rehabilitation and maintenance are centrally controlled within DRBFC, and the capacity for managing and supervising works at the municipal level are limited.

The aspects related to R4D-SP implementation identified above have not directly affected the contractor training and road rehabilitation parts of ERA-AF implementation. Arguably to some extent ERA-AF has ameliorated the situation by complementing R4D-SP’s rural road rehabilitation and maintenance and more importantly provided training and work for contractors and developed the capacity of the training partners from donor funding at a time when public sector resources and capacity in these areas were constrained. However the public sector budget constraints on staffing and operations have limited the

¹⁶ The duodecimal system is the release of monthly budgets based on the previous year’s annual budget in the absence of an approved annual budget.

¹⁷ Goodwins D, Sweeney D and Correia Z (2018) *Roads for Development Support Program (R4D-SP): Mid-Term Review Report*, for Department of Foreign Affairs and Trade (DFAT), Government of Australia.

public sector capacity development elements of the Project, in particular the strengthening of the Department of Training and Cooperation (DTC) within DRBFC, in particular in its engagement with issues facing contractors (see **EFF1**, **SU1** and **SU3**).

Going forward, the situation with respect to the approval of annual GoTL budgets is expected to be better. The annual allocation of USD 7.4 million for RRMPIS in the GoTL annual budget for 2021 was supplemented by USD 7.2 million from the underspent 2019 budget for completing “ongoing contracts”. The allocations for 2021 is sufficient to enable maintenance of the roads for which R4D has responsibility. With these two allocations R4D has a reasonable budget for implementing the RRMPIS (rehabilitation and maintenance) though below the initially recommended level in the RRMPIS. The budget projections for future years also appear to be adequate. Nevertheless, there are a number of obstacles and difficulties related to institutional, process and capacity constraints which DRBFC faces in implementing the R4D programme which have direct implications for the public sector capacity development part of Output 1.2 of ERA-AF. These are considered under **EFF1**, **SU1** and **SU3**.

Under **CP2**, the nature and challenges related to the compatibility of ERA-AF’s interlinkages with PSAF-AbF are rather different from those related to R4D-SP. It has been noted under **RS2** that in principle there is a good strategic fit between PSAF-AbF and ERA-AF with the potential for mutually reinforcing benefits for the target communities. In practice, design and operational aspects as well as the two projects being from different sectors have been obstacles to fully realising the benefits from the partnership. The specific issues with respect to the design and collaboration are considered under **VID1** and **EFN4**.

Under **CP2**, with respect to challenges related to interlinkages with R4D and R4D-SP, there is strong coherence between ERA-AF, designed to contribute to the rehabilitation and maintenance of rural roads, to develop private contractor capacity and public sector institutional strengthening, and the Roads for Development (R4D) programme within DRBFC, responsible for implementing the RRMPIS to restore and preserve the core rural road network (see **RS1**). At one level the coherence is on ensuring that the roads improved under ERA-AF are part of the core rural road network identified in the RRMPIS to supplement R4D’s efforts (also see **VID1** and **EFF2**). R4D is supported by ILO’s technical assistance through R4D-SP offering scope for collaboration between R4D-SP and ERA-AF in supporting the DRBFC and R4D and GoTL to: (a) gain better understanding of the situation faced by municipal labour-based contractors (for example through the planned tracer study of contractors); (b) develop a sustainable training regime for contractors; (c) conduct reforms in the contractor procurement and payment systems, and (d) address obstacles small and medium sized contractors face to create an enabling environment. ERA-AF has taken some steps in these areas and made plans to make further progress which need to be continued during the remainder of the Project (see **EFF1** and **SU3**).

Engagement with social partners has been important for the project. CCI-TL and AEMTL have been important in identifying potential contractors from members registered with them (see **RS3**, **EFF1** and **TR13**). AEMTL has been particularly important for engaging with women owned contractor firms. Collaboration with KSTL (Confederation of Trade Unions in Timor-Leste) has been relevant for raising the awareness of Project workers to their rights and non-discrimination and in endorsing the importance of occupational health and safety (H&S).

Another collaboration of note is with a local NGO, Ho Musan Ida (HMI) or With One Seed, to reduce erosion and risk of landslides. This ERA-AF initiative was a follow up of a recommendation in the EU Strategic Environment Assessment for PSAF conducted in February-March 2019 to incorporate systematic experimentation with payments for carbon sequestration from reforestation through a local NGO or intermediary. Tree saplings are procured from HMI which undertakes to sensitize participating communities along the road and monitor the growth of the trees planted.

On **CP3** (possible ways to maximize synergies and improve collaboration with new or existing actors and whether there has been duplication of efforts/resources), there are potential synergies and collaboration opportunities with PSAF-AbF, DRBFC, R4D and R4D-SP and CCI-TL. With PSAF-AbF, there is potential for joint M&E and impact studies for the localities with PSAF-AbF and ERA-AF interventions. A baseline report

of beneficiary case studies in locations benefiting from both the projects was completed in 2019.¹⁸ Follow up studies and additional studies are a potential area of collaboration (also see **EFF1**, **EFN4** and **SU2**). There could also be potential for collaboration between ERA-AF and PSAF-AbF in engaging with HMI or other similar organisations for sustainable management of trees.

Reference has already been made to the potential synergies and collaboration between ERA-AF and DRBFC, R4D and R4D-SP in various areas as explained under **CP2**. Since these are of central importance for the remainder of the Project they are considered in more detail under **EFF1** and **SU3** and further in 5. *Conclusions, recommendations and lessons*. There is also potential for further collaboration with CCI-TL to work more closely with the DRBFC and DTC in developing a more enabling environment for contractors and their capacity development.

ERA-AF adheres to decent work principles (International Labour Standards (ILS), human rights-based approach and gender equality) (**CP4**) by including the principles of paying fair wages (the statutory minimum wage), decent working conditions comprising H&S aspects, occupational insurance and non-discrimination on gender or other grounds in: (a) the training of contractors; (b) the “particular conditions” in the FIDIC contracts,¹⁹ and (c) site supervision and inspection. Contractors have reported that some workers prefer not to wear some safety gear such as boots. Reinforcing the message and site supervision and inspections remain important for H&S aspects as well as for effective and efficient works. The socialisation process at the community level introduces the relevant principles underlying Project employment including non-discrimination and women’s participation (also see **EFF1**, **TRI1** and **TRI2**).

4.4 Validity of intervention design

The question of whether ERA-AF is realistic in terms of expected outputs, outcome and impact, given the proposed intervention logic, time and resources available, and the changing social, economic, political, environmental and other challenges (**VID1**) is addressed broadly here with respect to the design and the context in which the Project was designed. How well the Project is delivering outputs and outcomes is considered in some detail in **EFF1** under *Effectiveness* below.

Three aspects considered here are: (a) the initial adjustment to the project output requirements; (b) the delays in project implementation, and (c) the need to revise output targets during the Project. The proposed intervention logic of combining the training of small scale contractors with rehabilitation of roads in small parcels was realistic and based on the model developed and used during ERA I. The benefits offered by the experience of ERA I and other involvement of ILO EIIP in Timor-Leste were expected to be:

- the systems and processes developed during ERA I which could be adapted for ERA-AF;
- the relationships developed with the training institutes (DBTC and IADE) and their capacities and training materials which could form a sound base for the ERA-AF training and mentoring programmes, and
- the engagement of ILO EIIP in the R4D programme within DRBFC, initially with DFAT’s support as donor and then in the form of R4D-SP.

The presence and experience of ILO EIIP technical assistance staff on R4D was particularly relevant for designing the Project based on R4D experience and for facilitating its initiation. While ERA-AF’s design and operations benefited from these advantages there were some issues related to design and some non-design aspects which have posed some challenges related to: (a) design; (b) the combination of design and external circumstances which included natural events, the human context and institutional constraints, and (c) purely external unanticipated events

As noted above, the project design, built on ILO’s past experience of EIIP projects in Timor-Leste, in particular ERA I, is realistic and sound, combining contractor training, capacity development and rural roads rehabilitation and maintenance. A distinct difference between ERA I and ERA-AF is the latter’s

¹⁸ PSAF-AbF (2019) *Beneficiary case studies: Baseline research report, Ai ba Futuru Project Monitoring & Evaluation Activity*. Prepared by David Butterworth with the assistance of Margarida Mesquita.

¹⁹ Standard form contracts produced by FIDIC (Fédération Internationale Des Ingénieurs-Conseils or International Federation of Consulting Engineers) which are used all over the world.

institutional linkage with DRBFC (through DTC) and municipalities with a view to achieving sustainability beyond the Project. The time and resources available and achieving the output targets within this constraint have been issues of concern. The originally proposed design was for the construction of 60 kms of roads at a cost per km of USD 100,000 based on DRBFC and R4D experience (see **EFN1** for further details). The Project design was changed at relatively short notice at the instigation of the donor to increase the road length by 50 per cent to 90 kms and the reduction in the cost per km by 25 per cent to Euro 67,350 (USD 74,830 at USD 1.00 to Euro 0.9 exchange rate) with some other cost savings related to the grades of international staff. This is likely to have led to some compromises in road design on the ground which may have implications for the durability and life cycle costs of the roads.²⁰

The time and resources available and the output targets within these constraints have been issues of concern. There was an initial delay because of the late arrival of international Project staff, to some extent because of late changes in grades of technical assistance staff required by the donor. The Project formally started on 1st June 2017 but the technical assistance staff arrived in October / November 2017. Nevertheless, during the inception phase the Project was able to make progress with preparatory work benefiting from the systems and processes set up for ERA I, ILO presence in connection with R4D and a short-term external collaborator.

The inception report was submitted in October 2017 followed by the inception workshop on 24th November 2017 and preparatory work for the following year's work programme. The ideal months for scheduling practical training and road rehabilitation are June to November which have the lowest precipitation. In principle therefore the programme had some time in 2017 and the first part of 2018 to recruit contractor firms for training and prepare for the 2018 dry "construction season". The remaining Project length (June 2018 to May 2021) provided three full dry seasons for scheduling construction. However, the partner PSAF-AbF Project did not become operational until September 2018 and therefore it was not possible for the two projects to collaborate on project design to maximise the synergies from jointly selecting intervention areas to maximise the number of localities which have the combined benefits of agro-forestry and improved access investments. There is a related impact at the operational level since ERA-AF has been able to provide access to 28 per cent only of the PSAF-AbF intervention sucos (also see **EFN4** under *Efficiency*).

There have been delays in each construction season leading to construction running into the rainy season and the next construction season. Some reasons, such as the delays in securing permission to use the FIDIC contract forms in 2018 and COVID-19 were one-offs and difficult to plan for. However, there could be potential for deriving lessons for future Project design for mitigating delays arising for other reasons, such as access to materials, ensuring sufficient labour supply and local social obstacles (veteran interference, community non-participation, martial arts groups disruptions, cultural ceremonies and road alignment issues).²¹ While reducing the risks of delays arising from these aspects cannot be completely eliminated, selecting projects well in advance of the construction season with surveys to check for availability of labour and materials and securing community agreement well in advance could reduce the delays and the risk of works continuing into the rainy season and beyond. Selecting works to ensure adequate labour supply and to provide Project employment to those who would benefit most is an important design issue which is considered under **VID2**.

As noted earlier, problems of delay have been experienced by R4D but for different reasons, the GoTL budget cycle and slow administrative processes.²² To mitigate the delays for R4D, a new process, Advance Procurement System, has been put in place for 2021 under which tendering starts after the budget for a year has been approved by the technical and political committees and submitted to the Parliament in the year prior to the relevant financial year. Tendering takes place before the financial year starts thus

²⁰ These have been considered further under **EFN1** and addressed in 5. *Conclusions, recommendations and lessons*.

²¹ Also see **EFN2** and Table 5.

²² Also see Done, S and Lawther, T M (2019) "Building an institution for rural roads management in Timor-Leste", *Proceedings of the Institution of Civil Engineers - Transport List of Issues*, Volume 172, Issue 3.

enabling award of contracts by April in the financial year and earlier start of implementation taking advantage of the dry season. The problem of delayed payment to contractors still remains.

VID2 (*How are target beneficiaries selected by ERA-AF? Is the selection done by following an inclusive approach and in close consultation with communities concerned?*) has two levels and different types of beneficiaries. The levels are the choice of roads and hence the sucos to be connected and the workers to be selected to participate in rehabilitation. The communities in the sucos are expected to benefit from the improved access and the Project workers benefit more directly but for short periods from the income.

The selection of a road is based on whether: (a) it serves sucos identified for support by PSAF-AbF; (b) the existing road condition justifies improvement; (c) the road is sufficiently long for training purposes and suitable for the labour-based approach; (d) the road will connect sucos to a market or Municipal or National road, and (e) it is in the RRMPIS to ensure its inclusion in its maintenance programme. Roads being considered for rehabilitation under other schemes are excluded. The requirement that roads selected for rehabilitation under ERA-AF are in the core network as defined by the RRMPIS (see **RS1** and **CP2**) provides a sound basis for selecting beneficiary communities. The roads which serve sucos which are included in the PSAF-AbF project have the combined benefit of PSAF-AbF and ERA-AF intervention. However, the roads selected to serve communities with PSAF-AbF projects could have precluded selection of roads serving higher populations with more acute needs. For the selection of Project workers as beneficiaries there is a process of socialization and consultation at the municipal and suco levels and a list of potential Project workers is compiled. The selection of workers is by contractors who are required to recruit from the specified sucos. The socialisation at the community level and, “particular conditions” in the contracts and supervision at site level are intended to address the issue of minimum proportion of women’s participation and inclusion of persons with disabilities. Women’s participation and the efforts and resources devoted to meeting targets for women’s participation are considered in **EFF1**, **EFN1**, **TRI1** and **TRI2**.

As a part of engagement with the community during the socialisation process, the Project team highlights the labour-based feature of the Project, attempts to gauge the willingness of the local community to participating in the Project and compiles lists of persons available for work. Nevertheless, labour supply (i.e. sufficient number of persons willing to participate in Project work) has been an issue on a number of roads. Possible reasons are more than one contractors working in adjacent locations or not sufficient workers willing to participate because of other demands on their time. The latter may be related to the time of the year when project works take place and the wage rate.

A contractor interviewed in Lautem stated that it was difficult to plan works because the number of workers attending varied from day to day and there were labour supply shortages. The contractor was one of four working on a 10.8 km road section. On the other hand a group of women and a person with disability working on a road project in Lautem signalled that they found the work conditions and the wage rate acceptable and the income from the work made a significant contribution to the household’s income. There was broadly a similar reaction from a group of men workers but they also indicated that the wage was on the low side in comparison with the cost of living and wages in other activities. The current Project wage rate of USD 5.00 per day is equivalent to the statutory minimum wage of USD 115 per month set in 2012. The PSAF-AbF beneficiary case studies baseline document²³ includes households which are either benefiting from ERA-AF employment or had registered to participate in ERA-AF. One case study family does not have any off-farm income. Both the sons in the family were planning to work on the ERA-AF project and had registered their intention to participate. Relative to their average monthly income of USD 25 for the whole family, earnings of USD 5 per day for the two sons would be a large short-term contribution to the family income. While the underlying rural situation of high reliance on subsistence production, high poverty incidence and high levels of unemployment and underemployment provides strong support for the labour-based approach, the labour supply situation depicted above conveys a complex situation which needs further study as a basis for planning future labour-based works.

²³ PSAF-AbF (2019) Beneficiary case studies: Baseline research study included a PSAF-AbF (2019) Beneficiary case studies: Baseline research report, Ai ba Futuru Project Monitoring & Evaluation Activity.

With respect to **VID3** (whether the project design is valid vis-à-vis the COVID-19 pandemic, to what extent the pandemic has affected the project and what measures have been taken to address the effects of the pandemic on the Project), there was suspension of project work for about two and a half months (during March to May 2020) in compliance with Ministry of Health restrictions. When the work recommenced the Project took measures to ensure that the required safety measures such as information and training for contractors, workers and communities on safe working and purchase of protective kit were taken. The ILO allocated USD 550,000 from its RBSA (Regular Budget Supplementary Account) to support its projects in Timor-Leste to include ERA-AF. On the ground because of the very low impact of COVID-19 in Timor-Leste, there has been a tendency to be relaxed about the pandemic threat. In this context the Project has adapted well to COVID-19 and continued its efforts to achieve adequate compliance. During the suspension of training and rehabilitation Project staff engaged in planning and preparing training materials and documents on capacity building initiatives in addition to planning to adapt to COVID-19.

VID4 is concerned with a Theory of Change (ToC) or Results Framework of the Project. The Project has a robust Results Framework set out in the Project's Inception Report and a M&E Framework²⁴ but not a ToC. Both ToC and Results Framework aim to represent the underlying logic linking an intervention's inputs and activities to a set of outputs and outcomes. A ToC aims to depict a more comprehensive picture with multiple relationships leading to change while a Results Framework focuses on more specific pathways. While ignoring some complexities the Results Framework makes it easier to monitor and evaluate programme implementation and is appropriate for ERA-AF.

The evaluability assessment in the Inception Report has calculated an overall score of 3.78 out of a maximum of 4. Reflecting the high evaluability score, the achievement indicators (outputs and outcomes) are clearly defined and measurable. Figure 2 shows the overall objective for the two partner projects (PSAF-AbF and ERA-AF), ERA-AF's specific objective and the two results areas: (a) improved market access, and (b) improved skills of construction companies and local authorities. Under each Result Area there are two outputs. Appendix G shows the complete scheme of the Project objectives, Result Areas, outputs and activities.

The Result Area headings in Figure 2 are in effect the outcomes, "improved market access" and "improved skills of construction companies and local authorities" within the RBM framework (see

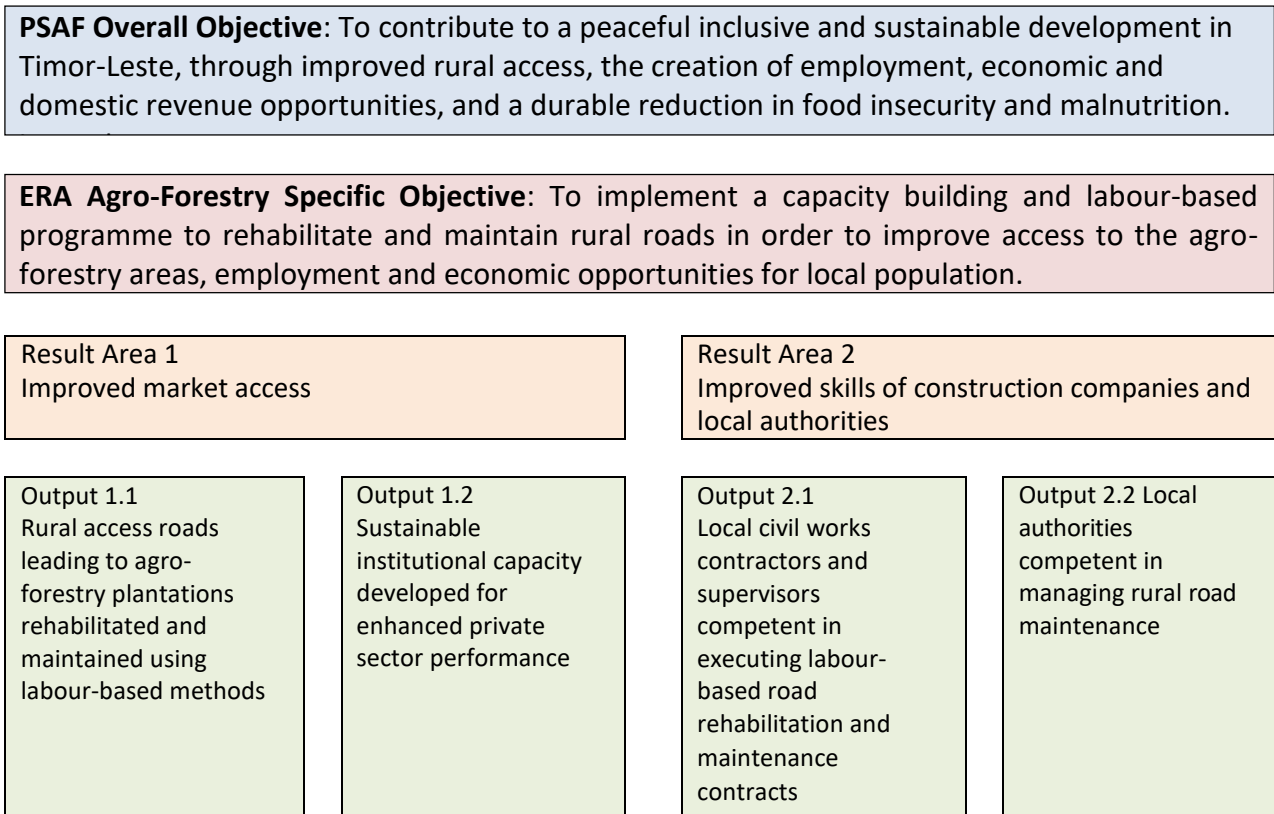
There are complementarities and interdependencies between the outputs and the distinction between outputs and activities is not always clear cut. For example, the output indicators include the number of contractors and staff trained. To the extent that contractor training is required for the effective implementation of projects, it is also an activity. Further the numerical output measures by themselves do not convey the quality of the output, the kms of roads rehabilitated and contractors trained. Some training, for example training of municipal officials and staff in maintenance, is more appropriately described as activities than outputs. Policy influencing is also an activity which along with capacity building has the potential to contribute to the sustainability of the rural road programme.

Table 1 and related discussion). There is no impact specified at the SO2 level²⁵ but there is an impact statement and related indicators at the joint PSAF-AbF and ERA-AF level which can only be considered in a joint evaluation of the two projects which is beyond the scope of this evaluation. The "Improved market access" outcome is achieved by Output 1.1 during the Project. Output 1.2 contributes to the sustainability of the "improved market access" outcome. The outcome under results area 2 represents the capacity development component of SO2 with the outputs 2.1 and 2.2 representing the capacity development of private sector contractors and supervisors and local authorities respectively.

²⁴ ILO (2017e) *ERA Agro-Forestry 'improving access to agro-forestry areas' Inception Report* and ILO (2017d) *ERA Agro-Forestry 'improving access to agro-forestry areas' Monitoring & Evaluation Framework*.

²⁵ The Specific Objective statement "To implement a capacity building and labour-based programme to rehabilitate and maintain rural roads in order to improve access to the agro-forestry areas, employment and economic opportunities for local population." is a statement of activities leading to improved access but does not include an impact statement.

Figure 2: ERA-AF Specific Objective, Result Areas and Outputs



Source: ILO (2017d) *ERA Agro-Forestry ‘improving access to agro-forestry areas’ Monitoring & Evaluation Framework*.

Figure 2 and Appendix G demonstrate that there is a sound internal logic underlying the activities leading to the achievement of the outputs under each Result Area and there is a logical link between the outputs and outcomes. This Project design depicted in the results framework and the associated indicators have been used in this evaluation to appraise the *Effectiveness* of the Project in the context of the external factors and circumstances. Before moving on to the next sub-criterion, some qualifications and observations are relevant. While Outputs 1.1 and 1.2 are required for creating and sustaining improved market access, they need to be complemented by Output 2.1 (Local civil works contractors and supervisors competent in executing labour-based road rehabilitation and maintenance contracts) under Result Area 2 to rehabilitate and maintain roads, signifying interdependence between the two Result Areas. The role of local authorities (Output 2.2) is less significant because of the partial decentralisation and central responsibility for maintenance. Further, improved market access has wider more immediate economic impacts than purely agro-forestry related. There are socio-economic benefits of improved access, better and lower cost access to health clinics and schools. Employment generation has not been specified as a separate Result Area but included as a target under Output 1.1. This is appropriate since the focus of the Project is on improving access through roads rehabilitation by effective and efficient use of labour-based methods and not to maximise employment.

VID5 is concerned with the identification of risks and mitigation measures taken by the project. The risk and mitigation framework set out in the ProDoc, separating the risk areas into sustainability, development, implementation and management has been used and reported on in the First, Second and Third Annual Technical Reports.²⁶ The main sustainability risks identified in the technical reports are securing regular government funding and the establishment of a functioning DTC within DRBFC and relate to Output 1.2 (*Sustainable institutional capacity developed for enhanced private sector performance*). The Project continues to support the development of DTC, in particular establishment of the Public Sector

²⁶ ILO (2018), (2019) and (2020) *ERA Agro-Forestry “Improving access to agro-forestry areas”, Annual Technical Progress Reports*.

Relations Unit (PSRU), and institutional strengthening within DRBFC in mitigation but challenges remain because of insufficient funding for sustaining training and institutional strengthening (see **EFF1**, **EFM1**, **IM2** and **SU3** for further details).

The main development risks are the incomplete decentralisation which limits the ability of the municipalities to take full ownership and responsibility for the rural infrastructure (see **CP1**, **EFF1** and **SU3**) and weather patterns and natural disasters affecting road works progress. The municipalities recognise the importance of rural infrastructure and the Project continues to engage with them through maintenance awareness sessions. The incomplete decentralisation is beyond the control of the Project. The related risk is mitigated by R4D taking responsibility for the maintenance of roads rehabilitated under ERA-AF. Weather patterns combined with delays because of other reasons have affected road works which have often stretched into the wet season.²⁷ The risk of future landslides is being mitigated through bio-engineering (see **CP2** and **CP3**).

Two related risk elements are: (a) small-scale contractors' access to financial services and equipment and being paid on time (Implementation), and (b) funds for rehabilitation contract works disbursed as budgeted (Management). These aspects are addressed on the Project by timely disbursements. During the last Annual Technical reporting period (June 2019 to May 2020), the Project has eased the access to finance and credit for contractors through advance payments, linkages with material suppliers and support for access to credit facilities. While the Project has used the flexibility it has outside the government system to provide contractors with an accommodating environment, these risks are more serious for sustainability and relate to Output 1.2 as noted above (also see **EFF1** and **SU3**).

A risk not explicitly stated in the assumptions and risks matrices in the Annual Technical Reports is the failure of contractors. Avoidance or mitigation of this risk is of key importance for the road rehabilitation performance of the Project. The contract documents and procedures are developed on the principle of equal risk sharing between contractors and the Project. The acceptable cost envelope for competitive bidding is plus/minus 10 per cent of the engineering estimates for the works. This reduces the risk of contractors putting in unrealistically low bids and either failing or producing poor quality work. The upper limit of plus 10 per cent of engineering estimates addresses the risk of bidding contractors colluding to inflate contract costs. The training and continuing guidance and support provided to contractors are of key importance for minimising this risk. Further, continuous monitoring of contractors' performance and including variations, for example to reduce contract sizes for contractors whose performance does not improve, mitigates this risk.²⁸

In summary, the Project has a sound approach to managing and mitigating the Implementation and Management risks. On the significant Sustainability and Development risks the Project is making efforts to reduce them as far as possible but there are aspects, GoTL funding and public sector capacity and commitment, which are beyond its control.

4.5 Effectiveness

Effectiveness is concerned with the extent to which the Project has achieved, or is expected to achieve, its targets under the two result areas and objectives, including any differential results across groups. The first sub-criterion (**EFF1**) has three elements: (1) the extent to which progress has been made towards achieving the project outputs and results; (2) the extent to which the outputs achieved to date have benefited women and men and the agro-forestry communities, and (3) whether the project is likely to achieve the two results areas targets by the end of the project. It is more appropriate to start with elements (1) and (3) considered together under this sub-criterion. This is addressed with reference to

²⁷ Strictly speaking the implications of weather for "road work progress" relate to implementation and management though there are developmental implications of the impact of severe weather conditions and natural events on the roads.

²⁸ ERA-AF has also developed and implements the contractors excellence scheme (ECES) which is discussed under **EFF1**.

Table 3²⁹ which summarises the planned outputs and achievements during the period from the beginning of the Project to 31st October 2020 being addressed by this MTE. Element (2) is then considered briefly with more attention to this aspect under **SU2**.

Table 3: ERA-AF output targets and progress

Result Area and outputs	Targets	Target Reporting Period	Progress		Remarks
			Report ⁽¹⁾	Project ⁽²⁾	
Result Area 1: Improved market access					
Output 1.1: Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods <i>(Evaluators' comment: Targets lowered [in square brackets] because of concerns expressed in EU MTE 2019 about higher costs⁽¹⁾ than initial assumption and delays, but the Project is now on track with revised targets and extensions. The total length of roads rehabilitation for which contracts have been awarded is above the target at 79.1 kms.)</i> <i>(1) Costs were overestimated in EU MTE 2019 (see EFF2).</i>	90 [77] kms	58.4 kms.	49.4 kms. (84.6%)	49.4 kms. (64.2%)	Batch 1 - Baucau: 3 Roads 10/10 Contracts completed. Reduced works for non-performing contractors. Batch 2 – Viqueque & Manatuto: 7 Roads 12/15 Contracts ongoing [7- Vqq; 5 Mtt], Contracts delayed owing to labour shortages, socialization issues, non-performance. Extended to Dec. 2020. Spot improvement of 17.1 km in Viqueque in additional to the rehabilitation works. Batch 3 – Lautem: Works commenced on 14 September 2020.
	40 [34] rehabilitation contracts	34 rehabilitation contracts	34 contracts (100%)	34 contracts (100%)	10 rehabilitation contracts awarded in September 2018; 15 rehabilitation contracts awarded in September 2019. 9 contracts awarded in September 2020. 13/34 completed
	5/10 maintenance contracts	4	2 (50%)	2 (40%)	2 maintenance contracts for Baucau. Viqueque & Manatuto roads to be procured Jan – Mar. 2021.
	450,000 [238,500] worker-days	180,888 worker-days	142,076 (78.5%)	142,076 (59.6%)	142,076 worker days achieved
	6000 [5,133] workers	3,893 workers	3,527 (90.6%)	3,527 (59.6%)	3,527 workers recruited
	30% women owned contractors	30% women owned contractors	57% women owned	57% women owned	57% women owned contractor firms
	30% women Project workers	30% women Project workers	24%	24%	24% women workers attained
Output 1.2: Sustainable institutional capacity developed for enhanced private sector performance <i>(Evaluators' comment: Establishment of a sustainable PSRU within</i>	DTC established & operational within DRBFC and with appointed staff	Implementati-on agreement signed, DTC staff recruited	79%	79%	(a) Agreement signed with DRBFC. (b) DTC established Private Sector Relations Unit (PSRU). (c) ERA-AF Office within DRBFC premises. (d) 3 DTC staff recruited. (e) Policy and enabling environment behind schedule.

²⁹ We are grateful to the ERA-AF Project Manager for supplying the base table as a part of a report on the Project to 31st October 2020.

Result Area and outputs	Targets	Target Reporting Period	Progress		Remarks
			Report ⁽¹⁾	Project ⁽²⁾	
<p><i>DTC and policies and environment conducive for labour-based contractors remains a challenge because of factors beyond the control of the Project.)</i></p> <p><i>(Evaluators' comment: 50% progress in the development of agreed new courses and materials to include 1 accredited, 3 non-accredited and 1 refresher. In addition, improvement of existing accredited courses to include practical learning by doing element.)</i></p>	Implementation agreements established with DBTC and IADE	Implementation Agreements established	100%	100%	Implementation Agreements established with DBTC and IADE
	400 [200] accredited certificates issued	152 Certificates	190 125%	190 95%	277 Certificates eligible for issue including Batch 3 [87]
	New training programmes, materials developed, introduced, accredited	75%	70%	50%	New courses/elements developed
	12 trainers accredited	11 Trainers accredited	100%	92%	5/6 DBTC trainers accredited, 6 IADE trainers accredited. 2 DBTC Trainers completed Training of Trainers (ToT); Coaching/ Mentoring provided for 6 DB Trainers; 5 IADE trainers attended Refresher Training
	16 cooperation meetings held and recorded	12 meetings held	200%	152%	24 Meetings held with Don Bosco Training Centre and IADE (17 Don Bosco and 7 IADE) on cooperation and recorded.
Result Area 2: Improved skills of construction companies and local authorities					
<p>Output 2.1: Local civil works contractors and supervisors competent in executing labour-based rural road rehabilitation and maintenance contracts</p> <p><i>(Evaluators' comment: Private sector capacity needs to be matched by the demand for their services for impact beyond the Project which is dependent on MPW/DRBFC requiring accredited labour-based training for R4D contractors.)</i></p>	5,300 [4,505] trainee days	4,505 trainee days	113%	113%	5,089 trainee days achieved; 1,287 achieved in 1 st Batch training [10 Contractors] from Jan. to April 2018, 32 in Refresher training in 2018, 1,702 during 2 nd batch training [15 Contractors] from Jan. to April 2019. 2,100 during 3 rd batch of ERA-AF Training from 27 January to 18 July 2020 [9 Contractors]
	2,000 coaching/ mentoring-days provided	1,500 mentoring days	107%	80%	1,600 coaching/mentoring days provided since October 2018. Extended coaching/ mentoring days owing to extensions of contracts.
Output 2.2: Local authorities competent in managing rural road maintenance	Maintenance awareness meetings conducted				2 Maintenance awareness sessions conducted with local leaders, executives, agency staff and community representatives during reporting period;

Result Area and outputs	Targets	Target Reporting Period	Progress		Remarks
			Report ⁽¹⁾	Project ⁽²⁾	
<i>(Evaluators' comment: Maintenance awareness is not adequate for developing the competence of local authorities to manage maintenance. R4D will take over maintenance of ERA-AF roads on handover to MPW-DRBFC so competence at the local authority level is less important at this stage (see CP1, EFF1 and SU3).</i>	1,000 trainee-days	250 trainee days	74.4%	18.6%	186 trainee days achieved from 11 rural road management and maintenance training sessions

Source: ERA-AF Project Manager with minor amendments and evaluators' comments added.

Notes: (1) Progress against reporting period targets. (2) Progress against revised whole project targets.

Table 3 summarises the targets under each Result Area (see Figure 2). The first target under the *Improved market access* Result Area is the number of kms of roads rehabilitated. The target in ProDoc was 90 kms which was reduced to 77 kms following the MTE of PSAF-AbF and ERA-AF conducted in October 2019³⁰ on behalf of the EU as the donor. It appears that this reduction was a consequence of the higher cost per km of road rehabilitation during project implementation than estimated in ProDoc,³¹ combined with some adverse conclusions reached in EU MTE 2019 possibly combined with the apparent perception that ERA-AF was predominantly a rural road rehabilitation project with less weight placed on the capacity building and institutional strengthening elements.³²

In Table 3, for the reporting period (i.e. from the start to 31st October 2020) the revised planned target was 58.4 kms and the achievement was 49.4 kms or 85 per cent of the target for the reporting period and 64 per cent of the Project target. The explanation is delays because of a combination of issues, time taken to resolve issues at the community level, adverse weather conditions, labour shortages and some contractors not performing effectively. The no-cost extension of 5 months to the end of October 2021 is expected to make it possible to make up for some of the delays. However, a further extension within the available budget may be required for meeting the targets and to achieve some of the other results as discussed below. In addition to the 77 kms of roads to be rehabilitated, the Project is conducting spot improvement on 17.1 kms of roads in Viqueque expected to be completed during the Project. With the completion of this work the Project will have brought 94 kms up to a standard which offers improved access.

The number of rehabilitation contracts target was reduced from 40 in ProDoc to 34 in line with the reduction of road length. The achievement on this target is 100 per cent since all the contracts required to complete the target 77 kms of roads have been awarded.³³ The number of worker days and number of workers targets have been reduced from ProDoc because of the reduction in the target road length. However, the reduction levels for the two targets are different. The reduction in the number of workers target (85.5 per cent of the ProDoc target) is commensurate with the reduction in the target road length. However, the reduction in the number of worker days at 53 per cent is much larger. This is explained by the higher material and equipment costs and possibly some substitution of light equipment for labour

³⁰ Henceforth referred to as EU MTE 2019 in this report.

³¹ The cost per km is considered under *Efficiency*. EU MTE 2019 erroneously over-estimated the cost overrun (see *EFF2*).

³² See discussion under *EFF2* below.

³³ The total length of roads in the contracts awarded is 79.1 km, slightly exceeding the target and 17 kms of roads are undergoing spot improvement in addition.

because of the type of work required and labour shortages. The average number of days per worker by calculation is 40, below the 46 days per worker for the revised target and 75 days per worker for the original target. The implied labour intensity based on approximate calculations by the evaluators is 17.5 per cent. The actual labour intensities calculated by the Project team has averaged 20 per cent for the three batches of contracts. Appendix H shows the labour intensity calculations and explains the differences. The difference between the calculations is possibly because of wages for skilled workers being higher than the assumed USD 5 per day for all workers in the evaluators' estimate. Both estimates of labour intensities are within the 10 to 30 per cent range for local resource based technology quoted in the 2019 Project Annual Technical Report.³⁴

Table 4: Women workers as proportion of all ERA-AF workers by municipalities and contract batches

Municipality	Women Project workers (%)	Batch number (and year span)
Baucau	16.53%	Batch 1 (2018 to 2020) ⁽¹⁾
Viqueque	22.93%	Batch 2 (2019 to 2020)
Manatuto	31.61%	Batches 2 and 3 (August 2019 onwards)
Lautem	39.95%	Batch 3 (September 2020 onwards)

Source: Project team.

Note: (1) Bulk of the work in Baucau was completed by the end of 2019.

The remaining targets related to Output 1.1 are concerned with the gender of workers and contractors (30 per cent or higher women project workers and contractors) and establishment of maintenance contracts. Attaining 30 per cent women workers target has not been possible for a variety of reasons. Physical work for women outside the home or in traditional farming does not fit the cultural norm in Timor-Leste and women also have other commitments. On the Project women have preference for work in road formation as opposed to structural works which leads to varying proportion of women participating at different stages of rehabilitation. The proportion of women workers has increased from 15 per cent for the period up to May 2019 to a cumulative 22 per cent by the end of May 2020 and 24 per cent by the end of October 2020. The socialisation efforts undertaken by the Project alongside the demonstration effect of women working on the project and other employment and pay conditions (e.g. equal pay for work of equal value) are possible explanations of these increases. There is a substantial variation between municipalities in the proportion of women workers as Table 4 shows with higher proportion of women participating in later batches (also see VID2 which cites evidence from evaluators' interview with women workers on the Project on the acceptability of the work and EFN1, TRI1 and TRI2 on the efforts and resources devoted to meeting targets for women's participation).

The differences between municipalities may be because Baucau was the first municipality where the Project's roads rehabilitation operations started and it took some time to inform women of the nature of work conditions and the demonstration effect from previous road works was absent. Alternatively, there may be other municipality specific reasons for differences in women's participation. Examination of the reasons for the differences could provide lessons for raising women's participation going forward. The proportion of firms owned by women which have either implemented or are currently implementing ERA-AF contracts is 57 per cent, well above the target 30 per cent. The Project's engagement with the active Association of Timor-Leste Business Women (AEMTL), which is affiliated to CCI-TL, is likely to be a contributory factor. Of the 65 members of the AEMTL 51 per cent have businesses in the construction and general supply sector.

³⁴ ILO (2019) ERA Agro-Forestry "Improving access to agro-forestry areas", Annual Technical Progress Report notes (p49) that the typical construction expenditure pattern for Local Resource Based (LRB) is 10-30% labour, 50-60% materials and equipment, 10-15% preliminary and general items and 5-10% profit for contractors.

The final target under Output 1.1 is the number of maintenance contracts put in place to establish a maintenance regime on roads rehabilitated earlier in the Project. The target in the range 5 to 10 roads in the ProDoc was reduced to 4 after EU MTE 2019. The actual number in place is below the target because of delays as a consequence of COVID-19 measures. The maintenance contracts are an adaptation of the community contracting model under which a contractor recruits members of the local community.³⁵

For Output 1.2 the first target is *DTC established & operational within DRBFC and with appointed staff*. The 79 per cent reported as achievement on this target is an approximation since the first 4 of the 5 items have been achieved. An implementation agreement has been signed with DRBFC and the Department of Training and Cooperation (DTC) has been established within DRBFC and now has a Private Sector Relations Unit (PSRU) with ERA-AF technical and financial support. The 5th item (contribution to the development of the *Policy and enabling environment*) is behind schedule. The Concept Note for contractor development within Department of Training & Co-Operation (DTC) of DRBFC and a Technical Note on contractor training and development³⁶ set out what is required. But obstacles to fulfilling this target, not within the control of the Project, remain. An important dimension of the support for DRBFC and DTC with respect to this output is the nature of engagement of ERA-AF with DRBFC and R4D-SP. This aspect is considered under *Effectiveness of management arrangement* in **EFM1** and **SU3**.

The remaining targets related to this output are mainly concerned with the engagement of the Project with the training institutes, DBTC and IADE. Implementation Agreements were signed by the Project with Don Bosco Training Centre (DBTC) and Institute for Business Development Support (IADE) during the inception phase. Table 3 shows performance on the quantitative targets in the form of certificates issued to contractors' staff, new training programmes developed and accredited, the number of DBTC and IADE trainers accredited and the number of cooperation meetings between the Project and DBTC and IADE. However, this information does not fully convey the quality of the capacity developed and its use by DBTC and IADE. DBTC has been engaged in providing labour-based training (LBT) since 2012, initially for contractors on ERA I. DBTC had capacity issues in the initial stages of the collaboration with ERA-AF because of loss of DBTC staff (see **VID1**). Over time with ERA-AF support, DBTC's capacity has grown and along with it the quality and scope of the courses. The field training content has been increased in the courses, DBTC is involved in selecting contractors for training and providing supervision and guidance when the contractors are implementing projects. The target *New training programmes, materials developed, introduced, accredited* refers to new programmes and materials being developed and prepared for accreditation. The 50 per cent progress on this refers to the development of new courses³⁷ following a training needs assessment. and materials to include 1 accredited, 3 non-accredited and 1 refresher. In addition, existing accredited courses have been improved by include increased practical content. These developments have not been an obstacle to the labour-based training and accreditation of contractors and their staff.

ProDoc envisaged developing the scope and quality of training programmes beyond the certificate level. This has not been pursued since the training needs assessment found a greater need for certificate level and non-certificate training referred to above. INDMO (National Institute of Workforce Development) indicated that DBTC and IADE had limitations as providers of more advanced training.

IADE's capacity to provide business training and mentoring has also developed during the Project. In order to provide more relevant guidance for managing construction projects, IADE trainers have undertaken training to acquaint themselves with typical construction related business activities and challenges to

³⁵ Community contracts would be the preferred mode but at present there is no legal entity at the community level with which the contract can be made. The model is similar to that used by R4D.

³⁶ ERA-AF (2019a) and ERA-AF (2020c) respectively.

³⁷ The accredited new course, *Planning & implementation of LBT works*, is targeted at contractors' technical staff (engineers), directors of public works departments and other engineer level practitioners. The non-accredited new courses are on management of labour-based projects for company directors and managers in rural road works and awareness courses for non-technical local administrators and government officials (see ERA-AF (2020) *Curriculum for labour-based training*).

enable them to better advise contractors on matters such as estimating Bills of Quantities and managing cash flows. IADE and DBTC have produced a number of documents and manuals which they use for training as well as field guides.³⁸ IADE's training and guidance include ensuring sufficient cash flows to deal with uncertain and delayed payments for works.

The targets under Output 2.1 in Result Area 2 (*Improved skills of construction companies and local authorities*) are measures of inputs in the form of trainee and coaching / mentoring days rather than of the competence of contractors and local authorities. This is understandable since specifying quantitative indicators of competence are difficult to define. Arguably, accreditation certificates issued to contractors and their staff, currently under Output 1.2, would be more appropriate under Output 2.1. The training and mentoring targets are either met or exceeded.

An additional aspect of relevance with respect to contractor capacity development is the quality of contractor capacity. The quantitative indicators in Table 3 do not provide an indication of the quality of the contractors and their capacity developed. The Project team and DBTC are aware of this issue. Attention to the quality of contractors is through specific checks, actions and assessment. There are criteria and a scoring system for selecting the contractors for training which include prior experience and whether the business has technically qualified staff. The DBTC staff indicated in an interview for the evaluation that the level of education was a good indicator of the ability to perform well in training. The performance of contractors on sites is monitored by DBTC and Project staff. Where poor performance cannot be corrected steps are taken to reduce or terminate contracts. There is a final inspection and a period of defect liability. The Project in collaboration with IADE and DBTC has developed and put in place the ERA-Agro-forestry Contractor Excellence Scheme (ECES) which makes an assessment of contractor performance on business and technical attributes which include resources management, performance and growth, customer satisfaction, tendering and construction procedures and compliance with H&S and cross-cutting requirements. The ECES tool is used to document good practice, recognise contractors performing well and to monitor performance.

On Output 2.2 (*Local authorities competent in managing rural road maintenance*) the Project has engaged in awareness raising and some training of municipality staff. This level of engagement is justified because of the lack of capacity and resources at the municipal levels and the incomplete decentralisation process referred to earlier (see **CP1**). In line with R4D commitment to maintain rural roads rehabilitated by development partners, ERA-AF roads are to be maintained by R4D when handed over to MPW-DRBFC.

Parts (1) and (3) of **EFF1** have been considered at some length since they form the centrepiece of the evaluation to which a number of other criteria and sub-criteria are linked. In summary, ERA-AF has internal coherence and is making good progress towards achieving the revised Project targets on the kms of roads rehabilitated and the number of contractors trained within the original budget, though not within the time, hence the need for the 5 month no-cost extension and a further no-cost extension. The Project team recognises the importance of the quality of the outputs and has taken measures to address the quality of contractors. Institutional strengthening within DRBFC and preparedness for training and managing contractors and creating an enabling environment for contractors at municipal levels remain works in progress. As part of this work, a Concept Note and technical papers have been prepared and a contractor tracer study has been planned. Initiatives through proposals and workshops to progress institutional and policy changes in 2021 is under consideration. However, achievements on these aspects are to a great extent dependent on the circumstances and engagement of other stakeholders which are outside the Project's control. These aspects are considered further under **EFM1** and **SU3**.

Part (2) of **EFF1** refers to the extent to which the Project outputs to date have benefited women and men and the agro-forestry communities. The question also relates to the SO2 level objective (outcome), the extent to which the improved access contributes to employment and economic opportunities for the local

³⁸ One of these, IADE & DBTC (n.d.) *A Practical Business Mind-set Guide for Contractors*, is included in Appendix C List of documents consulted. Other manuals and tools include IADE Business Manual, DBTC Tender & Pricing Manual, Contract Documents and Work Plan and Cost Control Sheets.

population. The Project produces baseline community snapshots and traffic counts to be followed up by endline snapshots. A number of examples of impacts of improved roads on lower transport costs, pop-up businesses and impacts for communities have been collected³⁹ and reference was made earlier (see **CP3**) to the baseline case studies. However, there is no systematic evidence so far to address this question which is considered further in **SU2**.

EFF2 is concerned with the validity of the recommendations of previous monitoring and evaluations of the Project, extent to which the Project has followed up on the recommendations and the validity of ILO's comment contesting the findings and recommendations. This question refers to the monitoring of PSAF on behalf of the EU in January 2019 and the evaluation of PSAF on behalf of the EU in October 2019 (EU MTE 2019 in this report).⁴⁰ With respect to ERA-AF, EU MTE 2019 highlighted: (a) delays in initiating the rehabilitation of roads leading to work being carried out in the wet season and over protracted periods; (b) high cost overruns; (c) limited capacity of DBTC and IADE to provide the requisite effective contractor training; (d) questionable benefits of rehabilitating short rural roads not connected to good quality National or Municipal roads, and (e) lack of resources for the maintenance of rehabilitated roads.

The delays and protracted periods for completion of works have been considered elsewhere (**VID1, VID2, EFF1, EFN2** and 5. *Conclusions, recommendations and lessons*). Various statements made on very high cost overruns appear to be erroneous and contradictory. The EU Monitoring Report (January 2019) states on page 6: "Although the ILO ERA roads project aims to complete the rehabilitation of 90 km. of rural roads, overruns of 30% on the estimated cost per kilometre may reduce the total amount completed." Evidence of cost overrun is presented on page 16 where it is stated: "However, a more important financial issue arose as the cost of road works exceeded the anticipated budget of \$67,350 to reach \$84,878 per km. This makes the cost of construction 35% higher than budgeted" (not 30 per cent as stated on page 6). There appears to be an error here since USD 84,878 is 26 per cent higher than USD 67,350. Further the planned cost per km in ProDoc is Euro 67,350.⁴¹ At the exchange rate of USD 1.00 = Euro 0.9 assumed in ProDoc, the planned cost per km is USD 74,833. The cost per km at USD 84,878 would be 13.4 per cent higher than the planned cost, neither 30 nor 35 nor 26 per cent.

In EU MTE 2019, on page 28 the average cost per km for road works under contract Batches 1 and 2 is estimated to be 20 per cent higher than the planned cost in ProDoc.⁴² However, in the Executive Summary of the same document on page 6 the 30 per cent cost overrun statement is repeated from the January 2019 Monitoring Report. The extent to which the persistence of the 30 per cent cost overrun statement, and the EU MTE evaluators' recommendation to grant a no-cost extension (see Table 4) led to the donor's decision to not allocate a proportion of the contingency fund to ERA-AF cannot be determined but it is likely to have been an influence. For the Project to 31st October 2020, the cost per km is estimated to be USD 82,127 (i.e. 9.7 per cent above the planned cost in ProDoc). For the *Efficiency* criterion it is relevant to note that EU MTE 2019 states that the relatively high cost overruns are explained by "the relatively difficult terrain along the selected roads" and the "added environmental protection and climate-resilient measures greater than originally anticipated".⁴³ Table 5 reproduces the EU MTE 2019 recommendations with the ILO response in the first two columns from the ERA-AF 2019-20 Annual Technical report. The evaluators' comments are added in the third column. The table shows that there are issues of concern on all 5 recommendations in EU MTE 2019 either because they are based on erroneous information (cost

³⁹ For example, see ERA-AF (n.d.) *ERA-AF success stories*.

⁴⁰ Abbott, K (2019) *Monitoring of the Partnership for Sustainable Agro-Forestry, January*, FED/2016/374-207 and Abbott K, Abdallah J and Mondal, B (2019) *Mid-Term Evaluation: Timor-Leste, EDF 11, Partnership for Sustainable Agro-Forestry Between Timor-Leste, The EU, Germany and ILO*, PSAF (TL/FED/2016/038/767).

⁴¹ A likely reason for the assumption of USD 67,350 in the EU January Monitoring Report and EU MTE 2019 is the reference in the earlier text in ProDoc to the cost per km of USD 67,350. However, the Budget and Calendar (section 5.5) in ProDoc refers to Euro 67,350 per km and this figure is consistent with the figures in the table on page 56 of ProDoc.

⁴² USD 80,711, based on detailed evidence on ERA-AF rehabilitation activities and calculated to be more than 20% higher than USD 67,350 per km. If USD 67,350 is corrected to Euro 67,350, the actual cost overrun was 7.9 per cent, not 20 per cent.

⁴³ EU MTE 2019, page 32.

overruns and marginal roads rehabilitated) or incomplete information (no prospect of sustainability conclusion ignoring the national development and rural roads strategy) and questionable hypothesis (no benefits from roads if they are not linked to municipal or national roads). It is likely that EU MTE 2019 has had adverse implications for the Project which were not all justified.

Table 5: EU MTE recommendations, ILO response and current evaluators' comments

EU MTE 2019 recommendations	ILO response	Current evaluators comments
1. The ILO has done what it could to train for labour-based road construction and provide access to practical field work rehabilitating rural roads. It must now consider the cost of delays and implementing problems and cut its programme accordingly to cover budget overruns. It can either make cuts in the lengths of road or in the initiation of the Lautem phase in order to cover the cost overrun.	<i>Request for review of targets submitted and approved. Revised road targets from 90 km to 77 km to align with available funds, based on increased costs so that the roads are functional.</i>	<i>The recommendation to revise road targets could have been justified on the grounds of delays though not on cost overruns. The cost overrun of 30% appears to be based on erroneous calculations in the January Monitoring report quoted in the EU MTE 2019 as explained above. The first sentence in the EU MTE 2019 recommendation conveys the impression of an underachieving Project. To the extent that it was based on the cost overrun error it was not justified. There were other issues the Project faced at that stage.</i>
2. A no-cost extension could be granted, if needed, to finish the roads that can be completed within the budget.	<i>Requested budget revision and no-cost time extension of 5 months from 31 May to 31 October 2021.</i>	<i>The recommendation and eventual decision to grant a no-cost extension with no allocation from the contingency fund is likely to have been related to the erroneous calculation of 30% cost overrun.</i>
3. The project said its primary aims were in capacity building and in that regard it did what it could and offered road teams practical experience.	<i>No action required.</i>	<i>For a mid-term evaluation it would have been more appropriate not to place the Project's work in these areas in the past. Capacity building of the training institutes was work in progress at the time of EU MTE 2019 within collaborative relationships. The term "road teams" is ambiguous. The training provided to contractors and their staff and supervisors was through accredited courses and supervised and guided practical experience which is not conveyed by "it did what it could". The Project is doing more than giving "road teams" practical experience. It is rehabilitating roads in the core rural road network (this point is related to the next recommendation).</i>
4. Given that the roads were mostly too marginal to improve access to market and ongoing employment is not assured, should there be a second phase of PSAF, any roads project should address conditions of	<i>Recommendation was not factual, as all identified project roads provide links to markets. Employment is also achieved to the extent feasible.</i>	<i>Selection criteria related to improving access for the local communities with economic and socio-economic benefits were used. One of the selection criteria was for the roads to be part of the core road network identified in the RRMPIS and hence in line with GoTL strategy (see RS1 and VID2). Such improvements are not "marginal" for the communities served which are connected to local markets and amenities. Even if the</i>

EU MTE 2019 recommendations	ILO response	Current evaluators comments
<i>roads actually linking to markets.</i>		<i>municipal and national roads they connect to are not of good quality there are benefits of improving this category of roads.</i>
<p>5. It seems that R4D will not maintain these small rural roads, and has assigned that responsibility to the Municipality, which lacks the resources to do so. This lack of sustainability is another argument against the extension of this roads project.</p>	<p><i>Recommendation was not factual, as DRBFC and R4D stated that they would be taking over the roads following project completion.</i></p>	<p><i>This recommendation was based on partial information and the short-term national budget situation. It was partial in the sense that it did not acknowledge the existence of the RRMPIIS or the NSDP. RRMPIIS includes a commitment to maintain the core road network and there is GoTL commitment to allocate sufficient budget to implement the RRMPIIS (see RS1 and CP1).</i></p> <p><i>Further, R4D is committed to taking over all rural roads rehabilitated by Development Partners (e.g. ERA I, UNDP's Small Scale Rural Infrastructure (SSRI) and SEPFOPE). These past project roads have been improved by R4D to all-weather standard and placed under continuous routine maintenance using Community Maintenance Groups (CMGs). ERA-AF roads are to be placed under the same maintenance regime once they are handed over to MPW-DRBFC.</i></p> <p><i>While a level of scepticism could have been justified at the time of the EU MTE 2019 evaluation because of the GoTL budget impasse in the previous 2 years (2017 and 2018), the firm conclusion that the Project lacks sustainability and the recommendation "against the extension of this roads project" appear unbalanced. The annual budget in 2019 and the rollover of continuing rehabilitation and maintenance projects into 2020 and the budgets for 2021 have enabled R4D to continue maintenance activities. Budgets for future years are expected to be adequate for R4D's maintenance commitments (RS1 and CP1).</i></p>

The next question under *Effectiveness* is concerned with communications and visibility (C & V) activities of the Project (**EFF3**). The objective of the C & V plan from the donor's perspective is to secure awareness on the part of a wide range of stakeholders within the EU and outside and among partners and beneficiaries of the achievements arising from the Project. C & V is also important for the ILO to communicate its capabilities in implementing such projects and their developmental benefits. There has been a C & V plan from the outset which has included:

- ceremonies and events marking Project milestones (e.g. signing of agreements, inception workshop, launches of training and road works);
- participation in events of wider significance (e.g. being a partner in the 3rd National Climate Change Conference in 2019);
- signboards at the beginnings and ends of roads rehabilitated by the Project;
- branding of Project cars, letterheads and wall planners, and
- articles and stories in the media and on the ILO Country Office website.

The Project's refreshed C & V Action Plan for 2020 following the EU MTE 2019 includes the use of Facebook and Twitter as social media platforms to reach wider audiences and promote project activities and the monthly newsletter Hametin in English initiated in June 2020. Hametin newsletters are posted on Facebook. A Tetum version of Hametin would reach a wider audience in Timor-Leste. Overall, there is greater emphasis in the refreshed C & V plan on success stories of human interest showing impact of project interventions on the livelihoods of households and communities, encompassing women's participation and inclusion.

The October 2020 issue of Hametin reports on a Radio-Televisão Timor Leste (RTTL) TV talk show on ERA-AF activities aired on 21 October 2020 in which a range of stakeholders and beneficiaries highlighting Project impact participated. There are professionally produced ILO videos featuring the work of ERA I on YouTube.⁴⁴ There is a professionally produced World Bank YouTube video with Tetum commentary on its Dili to Ainaro road project.⁴⁵ Videos on YouTube of parts of the RTTL programme and other clips showing the benefits of improved access for beneficiary communities and individuals in English and Tetum would be good additions to the C & V activities.

C & V incorporating multiple media reports on achievements and lessons learnt has a further role through the demonstration effect to influence policies and initiatives in Timor-Leste and more widely. There is wider recognition of ERA-AF in the recent publication of the Institute of Civil Engineers publication recognising 75 years of UN work on sustainable engineering.⁴⁶ ERA-AF had a sound C & V plan from the outset which has been further honed to incorporate social media and has the potential of evolving further as indicated above.

4.6 Effectiveness of management arrangement

There are two specific questions under this criterion. The first one is concerned with the management and governance structure making specific reference to the Project Steering Committee and Project Advisory Committee (PAC) (*EFM1*). ProDoc and the ERA-AF Inception Report envisaged a steering committee to provide strategic oversight and guidance for ERA-AF. However, the Steering Committee eventually set up was for the PSAF to co-ordinate the two projects, for PSAF-AbF and ERA-AF, with a specific focus on PSAF-AbF. The PSAF Steering Committee comprises representatives of the Ministry of Agriculture & Fisheries, the EU and the National Authorizing Office (NAO) as voting members with GIZ and ILO representatives as non-voting members. While the PSAF Steering Committee provides oversight at a broad level, its membership does not include representation of DRBFC, ERA-AF's direct counterpart in GoTL, and a number of other stakeholders with which it engages directly.

PAC was set up in 2018 to provide more direct strategic oversight and guidance to ERA-AF as a committee below the PSAF Steering Committee focusing on ERA-AF. The membership of PAC comprises representatives of: (a) the EU Delegation in Timor Leste; (b) National Authorizing Office (NAO); (c) DRBFC; (d) R4D-SP; (e) PSAF-AbF GIZ Component; (f) CCI-TL; (g) KSTL; (h) ERA-AF Project Manager; (i) Don Bosco Training Centre, and (j) municipal administrations and public works offices. The PAC brings together the stakeholders who are either directly engaged in implementing the project or have an interest in its performance (e.g. the municipalities) or have an interest in and can contribute to the sustainability of its outputs and outcomes. Hence, PAC is much more effective in looking at the issues of direct relevance for the Project. Evidence from the 2nd meeting of the PAC dated 23rd September 2020 (see Appendix I) indicates that it is a forum for sharing information and views on key issues related to the Project such as the cost of works and operational aspects, road maintenance arrangements and Project visibility.

An even more important aspect of management and governance related to the Project's capability development and institutional strengthening objectives is in its organisational and physical positioning in relation to DRBFC and other strategic partners. Figure 3 shows the Project's relationship with DRBFC, in

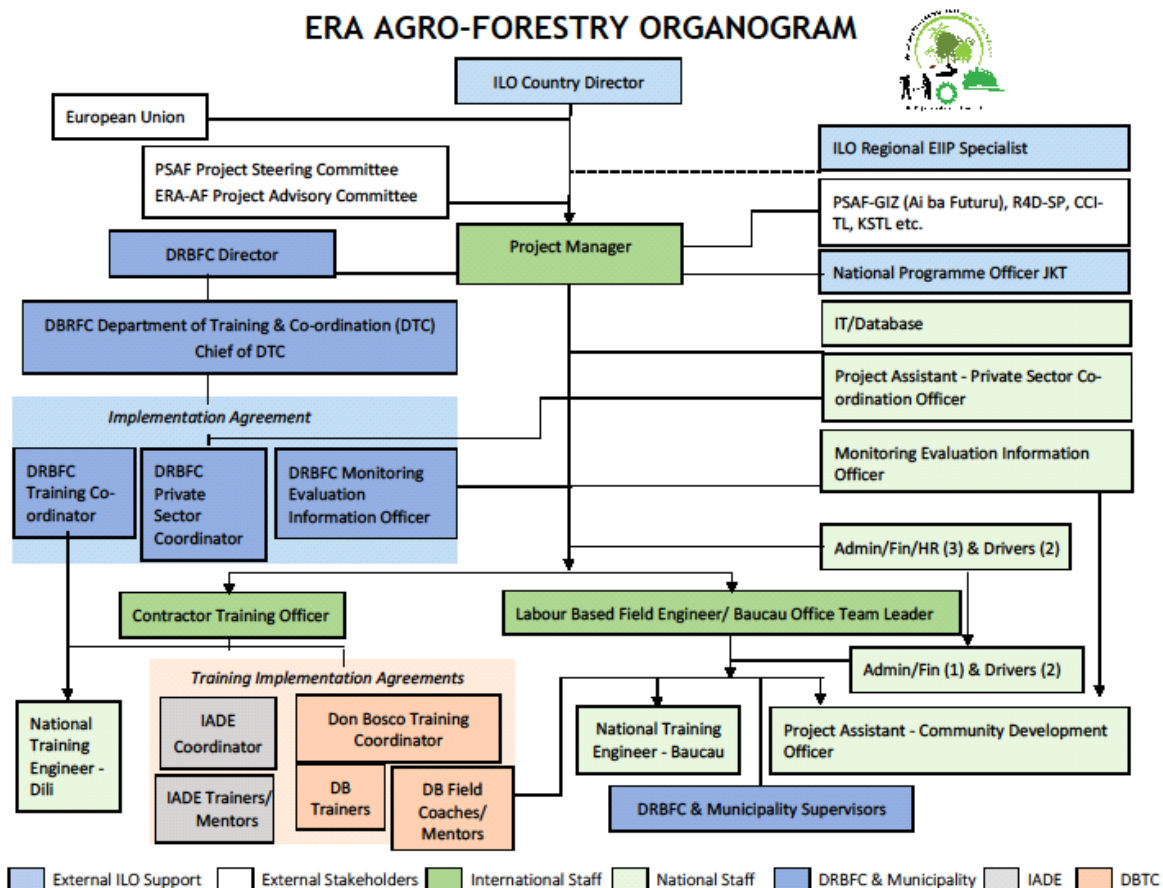
⁴⁴ Links for 2 ILO ERA I YouTube clips: <https://www.youtube.com/watch?v=GVnvZd6tKNQ> and <https://www.youtube.com/watch?v=HBQgIR1IKNQ>

⁴⁵ World Bank YouTube clip: <https://www.youtube.com/watch?v=qanw-1gL7aI>

⁴⁶ ICE (Institute of Civil Engineers) (2020) "ILO's sustainable approaches to employment creation including using EIIP approaches" in *UN75: Sustainable Engineering*, <https://www.un-75.org/ebook..>

relation to the DTC and its training, private sector coordination and M&E functions which form the core of the PSRU within DTC as proposed in the Concept Note. The links between the ERA-AF Private Sector Co-ordination Officer and the M&E Officer and counterparts within DRBFC are intended to support the institutional strengthening and capacity development within DRBFC (see **EFF1** and **SU3**). The Figure also shows R4D-SP as a strategic partner of ERA-AF. Arguably, given its role in supporting R4D, R4D-SP could have been positioned more prominently in relation to DRBFC in the Figure. The other partners of note in Figure 3 are the training institutes as ERA-AF's strategic partners. An important aspect of ERA-AF's engagement with DTC is to develop sustainable relationships between DTC and the training institutes.

Figure 3: ERA-AF and partners for rural roads management organogram



Source: ERA-AF Project Manager.

The next sub-criterion under Effectiveness of management arrangement is the extent to which the monitoring and evaluation system is results-based and being used to take management decisions, including on gender and non-discrimination aspects (EFM2). The earlier evaluation of questions under Validity of intervention design (VID1, VID2 and VID4) and Effectiveness (EFF1) demonstrate that a results based approach including a monitoring and evaluation framework is being used. Monitoring of gender and non-discrimination aspects and related targets are referred to in EFF1. EFN3, TRI1 and TRI2 consider the resources devoted to addressing gender and non-discrimination.

4.7 Efficiency of resource use

EFN1 is concerned with the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources, in effect related to cost effectiveness. It was noted earlier (**VID1**) that before the Project started its design was changed to increase the length of roads to be rehabilitated and decrease the planned cost per km from USD 100,000 to USD 74,833 (Euro 67,350). Within this context the Project has done well on cost control in roads rehabilitation (Output 1.1 in Table 3). As noted earlier, the average cost per km achieved over the reference period is USD 82,127 per km compared with about USD 74,833 (EURO 67,350) per km estimated in ProDoc. The actual cost is therefore 9.7 per cent higher

than the ProDoc estimate which can be justified by more difficult terrain and added climate resilient measures than originally anticipated (**EFF2**).

Further, with respect to efficiency it is noted that the average cost of USD 82,127 per km achieved by the Project is much lower than the recently estimated average direct investment costs for roads rehabilitation over the last 7 years of USD 115,400 per km for R4D rural network roads⁴⁷ Cost per km of ERA-AF roads is almost 30 per cent lower than the cost of R4D roads. However, determination of whether ERA-AF rehabilitation is cost efficient in comparison with R4D would require comparison of life cycle costs. Such a comparison in the context of wider considerations such as materials availability, acceptability of road quality and practicality of maintenance regimes would yield lessons on the appropriate road standards for rural roads.

Within the constraints on design imposed by the cost per km constraint, the competitive bidding process for awarding contracts (see **VID5**) strikes a balance between cost efficiency and achieving quality. Other practices for achieving efficient operations are: (a) site supervision with DBTC staff support for cost effectiveness; (b) monitoring contractor performance, and (c) intervening by either terminating or reducing the contracts of poorly performing contractors. ERA-AF has also endeavoured to look for cost saving solutions. Examples of this are: (a) feasibility study of a mobile stone crusher in collaboration with R4D-SP using a local consultant and a volunteer with the aim of finding a cheaper solution for the supply of crushed aggregate, and (b) bulk procurement of FIDIC contracts though this caused delays in implementing roads rehabilitation in 2018 (see **EFN2** below).

The Technical Assistance (TA) support and budget have been used judiciously in the achievement of Output 1.2 (sustainable capacity development for enhanced private sector performance). TA support has been provided to DBTC and IADE to develop their capacities to deliver the training of contractors. Financial support has been provided to DBTC to subsidise its LBT Unit's contractor training and development of a business plan for the Unit for sustainability post-ERA-AF (see **SU1**). The TA support has enabled leveraging greater engagement of DBTC and IADE in continuing practical support for contractors on site (Output 2.1). The TA budget has also been used to support DRBFC in establishing the Private Sector Relations Unit of DTC, essential for developing an enabling environment for contractors for a sustainable implementation of R4D (see **EFM1**, **SU1** and **SU3**).

With respect to the timeliness of implementing activities, the factors that have hindered timely delivery and the mitigating measures (**EFN2**), coverage under **EFF1** conveys that work on the Project is planned and implemented in line with the schedule of activities. There are monthly progress reports and the Annual Technical Reports summarise: (a) the progress of the Project including towards meeting the targets under each output; (b) the delays in completing the activities and shortfalls in meeting targets; (c) reasons for the delays and shortfalls, and (d) revised plans for making up on the delays and shortfalls. As the coverage under **EFF1** and **EFF2** shows the Project has responded to the issues raised in the EU MTE 2019 by requesting the revision of targets and a no-cost extension of time to achieve them. The project appears to be on track to fulfil the physical works and related contractor training and support targets within the budget though a request for a further short no-cost extension is under consideration for: (a) completing any remaining rehabilitation works, and (b) providing more time to work with R4D-SP, DTC in DRBFC and other stakeholders on institutional strengthening and policy changes as part of the exit strategy (see **EFF1**, **EFM1** and **SU3**).

There have been delays because of a range of human and natural factors which have led to physical works being stretched into the wet season and over more than one construction seasons. Table 6 shows the dates of the starts of Batches and completion status. As noted earlier under **VID1**, there were exceptional delays in starting the first Batch related to obtaining GIZ agreement as the implementer of PSAF-AbF, and the time required to obtain agreement to use FIDIC contract templates. The remaining reasons which appear to recur frequently, though they do not apply to all roads are weather conditions, landslides, local

⁴⁷ R4D-SP (2020) *Technical standards review and life cycle costing study of alternative rural road paving options (Draft)*.

objections by people and labour supply issues. Late August and September are relatively late in the construction season to start rehabilitation works with the rains arriving in November / December. A question arises as to whether there is scope for changes in the planning cycle which would enable earlier starts in the dry season.⁴⁸

On EFN3, whether there are sufficient resources allocated to integrate gender and disability in the design, implementation and M&E of the project outputs and outcomes, the socialization processes at the community level when the Project employment opportunities are announced and information on availability of workers is sought are the main channels of communication about non-discrimination in Project employment and access to project work for persons with disabilities. Contractor training includes labour standards and non-discrimination requirements which are also incorporated in the contract documents. The supervision and guidance of contractors during implementation is a means of monitoring compliance with non-discrimination and labour standards. As noted in relation to EFF1 the target for participation of women workers of 30 per cent for the project overall has not been met but over time there has been an increase in the overall proportion of women's participation to 24 per cent. In the later batches (Batches No 3 and 4 in Manatuto and Lautem) the 30 per cent target has been exceeded. The percentage of workers with disabilities employed by the Project to 31st October 2020 is 2.3 per cent. EFF1 also refers to the high proportion of women owned contractor firms which the Project's engagement with AEMTL and CCI-TL has helped to achieve.

⁴⁸ Also see **VID1** and **EFF1**.

Table 6: Batches of ERA-AF road rehabilitation works and reasons for delays

Batch No. Number of roads Road length No. of contracts	Municipality	Planned start	Contracts awarded or works commenced	Completion status	Reasons for delay and other comments
Batch No 1. 3 roads 20.64 km. 10 contracts.	Baucau	June 2018	September 2018	98% by May 2020, completed by October 2020	3 months delay in getting GIZ agreement for 2 roads. Protracted negotiations for use of FIDIC contracts. Works into rainy season because of delay. Heavy rains and landslides affected implementation. Delays further compounded by socialization issues - access to materials, labour availability, veteran interference, community participation, martial arts groups disruptions, cultural ceremonies and road alignment issues. Further delays because of COVID-19 suspension in 2020. 2 contracts terminated because of non-performance.
Batch No 2. 3 roads, 22.7 km. 10 contracts (Plus 17.1 km spot improvement)	Viqueque	June 2019	August 2019	50% by May 2020	The identification of roads in Viqueque Municipality involved unforeseen extensive consultations. Many proposed roads were not rural access roads and there was political interference by non-ERA-AF contractors supported by veterans. A road section had to be changed 2 months into contract implementation because of a veteran's obstruction. Other delays were attributed to adverse weather conditions, difficult access to some sections, landslides, poor performance by some contractors and social issues, labour availability constraints and the 2 months work stoppage owing to COVID-19.
Batch No 2. 3 roads 10.0 km. 5 contracts	Manatuto	June 2019	August 2019	50% by May 2020	Delays attributed to adverse weather conditions, limited access to material quarries, landslides, social issues, poor performance of contractor and the 2 months work stoppage owing to COVID-19 pandemic.
Batch No 3. 2 roads 6.6 km. 2 contracts	Manatuto	August 2020	September 2020	Completion expected in 2021	
Batch No 3. 4 roads 16.8 km. 7 contracts	Lautem	August 2020	September 2020	Completion expected in 2021	

4.8 Impact orientation

The first sub-category under Impact Orientation is concerned with ERA-AF's contribution to meeting higher level goals related to the SDGs, DWCP and Timor-Leste's Development Plan and the level of its influence on policies and practices at national and municipal levels (**IM1**). The project is well aligned with the Decent Work Country Programme through the decent work conditions for project workers incorporated in contractors' training and contracts. Whether there is wider adoption of the decent work principles depends on the effectiveness of the efforts of R4D to: (a) include decent work principles in the training of staff and contractors, and (b) retain the requirement for contractors to comply with decent work principles on public sector contracts. Wider adoption of the principles, for example other public sector or private sector work would depend on the contractors adopting the lessons and relevant agencies monitoring and requiring compliance.

Improved rural access through the Project's improved roads and its contribution to a sustainable rural roads rehabilitation and maintenance strategy which R4D-SP is well placed to support is in line with the GoTL development strategy. Timor-Leste's development strategy places emphasis on private sector development and improvement in rural livelihoods. The Project's model of development of technical and business skills of private sector contractors could have an impact in two possible ways: (a) the small contractors who have acquired the skills and capabilities could go on to diversify into other ventures, and (b) more importantly, the ERA-AF training model could have an impact in other private sector activities related to rural development.

The contribution on **IM2** (*The extent to which the project has contributed or is likely to contribute to Timor-Leste's capacity in the rural roads sector, in employment generation, and eventually poverty reduction in Timor-Leste.*) is through the adoption of lessons learnt on contractor training and support and the institutional capacity development at the national level in DRBFC and eventually at the municipal level. As noted earlier (**EFF1**) the Project's contribution on these is work in progress hindered by the incomplete decentralisation, limited progress in strengthening DTC's capacity to support contractors and the cumbersome contracting and payment processes for contractors engaged by DRBFC. As noted in **EFF1** the initiatives, planned and under consideration, for the remainder of the Project (the tracer study of contractors and following through on the Concept Note on improving the institutional context and the business environment) are intended to strengthen this impact (also see **SU3**).

4.9 Sustainability

On **SU1** (*Which project-supported activities, capacities, products and tools have been sustained and institutionalized, or are expected to be sustained and institutionalized during the remainder of the project, by partner external organizations e.g. the capacity of Don Bosco Training Centre?*) a distinction is made between the Project's capacity development activities with: (a) the two training institutes, DBTC and IADE, and (b) the public sector institutions.

In looking at the capacity development of the training institutes, a distinction is made between their capacity to deliver the training and the financial viability of DBTC.⁴⁹ As noted in **EFF1**, DBTC has a functioning LBT Unit which has developed sound capacity for classroom and practical labour-based training. In collaboration with ERA-AF, DBTC has produced practical guides and training materials and curricula and delivered courses for contractors, their staff and supervisors.⁵⁰ IADE now has sounder capacity to provide training and mentoring.⁵¹

⁴⁹ IADE is a GoTL business training institute for whom the training of contractors is a small part and hence its viability is not a concern.

⁵⁰ Manuals and guides: (a) ERA-AF / DBTC (2020) Trainer's guide for rural road maintenance. (b) ERA-AF / DBTC (n.d.) The road pavement works training manual. (c) DBTC / ERA-AF (2020) Awareness course for labour-based technology practitioners. (d) ERA-AF / DBTC (n.d.) 5 Technical Brief Flyers (1. Construction business, 2. Keeping site records, 3. Safety and health. 4. Knowing my contract. 5. My role of as a supervisor). Curricula developed and delivered: (a) Labour-based technology course for engineers. (b) Labour based rural road maintenance works. (c) Pavement course for supervisors & engineers. (e) Labour-based technology course for supervisors. (f) Pavement course for supervisors & engineers. (g) Labour-based technology course for supervisors.

⁵¹ IADE has delivered contract and business management training for ERA-AF contractors in collaboration with the ERA-AF team.

IADE Trainers have enhanced their capacities through courses on relevant technical aspects such as estimating BoQ. The training and mentoring IADE provides includes financial and cashflow planning to enable contractors to undertake contracts where they may experience delays in payment. IADE and DBTC have produced a practical business guide for contractors which was referred to under **EFF1**.

The LBT Unit in DBTC is highly dependent on ERA-AF for its financial viability. Under the current collaboration between ERA-AF and DBTC, the former subsidises the training of contractors and their staff because meeting the full cost of the training is challenging for small scale contractors. In interviews during this evaluation, contractors raised concerns about the cost of the training and in particular the associated cost of accommodation in Dili for trainees, especially when there is no guarantee that their bids for ERA-AF contracts would be successful. With technical and financial support from ERA-AF, DBTC has developed a business plan for the LBT Unit which shows that financial sustainability of the LBT Unit post-ERA-AF remains in jeopardy. Given the scale of R4D, in principle its training requirements could be substantial enough to sustain the DBTC LBT Unit in the near future post-ERA-AF and give it the opportunity to explore other markets for its services. However, to date DRBFC's use DBTC's services has been classroom based "refresher training" yielding low income (which amounts to less than 10 per cent of the financial support it receives in return for the delivery of training for ERA-AF) and inadequate training.⁵² This has implications for the financial sustainability of the training capacity which is considered further under **SU3** below.

The strengthening of the relevant public sector institutions (MPW, DRBFC and ADN) to be attuned to the challenges and needs of small scale private sector operators and providing the support and environment for them to function effectively is incomplete as noted under **EFF1**. In addition to its role in developing the capacities of the training institutes, ERA-AF has demonstrated aspects of an enabling and supportive environment for contractors by, for example, making advance payments to some contractors to acquire essential equipment and connecting contractors with reliable suppliers of materials. Such a proactive approach based on collaboration between DTC's Private Sector Co-ordination Unit and CCI-TL is needed to develop the enabling and supportive environment for R4D contractors. Another aspect which needs addressing is the delays in payment for public sector contracts. Procedural delays in the public sector are compounded by the delays in auditing and sanctioning payments by ADN (see **CP1**). The Project produced a Concept Note in 2019 and based on it technical notes on contractor development institutions, contractor training and developing and improving the business environment for contractors. An initiative to work with DRBFC to make progress on the proposals in the Concept Note is planned when evidence from the ERA I and ERA-AF contractors tracer study to be conducted in 2021 are available (also see **SU3** below).

On **SU2**, the extent to which the maintained / rehabilitated roads and developed capacities are likely to have a long term, sustainable positive contribution to the SDGs and for the project's targeted groups, there are three aspects to be considered: (a) whether the roads rehabilitated by the Project and additional roads to be rehabilitated as a consequence of the capacity developed will continue to be maintained and therefore will continue to provide the benefits of improved access; (b) whether the roads are linked with good quality municipal and national roads, and (c) what the impact will be of the improved access. On (a), as indicated under **CP1** and **EFF1** whether there is a long-term impact depends on whether the R4D programme will be able to realise the GoTL commitment to expenditure on rural roads at levels close to that specified in the RRMPIS and that the expenditure is effective.

On (b) in **SU2**, for Batch 3 roads whether the national or municipal roads to which they link were of good quality or included in a programme of improvement was added as a criterion. A lesson is that R4D should coordinate its programme of investment and maintenance with the programmes for higher level roads and preferably should have an input into the planning of investment and maintenance of higher level roads based on its priorities within the core rural roads network. On (c), there is insufficient systematic analysed evidence at present to assess impact. Some evidence which could be used to produce the analysis of impact is available or being collected. There are accounts of fall in transport costs and increased frequency of motorised

⁵² In effect for many R4D contractors with no previous labour-based training or experience it is better referred to as orientation training.

transport and a number of stories of individuals benefiting from Project employment and improved access⁵³ which offer evidence of the benefits similar to those which arise from improved access for rural communities elsewhere.⁵⁴ The baseline community snapshots for the roads rehabilitated in Baucau and “endline” reports provide accounts of the improvements in access to markets and for education and health and increases in motorised transport and commercial activity (see Appendix J).

The October 2020 issue of Hametin⁵⁵ refers to community satisfaction surveys and a business survey for three roads in Manatuto municipality aimed at identifying people benefiting from improved access to markets and social services due to rehabilitated/maintained roads under this programme with the aim of consolidating the findings for assessing the impact of the road interventions. There could also be relevant material for assessing impact from the PSAF case studies if there is a follow up on the baseline.⁵⁶ The material described above could be developed into case studies and stories of change as part of M&E⁵⁷ and incorporated into a qualitative meta-analysis to assess the impact of completed roads.

The exit strategy (**SU3**) is in effect concerned with efforts to improve the environment in which contractors operate, sustainability of the rural roads rehabilitation and maintenance programme and the contractor training capacity. These have been considered in **EFF1**, **SU1** and **SU2**. **EFM1** explains how the Project has positioned itself organisationally and physically to work with DRBFC, DTC and R4D-SP on incorporating the lessons of the Project into the institutional context of R4D. In addition to working on the completion of the roads rehabilitation programme, continuing work on institutional strengthening and development in its exit strategy is of key importance for its longer lasting impact. To this end the Project: (a) prepared a Concept Note on the expanded role of DTC, more specifically the PSRU within DTC, in strengthening and institutionalising the training management and private sector contractor support capacity, and (b) provided financial and technical support for establishing the PSRU. The Concept Note specifies the following responsibilities for the PSRU: (a) collaboration with CCI-TL (Chamber of Commerce and Industry-Timor-Leste) to develop a more enabling business environment for contractors by: (i) addressing the lengthy GoTL and DRBFC contract awarding and payment processes, and (ii) improving access to finance and other inputs and resources and guidance; (b) assessing training needs, planning training and ensuring training standards and qualifications and engagement with training providers and enablers, and (c) proposing sustainable financing solutions for contractor training.

There are challenges associated with each one of these aspects and the sustainability and status of PSRU. On developing a more enabling business environment, the required reforms and interventions go beyond the authority of MPW/DRBFC, let alone DTC/PSRU. On the planning of training and setting standards, PSRU benefits from the experience of ERA-AF and its engagement with DBTC and IADE as training providers and INDMO as the accreditation body. However, at present there is no requirement for R4D contractors and their staff to have certified training to bid for contracts.

If certified training is stipulated for R4D contractors as a good practice adopted from ERA-AF, sustainable financing of training would still remain a challenge since MPW/DRBFC do not have the resources to support contractors’ training. The LBT Unit in DBTC is highly dependent on ERA-AF for its income with some supplementary income from R4D for “refresher training” (which amounts to less than 10 per cent of the financial support it receives in return for the delivery of training for ERA-AF). DBTC’s business plan for its LBT Unit shows that it is in jeopardy post-ERA-AF unless: (a) MPW/DRBFC R4D sets successful completion of accredited labour-based training as a prerequisite for bidding for R4D contracts; (b) DRBFC formally recognizes the role of DBTC as an accredited training provider, and (c) a funding solution is found for contractor training. Normally the private sector would be expected to contribute but the ability and willingness of small contractors to pay for training when they have no guarantee of winning contracts is low. Alternative funding solutions, such as a levy on contractors who bid successfully for projects may have to be

⁵³ See in Appendix C, ERA-AF (n.d.) *ERA-AF success stories*.

⁵⁴ See Appendix C, Hettige H (2006) and Hine J, Abedin M, Stevens RJ, Airey T, Anderson T (2015).

⁵⁵ See Appendix C, ERA-AF (2020i) HAMETIN Newsletters, June and October issues.

⁵⁶ See Appendix C, PSAF-AbF (2019), and **CP3**, **VID2**, **EFF1** and **EFN4**.

⁵⁷ See Appendix C, Intrac (2017).

considered in the absence of GoTL support or other options. The funding of PSRU is also a challenge since DRBFC funding for staffing and operations is constrained.

The Project is working on a White Paper setting out the required GoTL policy changes for contractor development with the aim of presenting it to relevant stakeholders (GoTL, private sector and donors). Given the nature and scope of the reforms, initiatives and resources required, obtaining GoTL commitment would require involvement of key ministries and decision makers and is likely to be a challenge. A coalition of major multilateral and bilateral donors and development partners could be instrumental in enabling the changes required which would have wider benefits.

4.10 Tripartism, social dialogue, gender equality and non-discrimination

TR11 (key achievements of the project on gender equality and women's empowerment) and **TR12** (sufficiency of resources on women's empowerment activities) have been addressed under effectiveness (**EFF1**) and efficiency (**EFN3**). The socialisation process at the municipal and community levels, the training of contractors, engagement with CCI-TL and AEMTL (women entrepreneurs' association), the special contract conditions and supervision and monitoring on site are the main means used. A key achievement is the high proportion (57 per cent) of contractor firms owned by women. While the proportion of women Project workers overall is below 30 per cent, in later batches it is above target signaling either lessons from earlier experience on engaging with women as potential workers on the Project applied in later batches or local socio-economic conditions being different in the locations in which rehabilitation started later or a combination of the two explanations.

On **TR13** (whether the project has leveraged the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism), the DWCP as a Memorandum of Understanding signed by representatives of GoTL, CCI-TL, KSTL and ILO and the continuing engagement of the Project with all the national partners have been of key importance for the Project. The engagement with GoTL is clearly important for implementing works and capacity development in DRBFC. Engagement with CCI-TL is important for its role in recruiting contractors as well as in representing them by advocating an enabling business environment. As noted in **SU3** and earlier, the Project envisages that CCI-TL will continue to play a part in developing an enabling business environment for contractors and representing their interests. KSTL has a role in working with the Project to enhance awareness of workers on occupational safety and health and workers' rights including fighting child labour, promoting gender equality and social inclusion.

5. Conclusions, lessons to be learnt and recommendations

5.1 Conclusions

The conclusions are presented under the following themes identified during the evaluation:

- Internal consistency of project inputs, outputs and outcomes and responses to circumstances.
- External human and natural factors most commonly affecting road rehabilitation performance (including the labour supply issue).
- Government policy and the political and economic context: Positives, negatives and potentially a brighter future.
- Partnership with PSAF-AbF: Issues and management.
- Collaboration with DRBFC and R4D-SP of key importance for the Project duration and for sustainability.
- The key roles of the training institutes (Don Bosco Training Centre and IADE): Current and continuing for sustainability.
- Level of investment in roads per km, durability and life cycle costs.

There is internal consistency between the two Result Areas (improved market access and improved skills of construction companies and local authorities). There is sound logic underlying combining the rehabilitation and maintenance of roads with training small to medium sized contractors and contributing to the development of technical and institutional capacity to manage a rural roads programme implemented through the private sector. There is coherence between the inputs, including the engagement of national technical and business training organisations, outputs and outcomes. However, systematic analysis of

evidence on outcomes is not available. For the outcomes on improved market access, evidence has been collected in baseline and endline snapshots, traffic counts and some surveys and stories of impact on communities and individuals. This could be brought together in a qualitative meta-analysis. The outcome for the improved skills of construction companies and local authorities would be improved rehabilitation and maintenance performance in the future which is difficult to evaluate, though the ERA-AF Contractor Excellence tool developed by the Project offers a method for assessing the skills of construction companies.

Some of the outputs and quantitative targets, notably the length of roads rehabilitated, the employment generated and the number of contractors trained, are clearly defined to enable monitoring of attainment. The Project is running somewhat behind in meeting the targets but is expected to attain them within no-cost extensions of time. Capacity development at the national (part of Output 1.2) and municipal (Output 2.2) levels remain challenges, though given the incomplete decentralisation and R4D responsibility for maintenance municipal capacity development has lower priority than initially envisaged and hence the awareness raising undertaken so far is adequate

A range of external human and natural factors have challenged the Project and led to delays and the need to implement works outside the best construction season. One of these factors has been the availability of sufficient labour for labour-based implementation in some locations. Possible reasons are some combination of: (a) the selection criteria for the roads could not fully take account of labour availability because they were directed towards areas with agro-forestry potential; (b) seasonal timing of the work offered by the Project, (c) more than one contractors working on adjacent road sections, and (c) the statutory minimum wage set in 2012 on which the Project wage rate is based being too low. While rehabilitation work on the Project is near completion, examination of evidence on the reasons for labour availability issues would be relevant for R4D⁵⁸ and future labour-based projects.

In summary, on internal consistency and external obstacles, the Project has made good progress, paying attention to the quantitative targets and qualitative indicators. It has adapted to the obstacles and proactively developed initiatives towards developing sustainability in a context in which there are public sector capacity and resources challenges. It also continues to engage with all the national tripartite partners to good effect.

Government policy and the political and economic context have mixed implications for the Project with some positives and some negatives with the prospects of a more positive outlook in particular for sustainability. GoTL is strongly committed to rural development and the role of investment in roads to contribute to development. However, since 2017 the political situation has led unreliability in the budgets for implementing the RRMPIIS. While this has not directly affected the Project, it has affected the size of the contractor pool because of variable annual budgets. The recently approved annual budget for 2021 and the prospect of annual budgets with adequate allocations for rural roads for future years are positive for sustainability. Other factors which contribute to the size of the contractor pool and the health of the contracting sector are cumbersome processes for contracting and payment processes. In this context ERA-AF has an important role in supporting the necessary related capacity development and institutional strengthening.

The logic underlying the Project's partnership with PSAF-AbF was to gain synergies from combining development of economically productive agro-forestry with improved access. In practice the full benefits of the partnership were not realised because of lack of synchronisation in timing between the projects, the PSAF-AbF started later than the ERA-AF, and the 40 dispersed locations for its intervention selected by PSAF-AbF. Within the budget, ERA-AF could not provide access to all of the 40 PSAF-AbF intervention sucos

⁵⁸ A study of labour supply for R4D in 2013/4 (see R4D (2015) *Labour availability study: Study on labour mobilization and the availability of local labour during 2013/14 R4D rehabilitation works* in Appendix C List of documents consulted) concluded that labour supply was not a concern as only 25% of contractors reported labour shortages in the survey response. The report uses evidence which is over 6 years old. Further, comparison of labour requirement and number of workers per day in the report appears to show "labour shortages" on most of works with the average shortage being 44%. Hence there is some value in examining evidence on labour supply shortages on ERA-AF and review of more recent experience on R4D.

requiring improved access. Nevertheless, the two partner projects have benefited 11 sucos from coordinated interventions, have continued liaising and undertaken a case studies based baseline for a beneficiaries investigation. A follow up on the baseline would yield insights on synergies.

Collaboration with the R4D programme of DRBFC and the ILO's R4D-SP are of key importance for mutual learning and even more for sustainability of the achievements, lessons learnt and the capacity development efforts of ERA-AF. For the remainder of ERA-AF, some of the most important activities to be undertaken by ERA-AF are to continue the initiatives on capacity development and institutional strengthening within DRBFC in collaboration with R4D-SP to enable R4D to overcome the obstacles small and medium sized contractors face in undertaking public sector projects, contribute to developing an enabling environment for contractors and continue the training programme for contractors to develop sufficient number of capable contractors.

With respect to the training of contractors, ERA-AF's collaboration with DBTC and IADE have been of central importance in providing training and mentoring in LBT technology and business practice in addition to the supervision and guidance provided to contractors in the field. ERA-AF has worked with DBTC and IADE to develop their capacities, leading to their effective roles in delivering the number of trained contractors and raising the quality of the training programmes and the capabilities of contractors and their staff. DBTC's current business model for its LBT Unit is highly dependent on the training programmes for ERA-AF and the associated financial support it receives from the Project. For sustainability beyond ERA-AF it will be necessary for DBTC's LBT Unit to have a sufficient flow of trainees, contractors and their staff and the public sector officials and related income generation for it to be viable.

An aspect which the evaluation was not asked to address is the balance between the initial level of investment in roads, their durability, the life cycle costs and the appropriateness of the level of road investment. The issue arises because ERA-AF roads are being rehabilitated at an average cost well below those implemented by R4D. The factors likely to affect the comparison are the initial level and type of rehabilitation, type and level of traffic and maintenance regimes.

5.2 Lessons to be learnt and examples of good practice

The Lessons Learnt (LL) and Good Practices (GP) are set out in Appendices K and L respectively in the standard ILO templates. The lessons learnt are also reflected in recommendations because further tasks are required by the Project to obtain full benefits from them. The first lesson (LL1 in Appendix K) is concerned with delays every year in implementing road rehabilitation which run into the wet season and the following dry season. Combining the preparation (training of contractors and dealing with a complex environment for project selection requiring beneficiary community engagement and participation) with rehabilitation in one construction season has proved challenging. Learning from this experience to propose bringing some planning (road selection) and operations (training) forward to the year prior to the one in which rehabilitation is scheduled (recommendation 9 in section 5.3) would reduce the risk of hitting adverse weather conditions and related consequences for rehabilitation works.

The second lesson (LL2) is related to gaining better understanding of the reasons for labour shortages (see recommendation 7) to improve the targeting and planning of works. Adequate labour availability is not only a requirement for timely and efficient labour-based operations but an indication that employment is reaching the target areas and beneficiaries. The lesson from labour shortages in some locations is that while the labour-based approach has a very good fit with the overall rural unemployment and livelihood situation in Timor-Leste, it is necessary to understand the complexities of local labour markets, in determining the locations in which it is appropriate and in planning the works.

The third lesson (LL3) is to use the available Communications & Visibility (C & V) and effects of improved roads evidence as a substitute for a formal evaluation (see recommendation 6), to provide a more comprehensive picture of the impact of improved access for the economic and socio-economic situation of rural people, to demonstrate the impact of investment in rural roads for policy makers.

Examples of Good Practice (GP) are: (a) the positioning and work done to date by the Project on capacity building and policy influencing (GP1); (b) the Project's collaboration with the training institutes to develop their capacity, develop the curricula and secure their engagement in supporting contractors in the field (GP2);

(c) development of a tool (ERA-AF Contractor Excellence Scheme or ECES) and process for assessing contractor performance (GP3), and (d) the Project's well developed C & V strategy incorporating multiple media reports on achievements and lessons learnt. Along with evidence on the impacts of improved rural roads, it has a role through the demonstration effect, in influencing policies, practices and initiatives in Timor-Leste and more widely (GP4).

The Project's central challenge was to combine capacity development of the training institutes, training of contractors and rehabilitation of roads, and to use the lessons from this combination of activities to support GoTL's capacity development and policy changes, to incorporate training requirements for R4D contractors and improve the business environment for contractors. Good practices GP2 and GP3 relate to the training institutes' capacity building and ensuring and validating the quality of training. The model developed and the outcome could be readily adopted by R4D and is of relevance more widely. GP1 is related to the greater challenge of supporting capacity building and policy reforms. There is a sound strategy in place with some elements implemented and others in the process of being implemented. GP4 relates to the collection of evidence capable of being used to evaluate the Project's road rehabilitation impact.

5.3 Recommendations

The recommendations set out here are relevant as preparation for the final evaluation of the Project and the exit strategy.

- 1. The Project should focus on the exit strategy for the remainder of the Project.** This recommendation endorses the Project's priorities and plans for the remainder of the Project. Having produced the Concept Note, supported the establishment of the PSRU, the White Paper in preparation and the tracer study of contractors being planned, the Project is well placed to engage with DRBFC and DTC to pass on the lessons learnt to contribute to the improved performance of GoTL's rural roads strategy (also see recommendation 2).

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF ILO CO-Jakarta, DWT-Bangkok (supporting role)	High (required for effective exit strategy)	High (limited time for some challenging activities)	Medium (no additional finance requirement but significant demands on personnel)

- 2. Key elements in the exit strategy, to be implemented in collaboration with DRBFC and R4D-SP, are: (a) achieving recognition by MPW/DRBFC of the role of DBTC as an accredited training provider; (b) achieving agreement by MPW/DRBFC to set accredited labour-based training as a prerequisite for bidding for R4D contracts; (c) supporting MPW/DRBFC to strengthen the enabling business environment for contractors by influencing GoTL to conduct reforms to develop simpler and swifter auditing procedures and timely payment for contractors, and (d) developing a solution for financially sustainable training for contractors and more specifically the financial sustainability of the LBT Unit in DBTC. To address the financing of contractor training, the option of a levy on contractors who have bid successfully for R4D contracts is an option.**

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF, MPW, DRBFC & R4D-SP ILO CO-Jakarta & DWT-Bangkok (supporting role)	High (of key importance for the capacity development and institutional strengthening, related to sustainability)	High (limited time for some challenging activities)	Medium (no additional finance requirement but significant demands on personnel)

- 3. Higher level policy influencing is required for the substantial reforms and initiatives needed which go beyond MPW and DRBFC. The Project is working on a White Paper seeking GoTL commitment to the reforms and initiatives required. It is recommended that a coalition of key multilateral and**

bilateral donors and development partners with a common interest in the reforms and developing an enabling environment for business is sought for policy influencing.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF, MPW, DRBFC & R4D-SP <i>ILO CO-Jakarta & DWT-Bangkok (supporting needed for forming coalition of donors and development partners)</i>	High (of key importance for the capacity development and institutional strengthening, related to sustainability)	High (limited time for some challenging activities)	Medium (no additional finance requirement but significant demands on personnel)

4. **A further extension of time within the budget should be considered to complete the revised programme of rehabilitation works and to have more time for implementing the exit strategy.** This recommendation to request a further extension of time within the budget is be certain to complete the revised programme of the remaining rehabilitation works and to have more time for implementing the exit strategy (see recommendations 1 to3).

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF & Donor <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	High (to ensure completion of rehabilitation works and more time to implement the exit strategy for sustainability.	High (to reduce uncertainty with respect to planning for the rest of the Project.	Medium (no additional finance requirement but implications related to personnel planning)

5. **The proposed tracer study of ERA I and ERA-AF contractors should include investigation of the survival strategies of contractors and reasons for the failure of contractors to inform the creation of an enabling environment for contractors.** A tracer study of contractors who have worked for ERA I and ERA-AF to be conducted jointly by ERA-AF and R4D-SP has been proposed for the first half of 2021. The tracer study should include investigation of the survival strategies of contractors who have survived and the reasons for the failure of contractors. A plausible hypothesis on survival strategies is that construction businesses did not survive solely on construction work, especially for the public sector, but were parts of more diversified businesses. Another is that some of them may have been “pop-up” businesses to take advantage of opportunities, exiting at the ends of contracts.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF & R4D-SP <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	High (required for supporting DRBFC's R4D programme)	High (needs to be completed early to provide input into supporting DRBFC's R4D programme)	Medium (financial resources for a consultancy input)

6. **A qualitative meta-analysis of the data collected from a range of sources, baseline and endline community snapshots, individual and community case studies and stories, to assess the impact of completed roads is recommended. This includes following up on the case studies based baseline for a beneficiaries investigation.** The analysis would be of value for the final evaluation of the Project and for developing policy for future investment in rural roads. International evidence shows that rural roads providing access to communities which were poorly served have high economic and socio-economic impacts. While material for a conventional impact assessment is not available, there appears to be sufficient material for a qualitative meta-analysis to include stories and case studies as well as survey evidence.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
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ERA-AF <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	Medium (of value for the final evaluation and for policy support)	Medium (to be completed within project duration)	Medium (financial resources for a consultancy input if not feasible by Project staff)
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7. **An analysis of the reasons for the labour supply problems on a number of projects is recommended to derive lessons to be learnt for the remainder of ERA-AF, R4D and other labour-based projects.** While the outcome would have limited bearing on ERA-AF since the last batch of roads has been selected and implementation is in progress, such an appraisal is important for R4D and the rural roads strategy since GoTL policy is committed to the labour based approach and such an approach appears to be justified in the rural context in Timor-Leste.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	Medium (limited direct impact on ERA-AF but important lesson for exit strategy)	Medium (to be completed within project duration)	Medium (financial resources for a consultancy input if not feasible by Project staff)

8. **A comparison of life cycle costs between ERA-AF and R4D is recommended.** ERA-AF roads are being rehabilitated at an average cost well below those of R4D. The comparison requires examination of the durability of roads and maintenance costs over periods after the completion of ERA-AF but would yield valuable results for the future rural roads rehabilitation and maintenance strategy.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
DRBFC and R4D-SP – longer term after the completion of ERA-AF <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	Medium (limited direct impact on ERA-AF but important lesson for exit strategy and a sustainable GoTL rural roads strategy)	Medium (to be planned within project duration)	Low (very limited resource implications)

9. **An examination of the planning and operations cycle to explore options such as some preparation activities in advance and maintaining an inventory of prioritised projects is recommended.** Most of the delays experienced by the Project in implementing training and rehabilitation have been because of reasons outside the Project's control. Such an examination would not have a bearing on ERA-AF but would be important for R4D and DRBFC who have to contend with a further layer of delays related to public sector procedures. This could be an aspect in ERA-AF's engagement with DRBFC in partnership with R4D-SP. At this stage, with work on the last of the roads to be rehabilitated by the Project in progress, the examination would be based on the evidence from project experience and consultations at national, municipal and local levels, with lessons of relevance for R4D.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ERA-AF, DRBFC and R4D-SP <i>ILO CO-Jakarta & DWT-Bangkok (supporting role)</i>	Medium (limited direct impact on ERA-AF but important lesson for exit strategy and a sustainable GoTL rural roads strategy)	Medium (to be completed within project duration)	Medium (no additional finance requirement but demands on personnel)

Appendix A: Terms of Reference (TOR) for the independent Mid-term Evaluation of Project: Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)



INTERNATIONAL LABOUR ORGANIZATION

Terms of Reference
18 September 2020
Independent Mid-Term Evaluation

Project Title	Enhancing Rural Access Agro-Forestry “ improving access to agro-forestry areas” (ERA Agro-Forestry) (ERA AF)
TC project code	TLS/16/04/EUR; TLS/16/02/EUR
Donors	European Union
Total approved budget	EURO 12,200,000
ILO Administrative unit	ILO Country Office for Indonesia and Timor Leste (CO-Jakarta)
ILO Technical Units	DEVINVEST
Type and scope of Evaluation	Independent Mid-Term Evaluation (from the start of the project until October 2020)
Evaluation date and field work dates	October- January 2020 November 2020 for field mission
Project Duration	53 months (1 June 2017 to 31 October 2021)
Evaluation Manager	Ms. Pamornrat Pringsulaka, Regional Evaluation Officer, ILO Regional Office for Asia and the Pacific, Bangkok
TOR preparation date	August 2020

Introduction and Rationale for the Mid-Term Evaluation

This Terms of Reference (TOR) covers a Mid-Term Evaluation (MTE) of the ERA AF Project. The project is funded by the European Union and implemented by ILO Jakarta.

The project is part of Euro 32.2 million Partnership for Sustainable Agroforestry (PSAF) - funded by the European Union (EU), the Government of Germany (BMZ), and the ILO, and managed by GIZ and the ILO. The overall objective of this joint partnership is “to contribute to a peaceful, inclusive and sustainable development in Timor Leste, through improved rural access, the creation of employment, economic and domestic revenue opportunities, and a durable reduction in food insecurity and malnutrition in rural areas”. The partnership has two specific objectives.

Specific Objective 1 (SO1): "To develop a sustainable, market oriented, competitive and prosperous agro-forestry system in order to increase employment and income in rural areas" and- this component is being implemented by GIZ.

Specific Objective 2 (SO2): "To implement a capacity building and labour-based programme to rehabilitate and maintain rural roads in order to improve access to the agro-forestry areas, employment and economic opportunities for local population" – This SO2 is being implemented by ILO under the ERA AF project.

The scope of this ToR will cover only SO2 of which ILO is responsible to implement and accountable for the results achieved, but the Evaluation Manager and Evaluation Team will consult and gather inputs from all the key partners throughout the evaluation process.

The donor conducted a Mid-Term Evaluation of the PSAF in Oct 2019. Recommendations were made in regard to revision of project targets, project extension, project sustainability and connectivity to markets. ILO did not agree to many of the findings and provided an Opinion.

As per ILO evaluation policy, projects with budgets of 5 million and beyond are subject to independent evaluation for both midterm and final evaluations. The purpose of the Mid-Term Evaluation (MTE) is to review and take stock of what has been achieved, and of any constraints/opportunities faced by the project, which may affect the achievement of the project outputs and objectives. The MTE will also provide lessons learnt, good practices, and recommendations for possible adjustment within the remaining period. It aims to be a light exercise and will review and validate the project's technical progress report, previous monitoring and evaluation reports and other relevant documents as much as possible.

In addition, the current COVID-19 pandemic has adversely impacted on socio, economic and political context of countries all over the world with Timor Leste also faced with such challenges. The MTE will also provide an opportunity for the project to engage with key stakeholders and target communities and to gather their views and the impact with which COVID-19 may have on the project strategy, objectives etc. and consider possible adjustment in the interventions as part of the COVID-19 response. Gender equality and non-discrimination, mainstreaming of the involvement of persons living with a disability, promotion of international labour standards, tripartite processes and environmental issues will also be considered throughout this evaluation. The evaluation will be carried out in a COVID-19 responsive manner by adhering to the health guidelines imposed by the government, the ILO Evaluation guidance note in responding to COVID-19 and the ILO EIIP COVID-19 OSH Protocol.

This evaluation is planned for October to December 2020, with the final report expected to be completed by end of December 2020. The evaluation findings and recommendations will help guide the project team in the planning and implementation of the remaining duration of the project. The ERA Agro-Forestry's Project Manager will provide all necessary documents and information required by the evaluation team and will facilitate and support the evaluation team on the logistics needed in the evaluation process.

The MTE will be managed by an independent evaluation manager, Ms. Pamornrat Pringsulaka, Regional Evaluation Officer based at ILO Regional Office for Asia and the Pacific. The evaluation manager prepares this TOR and will subsequently finalize it in a consultative process involving project team, ILO tripartite constituents, donor, and other key stakeholders of the project. The evaluation will comply to the United Nations Evaluation Guidelines (UNEG) Norms and Standards⁵⁹, ILO policy guidelines (3rd edition)⁶⁰ and the ethical safeguards.

Background of the Project

As mentioned above, the ERA-AF programme is responsible for implementing Specific Objective 2 (SO2) of the PSAF "to implement a capacity building and labour-based programme to rehabilitate and maintain rural roads to improve access to agroforestry areas, employment, and economic opportunities for the local population" with the following results and corresponding outputs:-

Result 1: Improved market access, through rural roads being rehabilitated and maintained by local contractors, using labour based approach

Output 1.1: Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods.

⁵⁹ <http://www.unevaluation.org/document/download/2787>

⁶⁰ http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Output 1.2: Sustainable institutional capacity developed for enhanced private sector performance.

Result 2: Skills of construction companies and local authorities improved

Output 2.1: Sustainable institutional capacity developed for enhanced private sector performance

Output 2.2: Local authorities competent in managing rural road maintenance.

The set targets⁶¹ of the project are as follows:

- i) Rehabilitating 90 [77] km of roads, and maintaining another 165 [90] km. to the standards of the Ministry of Public Works (MPW), Directorate of Roads Bridges and Flood Control (DRBFC).
- ii) Improving access to rural roads for 6,000 [5,133] households.
- iii) Generating 450,000 [238,500] workdays of which at least 30 percent for women.
- iv) Offering employment opportunities on the road works to 6,000 [5,133] workers and their families, so they will benefit directly from this opportunity.
- v) Supplying 400 [200] accredited certificates to trainees by the training providers (Don Bosco Training Centre and Institute for Business Development Support (IADE).
- vi) Granting 40 [34] contracts for rehabilitation and maintenance to trained local construction companies.
- vii) Providing capacity building for government staff, to at least 40 public works and municipal officials actively involved in rural road management and maintenance.
- viii) Providing at least 1,000 days of training for Municipal staff in rural road management and maintenance.

Under this project, the ILO provides support to the MPW, through its Directorate of Roads, Bridges and Flood Control (DRBFC), and Municipalities in cooperation with training providers Don Bosco Training Centre and IADE to train local construction companies to rehabilitate and maintain rural roads. The Project aims to create a new section, the Private Sector Development and Coordination Section (PS-DCS) within DRBFC,.

It is important to maintain the access roads which service agroforestry areas to facilitate market access. Cross-cutting issues such as gender, youth, and protection of the environment have been fully integrated into the design of this partnership, as 50% of the contractors are women, and most of the workers are youth. The project is built on the following narrative Theory of Change:

- When road access is improved and maintained, then development does take place through agroforestry communities better accessing inputs, basic services, agricultural extension services, and improved linkages to markets for outputs, leading to food security, and an increase in economic activities from agro-forestry products.
- Equally, capacitating of local training institutions who in-turn train local contractors in executing rural road works has shown benefits beyond the confines of the project as these entrepreneurs continue to carry out public works funded by other sources than the ERA project, including improving and maintaining rural roads elsewhere in the country.

The project works in four Municipalities of Baucau, Viqueque, Manatuto and Lautem.

Contribution to other ILO programmes and SDGs

ERA-AF contributes to the Timor-Leste Strategic Development Plan (SDP) 2011-2030 in the areas of rural infrastructure development, private sector and entrepreneurship, vocational training and employment creation.

The project also contributes to Timor Leste's UNDAF (2015-2019) outcome 2, and to DWCP (2016-2020) Outcome 2.1: More effective labour-based rural infrastructure programmes for socio-economic development. 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 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

⁶¹ xx Original Targets [xx Revised Targets]

and decent work for all, Indicator 3.2.1: Number of member States with measures for decent work in rural areas.

The project also aligns with SDGs 1, 5, 8, 9, and 16.

Institutional set up and ILO technical assistance

Institutional set up and staffing

'ERA Agro-Forestry' works across several ministries and institutions, including MPW/DRBFC, IADE and Don Bosco Training Centre. A Partnership for Sustainable Agro-Forestry - Ai ba Futuru (PSAF-AbF) Project Steering Committee and ERA AF Project Advisory Committee, comprising of representatives of the Project's stakeholders⁶², provides policy guidance to the project.

The Training and Private Sector Development Coordination Section (PS-DCS) has been embedded in the expanded Department of Training and Co-operation (DTC) of the DRBFC. The expanded Support Unit has two key support functions, including (i) training coordination and (ii) support to creating an enabling environment for contracting.

The PS-DCS is staffed with one Training Coordinator, one Private Sector Co-ordinator, and one M&E and Information Officer. They work closely with other relevant Departments of MPW, and specifically with DRBFC's R4D-SP contracts management and supervision functions. PS-DCS is supported by the ERA-AF through an Implementation Agreement

ILO Technical Assistance

The ILO Project Manager is in charge of the implementation of the project. The Project Manager is supported by an international Contractor Training Officer (Training Advisor) and Labour-Based Field Engineer, two national Training Engineers and national Private Sector Coordinator, Community Development Officer, and M&E and Information Officer. The ILO experts and support team work directly (embedded) with the appointed staff of DTC and the two training providers Don Bosco Training Centre and IADE. A provision for the inputs of national and international consultants has been made in the budget to cater for specific expertise that may be required for short-term inputs

Progress made to the date (as of May 2020) – see Annex 2

Stakeholders and target groups

The main target group for ERA-AF are the private sector (local contractors and private sector training providers) for their important role in the provision of services, especially on road rehabilitation and job creation. Local construction companies, including those who benefitted from training under a previous EU-ILO programme, will benefit from work opportunities in the rehabilitation and maintenance of rural roads. The private sector training providers (in particular Don Bosco Training Centre) is the main target groups as one of the objectives of the project is to build training capacity for the training of small contractors among Timorese private sector training providers.

Communities are also expected to benefit directly from training and work opportunities related to the labour-based rehabilitation/maintenance of rural roads. Local authorities and technical staff from the Directorate of Roads, Bridges, and Flood Control (DRBFC) will also benefit from the training programme.

The ultimate beneficiaries are the rural poor, including women, youth and otherwise impoverished members of rural communities, including persons with disabilities.

Purpose, Scope and Clients of the Evaluation

Purpose: The ILO evaluation's main purpose relates to accountability, learning and building knowledge, and recommendations for possible project improvement. The MTE provides an opportunity to ensure accountability to stakeholders in managing for results and reviewing progress. It is also a useful learning exercise, especially in relation to validating the design and assess the possible need to adjust the project and its approaches,

The main **objective** of this mid-term independent evaluation is to assess project progress towards the achievement of the project outcomes and outputs as specified in the project document and work plans, and assess signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended outputs and results. OECD/DAC evaluation criteria

⁶² Members of the ERA-AF PAC include: European Union (EU), National Authorizing Office (NAO), PSAF-AbF GIZ Component, Ministry of Public Works (MoPW)/ DRBFC, Chamber of Commerce Industry (CCI-TL), Don Bosco Training Centre (DBTC), Municipal Administrators and Roads for Development (R4D-SP)

covering Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability will be followed.

The specific objectives of the midterm evaluation are as follows: -

1. Assess the continued relevance of the project, the effectiveness of the approach (including the inclusion of cross-cutting aspects), and the sustainability of the intended outcomes and outputs and PSAF objectives. Assess the contribution of, and collaboration with, the project's key stakeholders and other projects (in particular with R4D-SP and PSAF-AbF GIZ component).
2. Assess whether and how unexpected factors, including the COVID-19 pandemic, have affected project implementation, and whether the project has effectively addressed these unexpected factors.
3. Assess and review any evaluations and technical progress reports whether status of implementations and recommendations are still valid, and to what extent these recommendations have been followed-up.
4. Identify lessons learnt, good practices, recommendations and related innovative approaches, including those related to social dialogue, tripartism, management, the implementation of activities, and achieving results.

Scope of the evaluation:

The scope of the Mid-Term Evaluation is guided by the main objective and the specific objectives as outlined in the above section. The Mid-term Evaluation will cover the period 1st June 2017 to 31st October 2020. The geographical coverage of the evaluation will include all geographical locations where project operates. However it is proposed that the MTE data collection focuses on two of the Municipalities where the project is being implemented. For practical reasons this will be the Municipalities of Baucau and Viqueque. Baucau because some of the project staff are based where internet connectivity is relatively better than in the other 3 Municipalities and this will facilitate conducting on-line meetings). Viqueque has also been chosen, because there may still be on-going works which can be assessed during the evaluation period.

The evaluation will integrate gender equality and disability as cross-cutting concerns throughout the methodology, deliverables and final report of the evaluation. Considering the restrictions related to COVID-19 and the light footprint of the Mid-term 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 evaluators 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 project'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 Mid-Term Evaluation report.

Clients and users of the evaluation:

- PSAF-AbF Project Steering Committee and ERA-AF Project Advisory Committee
- Government of Timor Leste e.g. National Authorising Office Services, Ministry of Foreign Affairs and Cooperation, Ministry of Public Works, Ministry of Agriculture and Fisheries, Directorate of Roads, Bridges and Flood Control (DRBFC), Department of Training and Co-operation of DRBFC, Secretariat of State for Vocational Training and Employment (SEFOPE),
- Chamber of Commerce and Industry of Timor Leste (CCI-TL), Syndicate of Timorese Trade Union (KSTL), Don Bosco Training Centre (DBTC), Association of Women Entrepreneurs of Timor-Leste (AEMTL)
- ILO Country Office for Indonesia and Timor Leste
- DWT Bangkok, DEVINVEST,
- Donors – European Union
- ILO Regional Office for Asia and Pacific (ROAP)
- The project team

Evaluation criteria and key evaluation questions

Evaluation criteria

The evaluation should address OECD/DAC and ILO evaluation criteria and concerns, i.e. relevance, coherence, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2017⁶³ As this will be a mid-term evaluation, it is acknowledged that it may still be too early to evaluate the impact of the project.

Suggested key evaluation questions are mentioned below. 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 evaluator, and reflected in the inception report.

Suggested Evaluation Questions - should respond to the specific objectives above.

a) Relevance and strategic fit

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).

- The extent to which the project has responded to the need of the tripartite constituents, beneficiaries and recipients.
- The extent to which the project has contributed to the PSAF-AbF objectives?
- The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Timor-Leste?

b) Coherence of the project (How well does the intervention fit?)

The compatibility of the intervention with other interventions in a country, sector or institution

- The extent to which other interventions and policies support or undermine the ERA-AF interventions, and vice versa.
- The compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by Government of Timor Leste and ILO such as R4D-SP, ILO and social partners.
- Are there possible ways to maximize synergies and improve collaboration with new or existing actors? Has there been a duplication of efforts/resources
- The extent to which the ERA-AF interventions adhere to decent work principles including International Labour Standards, human rights- based approach and gender equality

c) Validity of intervention design

The extent to which the design is logical and coherent.

- Is the project realistic (in terms of expected outputs, outcome and impact), given the proposed intervention logic, time and resources available, and the changing social, economic, political environment and other challenges faced to date? Do targets of specific outputs (including social targets) need adjustment? If so, why and in what way?
- How are target beneficiaries selected by ERA-AF? Is the selection done by following an inclusive approach and in close consultation with communities concerned?
- Is the project design still valid vis-à-vis the COVID-19 pandemic? To what extent has the pandemic affected the project and what measures – if any – have been taken to address encountered effects from the pandemic?

⁶³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_571339.pdf

- Does the project have a Theory of Change or Results Framework? If so, to what extent is it used to guide project implementation towards the project objectives. Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that enabled reporting on progress under specific SDG targets and indicators?
- Were the project risks properly identified and assessed. How effective were the mitigation measures taken by the project in addressing the identified and assessed risks?

d) Effectiveness:

The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?

- What progress has been made towards achieving the overall project outputs and results? To what extent have already achieved outputs (*like improved market access using labour based approach, and skills of construction companies and local authorities improved*) benefited women and men and the agro-forestry communities. Is the project likely to achieve the result's targets at the end of the project.
- Assess the validity of the recommendations of previous monitoring and evaluations on the project. To what extent has the project managed to follow-up on those recommendations. Assess the validity of ILO's comments on those recommendations and findings that were contested by the ILO.

e) Effectiveness of management arrangement

- Has the Project Steering Committee, Project Advisory Committee and the management and governance structure put in place, worked effectively with all the project's key stakeholders and partners to achieve project goals and objectives?
- To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions? To what extent are the M&E data supporting project decision making related to gender and non-discrimination?

f) Efficiency of resource use

The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way

- Have resources (financial, human, technical support, etc.) been allocated efficiently and strategically to achieve the project outputs and outcomes?
- Were the project's activities implemented in line with the schedule of activities as defined by the work plan? If not, what are the factors that hindered timely delivery and what were the counter measures taken to achieve the project's envisaged outputs, outcomes and impact during the life of the project?
- Are there sufficient resource allocated to integrate gender and disability in the design, implementation and M&E of the project outputs and outcomes
- To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component, , with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?

g) Impact orientation

The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

- Has the ERA-AF project made (or is likely to make) a difference to specific higher goals to which they are linked (like PSAF-AbF, SDGs, DWCP, Timor Leste's Development Plan)? What level of influence is the project having on policies and practices at national and municipal level?

- The extent to which the project has contributed or is likely to contribute to Timor Leste's capacity in the rural roads sector, , in employment generation, and eventually poverty reduction in Timor-Leste

h) Sustainability

The extent to which the net benefits of the intervention continue, or are likely to continue.

- Which project-supported activities, capacities, products and tools have been sustained and institutionalized, or are expected to be sustained and institutionalized during the remainder of the project, by partners external organizations e.g. the capacity of Don Bosco Training Institute?
- To what extent are the maintained/rehabilitated roads and developed capacities likely to have a long term, sustainable positive contribution to the SDG and relevant targets for the project's targeted groups? (explicitly or implicitly)
- Does the project implement an exit strategy?

i) Tripartism, social dialogue, Gender equality and non-discrimination

- What are so far the key achievements of the project on gender equality and women's empowerment?
- Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?
- Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism?

Evaluation Methodology

The independent Mid-Term Evaluation will comply with ILO's evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Development Group (UNDG) 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 consultant in consultation with the Evaluation Manager.

The evaluation will apply a mix methods approach, engaging with key stakeholders of the project at all levels during the design, field work, validation and reporting stages. To collect the data and information for analysis, the evaluation will make use of the techniques listed below (but not limited to). The data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

Methodology should also include examining the interventions' Theory of Change, specifically in the light of logical connect between levels of results, its coherence with external factors, and their alignment with the ILO's strategic objectives, DWCP, SDGs and related targets, national and ILO country level outcomes.

As earlier mentioned, this MTE is proposed to be rather a "light" evaluation and that review and assessment of secondary data will constitute a 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. The followings are proposed methods, of which the evaluation team may modify as needed but it is to be done in consultation with the evaluation manager.

Desk review of project design and strategy documents (PRODOC), progress reports, activity documents, communications, research, and publications.

- Project documents and related PSAF documents
- Technical Progress reports
- Research products
- Project monitoring plans
- DWCP Timor Leste (2016-2020)
- Relevant government development plans
- Evaluations and Monitoring Reports
- Curricula that has been developed for the training and mentoring

Key informant interviews with project staff, relevant ILO specialists and technical support units, Donors, Government, Implementing Institutions, tripartite constituents, civil society organizations and other stakeholders and partners mentioned above

Focus group discussions (FGDs) with beneficiaries e.g. women and men in the target districts - this is likely to be done via virtual means. Or it may be done face-to-face as **Field In-depth interviews/or FGDs in Timor-Leste** - where possible by the national consultant, the Evaluation team is expected to meet project beneficiaries' men and women to undertake more in depth reviews on the project work and results. The evaluator must indicate the criteria selection for individuals to interview.

Survey: The evaluation team may explore the possibility to conduct phone interviews/ send out some survey relevant questionnaires to different specific target groups, if it's feasible.

Case studies: Possible case studies may be used where appropriate

Due to the current COVID19 situation, the methodology may need to be flexible and field visits to the project sites may face some challenges. The evaluation team once on board will review relevant documents and will discuss with the project management to prepare a detailed inception report. The inception report will elaborate in detail proposed methods of data collection (face-to-face or remotely etc.) and that they have to be reliable, most practical and sensitive to the situation faced by different key stakeholders to be interviewed etc. Secondary data and information will constitute the main data/information to be used by the evaluator – complemented with on-line interviews/meetings and some video recordings that the project team can make and send to the evaluator.

Debriefing/ Stakeholders' workshop

At the end of the data collection the evaluation team will present preliminary findings to ILO and/or the project key stakeholders in a workshop (or via Webinar) to discuss and refine the findings and fill information gaps.

The data and information should be collected, presented and analyzed with appropriate gender and disability disaggregation. Multiple methods and triangulation will be applied to analyze both quantitative and qualitative data. A more detailed methodology for the assignment will be elaborated by the evaluator on the basis of this TOR, in consultation with ILO Evaluation Manager in the Inception report that has to be approved by the Evaluation Manager.

Main Deliverables

1. **An inception report** - upon the review of available documents and an initial discussion with the project management and the donor (*following ILO EVAL Policy Guidelines–Checklist 3 and Checklist 4 “Validating methodologies*) The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation; Have a session with project team to understand better the project on relevant issues e.g. private sector, gender, disability, scaling and approaches before finalising the evaluation questions
- Elaborate the methodology proposed in the TOR with adjustments and precisions as required;
- Set out the evaluation matrix to indicate how each evaluation question will be answered in terms of evaluation indicators, data sources, (emphasizing triangulation as much as possible) data collection methods, and sampling;
- Selection criteria for locations to be visited at national and sub-national levels;
- 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 and information collection tools and questionnaires;
- Set out the agenda for the stakeholders workshop; and
- Set out outline for the evaluation report.

The Evaluation Manger, before proceeding with the fieldwork, should approve the Inception report.

2. **On-line debriefing** to present preliminary findings at the end of field work phase. The evaluator will organize a workshop (virtually) to discuss the preliminary findings of the evaluation after data collection is completed. The workshop will be technically organized by the evaluation team with the logistic support of the project.
3. **First draft of Evaluation Report** (see outline below). *The ILO EVAL Policy Guidelines Checklist 5 “Preparing the evaluation report” should be consulted.* The report will be reviewed methodologically by the evaluation manager. After that, it will be shared with all relevant stakeholders for two weeks for comments. The comments will be provided to the evaluator to arrive to a final version that integrates the comments. Each lesson learnt or good practices identified must be accompanied by a one page to elaborate on the lesson learnt/good practices as per ILO standard template (see annexure).
4. **Final version of the evaluation report** incorporating comments received (or a specific justification for not integrating a comment). The report should be no longer than 35 pages excluding annexes. The quality of the report will be assessed against the EVAL checklist 6 (see annexure). The report should also include a section on output and outcome level results against indicators and targets of each project and comments on each one. The final version is subjected to final approval by EVAL (after initial quality assurance and endorsement by Regional Evaluation Officer)
5. **Stand-alone evaluation summary** in standard ILO format (max 4 pages)

The draft and final versions of the evaluation report in English in Word file (maximum 35 pages plus annexes) will be developed under the following structure:

- Cover page with key project data (project title, project number, donor, project 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 project and its intervention logic
- Purpose, scope and clients of evaluation
- Methodology and limitations
- Review of project results
- Presentation of findings (by evaluation criteria)
- Conclusions
- Recommendations (including to whom they are addressed, resources required, priority and timing) Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.
- Lessons learnt and potential good practices
- Annexes (TOR, table with the status achieved of project indicators targets and a brief comment per indicator, list of people interviewed, Schedule of the field work overview of meetings, list of Documents reviewed, Lessons and Good practices templates per each one, other relevant information).

All reports, including drafts, will be written in English. 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.

Management arrangements and work plan

Evaluation Manager: Ms Pamornrat Pringsulaka, Regional Evaluation Officer, ILO RO Asia and the Pacific, Bangkok, Thailand who has not had prior involvement in the project, will manage this Mid-Term Evaluation. Evaluation team leader reports to the evaluation manager.

The Evaluation Manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders (draft TORs to be circulated for comments);
- Develop the Call for expression of interest and select the independent evaluator;
- Brief the evaluator on ILO evaluation policies and procedures;
- Initial coordination with the project team on the development of the field mission schedule and the preliminary results workshop;
- Approve the inception report
- Circulate the first draft of the evaluation report for comments by key stakeholders;
- Ensure the final version of the evaluation report addresses stakeholders' comments (or an explanation why for any that has not been addressed) and meets ILO requirements.
- Share the report with EVAL for final approval and uploading in the public e-discovery repository.

The evaluation team leader has the responsibility to undertake the evaluation and deliver all the required deliverables as per this TOR. He/she will be supported by a national consultant.

Desired competencies and responsibilities for evaluators

The table below describes desired competencies and responsibilities for an international evaluator as team leader

Responsibilities	Profile
Conduct evaluation and deliver all deliverables under this TOR <ul style="list-style-type: none"> • Desk review of programme documents and other related documents • Development of the evaluation instrument • Briefing with ILO • Telephone interviews with HQ and DWT-Bangkok specialists [and virtual interviews with stakeholders in Timor-Leste if situation does not allow for field visit] • May undertake a field visit in Timor Leste (if situation permits) • Facilitate stakeholders' workshop/ debriefing with the programme and key stakeholders • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format 	<ul style="list-style-type: none"> • No previous involvement/engagement in the design and delivery of ERA-AF project • University Degree with minimum 10 years of experience in international project /program evaluations; • Have proven expertise and experiences in evaluating labour-based infrastructure development programmes and/or rural employment related development projects/programs • Sound understanding on ILO employment intensive investment approach will be an asset • Substantive experience in project evaluations in the UN and/or EU system, or other international context, human rights based approach, inclusiveness • Experience in using results-based management principles, Theory of change /LFA analysis for programming • Ability to bring gender and non-discrimination dimensions into the evaluation, including in data collection analysis and writing • Demonstrate an understanding of the ILO mandates and tripartism • Excellent analytical skills and communication skills; • Experience in Timor Leste will be an advantage • Fluency in spoken and written English • Experience in facilitating workshops for evaluation findings. • Be flexible and responsive to changes and demands; client oriented; and open to feedback.

The table below described desired competencies and responsibilities for National evaluator as team member

Responsibilities	Profile
The national consultant (a national of Timor Leste) will support the team leader in conducting a participatory and inclusive evaluation. <ul style="list-style-type: none"> • collect background information and preparing a summary in English as required; 	<ul style="list-style-type: none"> • No previous involvement in the delivery of the ERA-AF project • University Degree with minimum 7 years of strong and substantial professional experience in project evaluations

Responsibilities	Profile
<ul style="list-style-type: none"> • contribute to a desk review of relevant program and non-program documents; • pro-actively provide relevant local knowledge and insights to the international consultant; • take part in the data collection e.g. interviews with key stakeholders and assisting the international consultant in taking notes during interviews, or conduct other data collection methods as required by the team leader • contribute to the main report to be prepared by the team leader • maybe requested to write certain sections in the draft report as requested by the team leader • participate in and jointly facilitate the stakeholders workshop • provide interpretation during the evaluation data collection as required 	<ul style="list-style-type: none"> • and/or experience in local economic development context; • Knowledgeable in program/project evaluation methodologies • Excellent analytical skills, writing and interview skills; • Excellent command of oral and written English; • Understanding of Tetum local language; • Sound knowledge on the socio economic conditions of Timor Leste and gender equality, disability inclusion and non-discrimination is desirable • Knowledge of ILO's roles and mandate and its tripartite structure as well as UN and/or EU system evaluation norms and its programming will be an advantage

Administrative and logistic support

The ERA-AF project management team and ILO-Jakarta Office will provide all required logistical support to the evaluation team and will assist in organizing a detailed evaluation mission agenda. The project management will ensure that all relevant documentations are up to date and easily accessible by the evaluation team.

Roles of other key stakeholders

All stakeholders, particularly the relevant ILO staff, the donors, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunity to provide inputs to the TOR and to the draft Mid-Term Evaluation report.

Evaluation Timetable and Schedule

The Mid-Term Evaluation will be conducted during October-January2021.

Task	Responsible person	Timeline
Preparing and drafting TOR Evaluation Manager and gathering inputs from project team	Evaluation Manager	September 7, 2020
Sharing the TOR with all stakeholders for comments/inputs	Evaluation Manager	September 8-15, 2020
Finalization of the TOR and Expression of Interest	Evaluation Manager	September18, 2020
Approval of the TOR EVAL	Regional Evaluation Officer	September 18, 2020
Call for expression of interest and Selection of consultant	Evaluation Manager/ROAP/EVAL	September 21-30, 2020
Draft mission itinerary or possible virtual interview schedule?	Project team	By end September
Contract preparation/Contract signed and brief evaluators on ILO evaluation policy	Project CTA/team Evaluation Manager	By Oct 15, 2020

Task	Responsible person	Timeline
Desk review, and audio/skype/video conference with project, and inception report submitted	Project and evaluators (at home based)	Submission of inception report is by end October 2020
Evaluation Mission or Data collection	Evaluators	November 2020
Debriefing workshop	Evaluators/CTA	TBC
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluators	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	Evaluators	End of December, 2020
Review of the final report	Evaluation Manager	January, 2021
Submission of the Mid-Term Evaluation report	Evaluation Manager	January, 2021
Approval of the Mid-Term Evaluation report	EVAL	January, 2021

Proposed workdays (payable days) for the evaluation team

Phase	Responsible Person	Tasks	Proposed number of days	
			Team leader	Team member
I	Evaluation team	<ul style="list-style-type: none"> - Briefing with the evaluation manager, the project team and the donors - Desk Review of project related documents - Inception report submission 	6	4
II	Evaluation team with organisational support from ILO	<ul style="list-style-type: none"> - Data collection: In-country (Timor-Leste) consultations with project staff and other relevant stakeholders - Field visits (if possible?) - Interviews with projects staff, partners beneficiaries - Debriefing and/or Stakeholders workshop for sharing findings 	10	14
III	Evaluation team	<ul style="list-style-type: none"> - Draft report based on consultations from field visits and desk review and the stakeholders' validation workshop 	8	6
IV	Evaluation Manager	<ul style="list-style-type: none"> - 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
V	Evaluation team leader	<ul style="list-style-type: none"> - Finalize the report including explanations on why comments were not included 	2	1
TOTAL			26	25

Resources

Funding will come from Project, estimated resource requirements at this point:

- Team leader: consultant fee
- National Evaluator: fee
- Travel cost to the project target areas and DSA days as per the ILO rules and regulations
- Actual communication cost (in case of virtual meeting e.g. telephone or skype calls if needed)

Legal and Ethical Matters

- The evaluation will comply with UN Norms and Standards.
- The TORs are accompanied by the Code of Conduct document for carrying out evaluations.
- UNEG ethical guidelines and anti-sexual harassment policy of ILO will be followed.
- It is important that the evaluator has no links to program management or any other conflict of interest that would interfere with the independence of evaluation.

ANNEX 1: RELEVANT EVALUATION POLICY AND GUIDELINES

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed.
http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Code of conduct form (To be signed by the evaluators)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

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

Checklist 5: preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6: rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

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

Guidance note 7: Stakeholders participation in the ILO evaluation
https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

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

UNEG Ethical Guidelines for Evaluation
<http://www.unevaluation.org/document/download/548>

ILO Handbook on “How to design, monitor and evaluate peacebuilding results in employment for peace and resilience programmes”
https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_712211.pdf

ANNEX 2: PROGRESS MADE TO DATE



**Development
Cooperation
Progress Report
(DCPR)**

IRIS Project No.: 106139
TC Symbol: TLS/16/02/EUR
Donor: European Union
Administrative Unit: CO Jakarta

Country or Region: Timor-Leste

Title: Enhancing Rural Access Agro-Forestry (ERA Agro-Forestry): Improving access to agro-forestry areas

P&B Outcome: Outcome 1: More and better jobs for inclusive growth and improved youth employment prospect.
Indicator 1.4: Institutional development and capacity programmes in industrial, sectoral, trade, skills, infrastructure, investment or environmental policies for more and productive and better quality jobs.

Report: Annual For projects reporting on an annual basis, all sections must be completed and the report must cover the previous 12 months.
 6-month For projects reporting twice per year, all sections must be completed and the report must cover the previous 6 months.
 Quarterly For projects reporting on a quarterly basis, every second and fourth report (i.e. twice a year) should complete all sections. The other reports may leave out sections 3 and 4.

Sequence: 1st report 2nd report 3rd report 4th report 5th report 6th report 7th report 8th report 9th report 10th report 11th report

Related project(s): N/A

Reporting Information	
Reporting period:	From 1 June 2019 to 31 May 2020
Report prepared by:	Albert Uriyo, Project Manager
Report reviewed by:	Bas Athmer, Senior Specialist, EIIP, Bangkok <i>I have reviewed the classifications and agree they are a fair and accurate reflection of progress</i> Reviewer initials:
Report approved by:	Michiko Miyamoto, ILO Director for Indonesia and Timor-Leste <i>I have reviewed the classifications and agree they are a fair and accurate reflection of progress</i> Approver initials:

Appendix B: The evaluation frame: Main criteria, sub-criteria and sources including interviewees

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
Relevance and strategic fit (RS)	<i>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).</i>
<p>RS1. <i>The extent to which the Project has responded to the needs of the tripartite constituents, beneficiaries and recipients. (RS1)</i></p>	<p><i>Comment: Assessing alignment with the objectives and needs of workers and employers is relevant given the implications for them of the projects as employment creation initiatives. Complements RS3 (The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Timor-Leste?) and TRI3 (Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism?)</i></p> <p><i>Documents: The main document is the Timor-Leste Decent Work Country Programme (DWCP) 2016 - 2020 signed by GoTL, CCI-TL, KSTL and the ILO and recognised as being in line with the Timor-Leste National Strategic Development Plan and United Nations Development Assistant Framework for Timor-Leste.</i></p> <p><i>Interviews:</i></p> <ul style="list-style-type: none"> • ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste, the ILO OIC / Head of Mission in Timor-Leste and the ILO DWT Support Team (Bangkok) for their perspective. • CCI-TL (Chamber of Commerce and Industry-Timor-Leste); AEMTL (Association of Timor-Leste Business Women) and KSTL (Confederation of Trade Unions in Timor-Leste) for the employers' and workers' perspective. • <i>Project workers and local communities for the perspective of beneficiaries.</i>
<p>RS2. <i>The extent to which the project has contributed to the PSAF-AbF (Partnership for Sustainable Agro-Forestry - Ai ba Futuru (PSAF-AbF) objectives. (RS2)</i></p>	<p><i>Comment: Contributions of SO1 and SO2 components are required for the fulfilment of the overall PSAF objective which includes some indicators with targets to be met by SO1 and SO2 combined.</i></p> <p><i>Documents: ERA-AF Project Document, Inception Report, Annual Technical Reports and previous monitoring and evaluation reports, notably the monitoring report in January 2019 and the Mid-term evaluation in October 2019.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<p>Interviews:</p> <ul style="list-style-type: none"> • NAO (National Authorizing Officer) for a strategic view on the performance of the partnership and its contribution to the national development strategy. • EU Delegation TL, European Union for the donor perspective on the performance of partnership and its contribution to the overall objective. • ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste, the ILO OIC / Head of Mission in Timor-Leste and the ILO DWT Support Team (Bangkok) for their perspective on its contribution to the partnership objective. • GIZ's ('Gesellschaft für Internationale Zusammenarbeit') perspective on ILO's contribution to the partnership objective.
<p>RS3. The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Timor-Leste? (RS3)</p>	<p>Comment: Appraisal of the role of the project in the context of the overall ILO mission aligned with the SDGs. Complements and RS1 (The extent to which the Project has responded to the needs of the tripartite constituents, beneficiaries and recipients).</p> <p>Documents: Timor-Leste Decent Work Country Programme (DWCP) 2016 - 2020 and https://www.ilo.org/global/topics/sdg-2030/goal-8/lang--en/index.htm on decent work being Strategic Development Goal (SDG) 8 (Decent Work and Economic Growth).</p> <p>Interviews:</p> <ul style="list-style-type: none"> • ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste, the ILO OIC / Head of Mission in Timor-Leste and the ILO DWT Support Team (Bangkok) for their perspective. • CCI-TL (Chamber of Commerce and Industry-Timor-Leste), AEMTL (Association of Timor-Leste Business Women) and KSTL (Confederation of Trade Unions in Timor-Leste) for employers' and workers' perspectives. • Project workers and local communities for the perspective of beneficiaries.

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
Coherence of the project (CP) (How well does the intervention fit?)	<i>The compatibility of the intervention with other interventions in the country, sector or institution.</i>
CP1. <i>The extent to which other interventions and policies support or undermine the ERA-AF interventions, and vice versa. (CP1)</i>	<p><i>Comment: Alignment with the TL national development strategy, the rural roads strategy in the context of the national transport masterplan are of key importance. The coherence within PSAF is excluded since it is considered under RS2 and again under CP2.</i></p> <p><i>Documents: The Project Document, the Timor-Leste Strategic Development Plan, the Transport Sector Masterplan and the Rural Roads Master Plan Investment Strategy (RRMPIS), 2016-2020..</i></p> <p><i>Interviews:</i></p> <ul style="list-style-type: none"> • <i>NAO for a strategic view of coherence with policies and other interventions. NAO is well placed to provide this perspective and identify other relevant agencies to be interviewed.</i> • <i>EU Delegation TL, European Union for any policy issues and other initiatives.</i> • <i>ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste, the ILO OIC / Head of Mission in Timor-Leste and the ILO DWT Support Team (Bangkok) for their perspectives on policies and coherence with other initiatives.</i> • <i>GIZ's perspective on policies and other initiatives.</i> • <i>DRBFC (Directorate of Roads, Bridges and Flood Control – MPW) and R4D-SP (Roads for Development Support Programme) for roads sector policies and initiatives which have implications for project coherence. DRBFC and R4D-SP to be consulted on relevant policies and initiatives at the MPW (Ministry of Public Works) level.</i> • <i>INDMO (National Institute for Workforce Development) to be consulted for relevant human resource development policies and initiatives and identification of other agencies with relevant knowledge.</i> • <i>Local Authorities decision makers and executing staff for coherence or conflict with other initiatives and policies at the municipal level.</i> • <i>CBOs and communities for coherence or conflict with other initiatives and policies at the community level.</i>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<ul style="list-style-type: none"> • <i>CCI-TL and KSTL perspective on coherence or conflict with other initiatives and policies.</i>
<p>CP2. <i>The compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by Government of Timor-Leste and ILO such as R4D-SP, ILO and social partners. (CP2)</i></p>	<p><i>Comment: This question has strong complementarities with RS2 and CP1. Hence the documentary and primary evidence will be collected and appraised alongside RS2 and CP1.</i> <i>Documents: See RS2 and CP1.</i> <i>Interviews: See RS2 and CP1.</i></p>
<p>CP3. <i>Are there possible ways to maximize synergies and improve collaboration with new or existing actors? Has there been a duplication of efforts/resources? (CP3)</i></p>	<p><i>Comment: The evaluation of this question requires synthesis, mainly but not exclusively of appraisal under RS2, CP1 and CP2.</i> <i>Documents: See RS2 and CP1.</i> <i>Interviews: See RS2 and CP1, but specific questions will be asked synergies and duplication.</i></p>
<p>CP4. <i>The extent to which the ERA-AF interventions adhere to decent work principles including International Labour Standards (ILS), human rights-based approach and gender equality. (CP4)</i></p>	<p><i>Comment: There are complementarities here with RS1 and RS3. Hence the documentary and primary evidence will be collected and appraised alongside RS1 and RS3. Questions related to gender equality and non-discrimination are also posed under EFM2, EFN3, TRI1 and TRI2.</i> <i>Documents: See RS1 and RS3 but additional documents to be consulted on ILS, human rights-based approach and gender equality.</i> <i>Interviews: See RS1 and RS3.</i></p>
<p>Validity of intervention design</p>	<p><i>The extent to which the design is logical and coherent.</i></p>
<p>VID1. <i>Is the project realistic (in terms of expected outputs, outcome and impact), given the proposed intervention logic, time and resources available, and the changing social, economic, political environment and other challenges faced to date? Do targets of specific outputs (including social targets) need adjustment? (VID1)</i></p>	<p><i>Comment: The degree to which the project is realistic in terms of expected outputs, outcome and impact depends on the project design as well as implementation. Hence in addressing this question design and implementation activities need to be considered. The specific objective of ERA-AF is “To implement a capacity building and labour-based programme to rehabilitate and maintain rural roads in order to improve access to the agro-forestry areas, employment and economic opportunities for the local population.” There are outputs and activities under Results Area 1 (Improved market access) and Results Area 2 (Improved skills of construction companies and local authorities). The Project design will be considered with respect to its validity for achieving the results in these two areas.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<p><i>Documents: ERA-AF Project Document, Inception Report, Annual Technical Reports and internal documents on systems and processes. Previous monitoring and evaluation reports, notably the monitoring report in January 2019 and the Mid-term evaluation in October 2019.</i></p> <p><i>Interviews:</i></p> <ul style="list-style-type: none"> • <i>With the Project Manager, the M&E Officer, engineers and other staff with respect to the organisation structure and functions to fully understand the design aspects.</i> • <i>NAO for a strategic external view from the national policy and priorities perspective.</i> • <i>EU Delegation TL, European Union for a strategic view from the donor perspective.</i> • <i>ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste and the ILO DWT Support Team (Bangkok) from their management and technical implementation perspectives.</i> • <i>DRBFC and R4D-SP from their experience base and perspective on rural roads project design.</i> • <i>Don Bosco Training Centre and IADE (Instituto de Apoio ao Desenvolvimento Emprezarial) as technical and business training partners on the design of their participation.</i> • <i>Local Authorities for their municipal level perspective on design.</i> • <i>CBOs and project workers for their perspective on design aspects at the road works level and in community engagement.</i>
<p>VID2. <i>How are target beneficiaries selected by ERA-AF? Is the selection done by following an inclusive approach and in close consultation with communities concerned? (VID2)</i></p>	<p><i>Comment: This is an important specific question which has more than one dimensions, selection of the roads to be improved, selection of workers for projects and selection of contractors to be included in the capacity building programme.</i></p> <p><i>Documents: Project documents (annual technical progress reports and other internal monitoring reports will be a source of evidence on all three aspects of selection.</i></p> <p><i>Interviews:</i></p> <ul style="list-style-type: none"> • <i>With the Project teams will give further insights into the processes and challenges. Municipality officials and interviews and focus groups with project workers and in communities.</i>

Evaluation criteria / sub-criteria (numbered)	<i>Comment, data sources and methodology note</i>
	<ul style="list-style-type: none"> • <i>Contractors select project workers and hence are important informants.</i> • <i>CBOs, communities and project workers are important for their experience of the selection of projects and of workers since inclusivity and community participation are important.</i> • <i>Municipalities for their role in prioritising and project selection.</i> • <i>Don Bosco and IADE Training Centres for their insights into contractor selection.</i>
<p>VID3. <i>Is the project design still valid vis-à-vis the COVID-19 pandemic? To what extent has the pandemic affected the project and what measures – if any – have been taken to address encountered effects from the pandemic? (VID3)</i></p>	<p><i>When the Project was designed there was no reason to anticipate a global pandemic such as COVID-19. The issues that will be addressed under this sub-criterion The issues that will be addressed are the measures taken with respect to design and operations to implement the programme while attempting to minimise the risks for Project participants, staff and other stakeholders. Project documents and interviews with project staff, municipality officials and interviews and focus groups with project workers and in communities will be the sources of information. DRBFC and R4D-SP will be consulted for responses to the pandemic on other road works. KSTL and CCI-TL will be asked questions related to the pandemic for workers’ and employers’ perspectives.</i></p>
<p>VID4. <i>Does the project have a Theory of Change or Results Framework? If so, to what extent is it used to guide project implementation towards the project objectives. Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that enabled reporting on progress under specific SDG targets and indicators? (VID4)</i></p>	<p><i>The Project document sets out the logframe and the M&E framework. The annual technical progress reports chart developments in relation to activities and achievement of targets. This documentary evidence and discussions with the Project team members will be the basis for addressing these questions.</i></p> <p><i>The issue will also be discussed with the ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste and the ILO DWT Support Team (Bangkok) from their management and technical perspectives.</i></p>
<p>VID5. <i>Were the project risks properly identified and assessed? How effective were the mitigation</i></p>	<p><i>The risk assessment and management approach in the project documents and the M&E framework will be the basis for addressing this questions. This will be supplemented by discussions with Project staff to include specific examples of risks and their implications for the Project.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
<p>measures taken by the project in addressing the identified and assessed risks? (VID5)</p>	<p>The issue will also be discussed with the ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste and the ILO DWT Support Team (Bangkok) from their management and technical perspectives.</p>
<p>Effectiveness</p>	<p>The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?</p>
<p>EFF1. What progress has been made towards achieving the overall project outputs and results? To what extent have already achieved outputs (such as improved market access using labour based approach, and skills of construction companies and local authorities improved) benefited women and men and the agro-forestry communities? Is the project likely to achieve the result's targets at the end of the project? (EFF1)</p>	<p>Evidence from project documents, notably the annual technical progress reports will be the basis for addressing this question. This evidence will be complemented by interviews with the following stakeholders. The community level perspective including case studies will be important.</p> <p>NAO (National Authorizing Officer) EU Delegation TL, European Union MPW (Ministry of Public Works) ILO Country Office for Indonesia and Timor-Leste ILO Head of Mission (OIC) in Timor-Leste and Project Manager (Albert Uriyo) ILO ROAP DWT Don Bosco Training Centre IADE DRBFC (Directorate of Roads, Bridges and Flood Control – MPW) GIZ (Gesellschaft für Internationale Zusammenarbeit) Project workers CBOs and communities Local businesses Local Authorities decision makers, executing staff R4D-SP</p>
<p>EFF2. Assess the validity of the recommendations of previous monitoring and evaluations on the project. To what extent has the project managed to follow-up on those recommendations? Assess the validity of ILO's comments on those</p>	<p>Comment: This is related to the EU evaluation and ILO comment on the evaluation, concerned with the relative emphasis between the objectives and related activities and outputs in the EU evaluation and the ILO comment on it.</p> <p>Apart from the documentary evidence, including internal Project documents and data, the perspectives of the following stakeholders will be important. The NAO and the EU Delegation in particular because the monitoring and evaluation exercises were conducted on their behalf.</p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
<p>recommendations and findings that were contested by the ILO. (EFF2)</p>	<p>NAO (National Authorizing Officer) EU Delegation TL, European Union ILO Country Office for Indonesia and Timor-Leste ILO Head of Mission (OiC) in Timor-Leste and Project Manager (Albert Uriyo) ILO ROAP DWT Don Bosco Training Centre IADE (Instituto de Apoio ao Desenvolvimento Emprezarial) DRBFC (Directorate or Roads, Bridges and Flood Control – MPW) GIZ (Gesellschaft für Internationale Zusammenarbeit) Contractors – Owners, Technical Staff CBOs and communities R4D-SP</p>
<p>EFF3. How effective are the communications and visibility (C & V) activities of the Project? (EFF3)</p>	<p>Comment: C & V are important for clear understanding by all stakeholders of Project activities and their impacts and for dissemination of knowledge and demonstration effects for wider and policy level impacts. C & V have links with the Impact Orientation sub-criteria IM1 and IM2.</p> <p>Apart from the documentary evidence, including internal Project documents and the on site evidence of visibility of the key contributors to the Project, perspectives of the following stakeholders will be important for assessing this effectiveness sub-criterion.</p> <p>EU Delegation TL, European Union ILO Head of Mission (OiC) in Timor-Leste and Project Manager (Albert Uriyo) ILO ROAP DWT MPW DRBFC (Directorate or Roads, Bridges and Flood Control – MPW) R4D-SP</p>
<p>Effectiveness of management arrangement</p>	
<p>EFM1. Has the Project Steering Committee, Project Advisory Committee and the management and governance structure put in place, worked</p>	<p>The PSAF Steering Committee functions at a rather high level. The Project Advisory Committee for ERA-AF meets more frequently and has a more direct role. The minutes of the agenda and minutes of the PAC and interviews with the members of the PAC will be the</p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
effectively with all the project's key stakeholders and partners to achieve project goals and objectives? (EFM1)	sources for addressing this question. The perspective of the country office will also be sought. NAO (National Authorizing Officer) EU Delegation TL, European Union MPW (Ministry of Public Works) LO Country Office for Indonesia and Timor-Leste ILO Head of Mission (OIC) in Timor-Leste and Project Manager (Albert Uriyo) Don Bosco Training Centre IADE (Instituto de Apoio ao Desenvolvimento Emprezarial) DRBFC (Directorate of Roads, Bridges and Flood Control – MPW) GIZ (Gesellschaft für Internationale Zusammenarbeit) Local Authorities decision makers, executing staff R4D-SP
EFM2. To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions? To what extent are the M&E data supporting project decision making related to gender and non-discrimination? (EFM2)	The M&E framework recognises the importance of the results-based approach and will be the base for addressing this question in addition to the discussions with the Project team to include specific practices and examples. The perspective of the Country Office and DWT will also be important.
Efficiency of resource use	<i>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way</i>
EFN1. Have resources (financial, human, technical support, etc.) been allocated efficiently and strategically to achieve the project outputs and outcomes? (EFN1)	Project documents and interviews with project staff in depth are key for addressing efficient and strategic allocation of resources for the achievement of project outputs and outcomes. The donor's perspective is also of key importance and hence this will be one of the topics included in the interviews with the donor. Further interviews with DRBFC and R4D will provide their perspectives on these aspects.
EFN2. Were the project's activities implemented in line with the schedule of activities as defined by the	Project document and interviews with project staff will form the base for addressing this aspect which also has complementarities with EFF1 and EFM2 . The donor's perspective is also of key

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
<p>work plan? If not, what are the factors that hindered timely delivery and what were the counter measures taken to achieve the project's envisaged outputs, outcomes and impact during the life of the project? (EFN2)</p>	<p>importance and hence this will be one of the topics included in the interviews with the donor. Further interviews with DRBFC and R4D will provide their perspectives on these aspects.</p>
<p>EFN3. Are there sufficient resources allocated to integrate gender and disability in the design, implementation and M&E of the project outputs and outcomes. (EFN3)</p>	<p>Project documents and interviews with project staff will provide the necessary information and insights on this aspect. Interviews with implementing and policy ministries and agencies and contractors will include questions on this aspect. This will also be included as an issue for women worker's focus groups and interviews with women contractors the AEMTL (Association of Timor-Leste Business Women).</p> <p>Since contractors employ project workers, interviews with them will include questions on their approach and stance on employing women and persons with disability (PwD). The FIDIC contracts will be examined for any relevant particular conditions.</p> <p>At a broader level the interviews with CCI-TL and KSTL will include questions on the employment of women and PwDs and measure for their integration.</p>
<p>EFN4. To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component, with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency? (EFN4)</p>	<p>This question has complementarities with RS2, CP1, CP2 and CP3 will be addressed taking account of that context. In addition to evidence from Project document and discussions with Project staff interviews with the following stakeholders will include questions related to this aspect.</p> <p>NAO (National Authorizing Officer) EU Delegation TL, European Union MPW (Ministry of Public Works) ILO Head of Mission (OIC) in Timor-Leste and Project Manager (Albert Uriyo) ILO ROAP DWT DRBFC (Directorate of Roads, Bridges and Flood Control – MPW) GIZ (Gesellschaft für Internationale Zusammenarbeit) Local Authorities decision makers, executing staff</p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	R4D-SP
Impact orientation	<i>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</i>
<p>IM1. <i>Has the ERA-AF project made (or is likely to make) a difference to specific higher goals to which they are linked (like PSAF-AbF, SDGs, DWCP, Timor-Leste’s Development Plan)? What level of influence is the project having on policies and practices at national and municipal level? (IM1)</i></p>	<p><i>The addressing of this question will be linked to a number of questions above (e.g. RS1, RS2, CP1, CP2 and CP3, EFF3 and EFN4). Specific examples will be sought from the Project team and the issue will be discussed with the ILO Country Office Director (Indonesia and Timor-Leste), the National Programme Coordinator for Timor-Leste and the ILO DWT Support Team (Bangkok). The question will also be included in the interviews with the following external stakeholders:</i></p> <p>NAO (National Authorizing Officer) EU Delegation TL, European Union MPW DRBFC and R4D-SP GIZ Local Authorities</p>
<p>IM2. <i>The extent to which the project has contributed or is likely to contribute to Timor Leste’s capacity in the rural roads sector, in employment generation, and eventually poverty reduction in Timor-Leste. (IM2)</i></p>	<p><i>Comment: This is a high level impact which to some extent related to IM1 and will be considered in conjunction with it.</i></p>
Sustainability	<i>The extent to which the net benefits of the intervention continue, or are likely to continue.</i>
<p>SU1. <i>Which project-supported activities, capacities, products and tools have been sustained and institutionalized, or are expected to be sustained and institutionalized during the remainder of the project, by partner external organizations e.g. the capacity of Don Bosco Training Institute? (SU1)</i></p>	<p><i>Project staff and the EIP specialist will be best placed to provide a qualitative appraisal of capacity development by training centres as implementing partners. Concrete indicators of effective capacity in the form of outcomes will be sought.</i></p> <p><i>The perspectives of DRBFC and R4D-SP will also be sought and questions about capacities and challenges will be included in discussions with Don Bosco and IADE. The perspective of the municipal authorities on the capacities of contractors will also be relevant.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
<p>SU2. To what extent are the maintained / rehabilitated roads and developed capacities likely to have a long term, sustainable positive contribution to the SDG and relevant targets for the project's targeted groups? (explicitly or implicitly) (SU2)</p>	<p><i>There are two aspects to be considered here, though they are not explicitly separated. The first is the sustainability of good maintenance practice beyond the programme to preserve the road assets. The second is contribution of the improved roads to improve livelihoods. The first aspect requires examination of the institutional and financial arrangements in place to preserve the assets while the second requires assessment of the impact on livelihoods of the improved infrastructure.</i></p> <p><i>For the first aspect the evidence is the provision in the Project design and implementation for institutionalising maintenance and the commitment of the national authorities or communities to allocate resources for maintenance. Examination of the Project documents and discussion with Project staff will be the sources of information. For community based maintenance questions will be included for community meetings. The perspective of DRBFC and R4D will also be relevant.</i></p> <p><i>On the second aspect evidence will be sought from studies of sustainable livelihood improvement from predecessor programmes or from the earlier stages of ERA-AF since the programme has been operating for over 2 years.</i></p>
<p>SU3. Does the project implement an exit strategy? (SU3)</p>	<p><i>There is a link between this question and SU1 with respect to training capacity and SU2 with respect to the establishment of a national rural roads programme and the institutionalisation of road maintenance. Hence this aspect will be considered in conjunction with SU1 and SU2 but also taking account of the national rural roads strategy and the perspective of DRBFC and R4D who developed the 2016-2020 rural roads masterplan.</i></p>
<p>Tripartism, social dialogue, gender equality and non-discrimination</p>	
<p>TRI1. What are so far the key achievements of the project on gender equality and women's empowerment? (TRI1)</p>	<p><i>Comment: This question has complementarities with RS1, RS3, and CP4. Its evaluation will be based on the synthesis arising out of the evaluation of these aspects.</i></p> <p><i>Documents: See RS1, RS3 and CP4.</i></p> <p><i>Interviews: See RS1, RS3 and CP4.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
<p>TRI2. Has the use of resources on women's empowerment activities been sufficient to achieve the expected results? (TRI2)</p>	<p>Comment: This question has complementarities with RS1, RS3, CP4 and TRI1. Its evaluation will be based on the synthesis arising out of the examination of these aspects. Documents: See RS1, RS3 and CP4. Interviews: See RS1, RS3 and CP4.</p>
<p>TRI3. Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism? (TRI3)</p>	<p>Comment: This question has complementarities with RS1, RS3, CP4, TRI1 and TRI2. Its evaluation will be based on the synthesis arising out of the evaluation of these aspects. Documents: See RS1, RS3 and CP4. Interviews: See RS1, RS3 and CP4.</p>

Appendix C: List of documents consulted in preparing the MTE

(Note: n.d. denotes not dated.)

- Abbott, K (2019) *Monitoring of the Partnership for Sustainable Agro-Forestry, January, FED/2016/374-207.*
- Abbott K, Abdallah J and Mondal, B (2019) *Mid-Term Evaluation: Timor-Leste, EDF 11, Partnership For Sustainable Agro-Forestry Between Timor-Leste, The EU, Germany and ILO, PSAF (TL/FED/2016/038/767).*
- Cullen, A and Marx S (2015) *A Political Economy of Public Transportation in Timor-Leste, The Asia Foundation.*
- Democratic Republic of Timor-Leste - European Union (2014) *National Indicative Programme for the Period 2014-2020, 11th European Development Fund (EDF).*
- Don Bosco Training Centre (DBTC) (2014) *Manual: Labour-based Technology for Rural Road Maintenance.*
- DBTC (n.d.) *Labour-based road works training manual (revised). Training manual for rural gravel roads (Class D).*
- Done, S and Lawther, T M (2019) "Building an institution for rural roads management in Timor-Leste", *Proceedings of the Institution of Civil Engineers - Transport List of Issues Volume 172, Issue 3.*
- DRBFC / R4D (2018) *Social safeguards framework for rural road works.*
- Dusik J and Leitao V L (2019) *Strategic Environmental Assessment of Rural Development Sector in Timor-Leste: Final Report, for the European Development Fund*
- ERA-AF (2018a) *Baseline study on labour-based contractor training.*
- ERA-AF (2018b) *Baseline study on contractor capacity development.*
- ERA-AF (2019a) *Concept Note for contractor development within Department of Training & Co-Operation (DTC) of DRBFC.*
- ERA-AF (2019b) *ERA-AF Contractor Excellence Scheme (ECES): Guidelines.*
- ERA-AF (2020a) *Bid Document: Volume 2 (Standard sections, Instructions to bidders, General and particular conditions, Works specifications.*
- ERA-AF (2020b) *Technical note on contractor development institution.*
- ERA-AF (2020c) *Technical note on contractor training & development.*
- ERA-AF (2020d) *Technical note on contractor environment.*
- ERA-AF (2020e) *Technical note on support for contractor's access to resources.*
- ERA-AF (2020f) *ERA Agro-forestry routine road maintenance strategy.*
- ERA-AF (2020g) *Terms of Reference: Consulting services for conducting tracer study for ERA Agro-forestry & ERA contractors.*
- ERA-AF (2020h) *Community snapshot & traffic count baseline & endline report for ERA Agro-forestry trial contract roads in Baucau Municipality*
- ERA-AF (2020i) *HAMETIN Newletters, June and October issues.*
- ERA-AF (2020j) *Summary Report for ILO Mid-Term Evaluation (1 June 2017 – 31 October 2020).*
- ERA-AF (2020) *Curriculum for labour-based training.*
- ERA-AF (n.d.) *ERA-AF success stories.*
- Goodwins D, Sweeney D and Correia Z (2018) *Roads for Development Support Program (R4D-SP): Mid-Term Review Report, for Department of Foreign Affairs and Trade (DFAT), Government of Australia.*
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Appendix D: List of persons consulted

ILO Office for Indonesia and Timor-Leste, Jakarta

Ms Michiko Miyamoto, Country Office Director

Ms Lita Octavia, National Programme Coordinator for Timor-Leste

ILO DWT Support Team, ILO Regional Office for Asia and the Pacific, Bangkok

Bas Athmer, EIP Specialist, DWT Support Team

ERA-AF Project Team

Albert Uriyo, Officer in Charge, ILO Head of Mission, Timor-Leste, ERA-AF Project Manager

Paulo Miguel Vila Nova dos Santos, Monitoring, Evaluation & Information Officer

Joseph Odongo, Contractor Training Officer

Adilio Baptista Lopes Marques, National Training Engineer

Andre Silvino Faria, Private Sector Coordinator

Samsan Vann, Technical Officer LB Field Engineer

Evangelino Carmona, National Training Engineer

Maria Cabral, Community Development Officer

European Union Delegation (EUD) in Timor-Leste

Dulce Gusmao, Programme Officer (Roads)

Paolo Toselli, Programme Officer (Rural Development)

National Authorizing Office (NAO)

Gregorio Ferreira da Silva, Programme Manager – EDF

Zitu Fernandes, Rural Development

Directorate of Roads Bridges & Flood Control (DRBFC)

Joao Gama de Sousa Manager, DRBFC Projects

R4D-SP (Roads for Development – Support Programme)

Augustus Asare, Chief Engineering Advisor, R4D-SP

Amanda Koppers, Monitoring, Evaluation and Information Officer, R4D-SP

GIZ

Sergio Barreto, GIZ Technical Adviser

Franziska Schneider, GIZ Adviser, M&E and Public Relations

Don Bosco Training Centre (DBTC)

Fr. Gui da Silva, Director of Project Development Office

Donato da Costa Pinheiro Training Coordinator, LBT unit, DBTC

IADE (Instituto de Apoio ao Desenvolvimento Emprezarial)

Filomeno Belo, Executive Director

Carlos Colo, Business Trainer

CCI-TL (Chamber of Commerce and Industry – Timor-Leste)

Rui Pacheco, Executive Director

Joao Alves, Vice President - Infrastructure

Konfederasaun Sindikatu Timor-Leste (KSTL)

Almerio J. Vila-Nova President

Bernardo Amaral, Secretary General

Field visits: Meetings with municipality officers, contractors, local community members and Project workers

Manatuto Municipality

Agapito Sarmiento, Municipal Secretary

Geraldo Soares, Public Works Department

Antonio da Costa, Director, Director of Planning of Municipality

David da Costa Lay, Director, Iliatun LDA (contractor)

Jose Jacob Soares, Director, Linoel Unip. LDA (contractor)

Joao de F. Araujo da Silva, Director, Ralan LDA (contractor)

Sherry Claudia da Silva, Director, Ryzena Unip. LDA (contractor)

Joao King Ling C.Y., Head of Fatuk-Makerek Suco

Interviews / FGDs with Project workers (2 women and 8 men)

Interviews with small shop owners

Baucau Municipality

Antonio Guterres, President of Municipality

Pedro Alexandre, Director, Public Works Department

Buddhi Kunwar, Agro-Forestry Expert , GOPA Consultants (PSAF-AbF Project)

Gabriela da Conceicao Barros, Lialura Unip. LDA (contractor)

Interviews with Project workers (3 Women, 1 person with disability in leg)

Lautem Municipality

Abrao Monteiro, Director, Public Works Department

Jose Monteiro da Costa, Representative of Municipal President, Head of Protocol Department

Eugenia dos Santos, Head of Aldeia Nairete

Francisco da Costa, Project Site Supervisor

Edmundo dos Santos, Site Engineer

Lamberto Lulan, Trainer, DBTC

Jenito da Costa, Site Engineer

Elias de Oliveira Andrade, Site Supervisor

Elias Vong, Director of Zorro Construction Unip. LDA (contractor)

Junior Castanheira, Director of Iliacau Unip. LDA (contractor)

Tomas Soares Lopes, Representative of Irmaos Unido Unip. LDA (contractor)

Linda da Conceicao Silva, Director of Fuiloro Unip. LDA (contractor)

FGD with women workers – 4 women

FGD with men workers – 8 Men

Interviews with workers - Larimi – Apatmutu – Camfuru road (2 Men, 3 Females, 1 LGBTQ)

Viqueque Municipality

Gregorio Henrique, President of Municipality

Mario do Rego, Director of Public Works Department

Olandina da Silva Amaral, Director of Dira Nova Unip. LDA (contractor)

Julio Soares, Representative of Lacaroma Unip. LDA (contractor)

Gilberto Alves – Director of Lolito Unip. LDA (contractor)

Joaninha de A. Amaral, Director of Luminar Unip. LDA (contractor)

Joaninha da Costa Soeares, Tulaeli Unip. LDA (contractor)

Workers in Viqueque – 13 men (4 with disability of hearing and hand), 3 women

Small shop owners in Lariguto – Builale area

Appendix E: ERA-AF Mid-term evaluation field visits itinerary

Time	Event	Roads information	Remarks
Monday, 9/11/20			
0800 Hrs	Depart Dili for Manatuto		
0800 – 0900 Hrs	Travel to Manatuto		
0900 – 1000 Hrs	Meeting with Manatuto Municipal Administration <i>Agapito Sarmento, Municipal Secretary</i> <i>Geraldo Soares, Director of Planning of Municipality</i> <i>Antonio da Costa, Director, Public Works Department</i>		KV participated virtually
1000 – 1100 Hrs	Travel to Baucau		
1100 – 1200 Hrs	Meeting with Baucau Administration <i>Antonio Guterres, President of Municipality</i> <i>Pedro Alexandre, Director, Public Works Department</i>		KV participated virtually
1200 – 1300 Hrs	Lunch		
1300 – 1330 Hrs	Meeting with Project Manager, GOPA Consulting, Baucau Team (PSAF-AbF Project)		KV participated virtually
1330 – 1530 Hrs	Travel to Lautem		
	Sleepover in Lospalos		
Tuesday, 10/11/20			
0830 – 0900 Hrs	Meeting with Lautem Administration <i>Abrao Monteiro, Director, Public Works Department</i> <i>Jose Monteiro da Costa, Representative of Municipal President, Head of Protocol Department</i>		KV participated virtually
0900 – 1000 Hrs	Travel to Souro – Nairete Road		
1000 – 1200 Hrs	Visit to Souro – Nairete Road	Lautem. 3.25 km. Under construction, commenced 14/9/2020. 1 contractor. <i>(The Project Manager explained that work on this and the Apatmuto - Camfuri road was delayed by Covid. It connects to a national</i>	<i>Selected as a good location for community, contractor and worker interviews and FGDS.</i>

		<i>road and will provide better transport of local produce.)</i>	
1230-1300	Travel to Caenlio, Iliomar		
1300 – 1330 Hrs	Visit of Caenlio Practical Training Road		<i>Interviews with trainers and trainees to discuss type of training, issues related to training and to view training in action.</i>
.1300 – 1400 Hrs	Lunch at Caenlio		
1400 – 1500 Hrs	Travel to Apatmuto		
1500 – 1600 Hrs	Visit of Apatmuto - Larimi – Camfuro Road. Lautem	10.78 km. Under construction, commenced 14/9/2020. 4 contractors.	<i>Interviews and FGDs with men and women Project workers and contractors.</i>
1600 – 1700 Hrs	Travel to Iliomar		
	Sleepover in Iliomar		
Wednesday, 11/11/20			
0800 – 1000 Hrs	Travel to Baguia, Baucau		
1000- 1200 Hrs	(1) Visit Defawasi – Alaua Leten - Alaua Kraik road, (2) Defawasi Junction 1 – Uacala road, or (3) Defawasi Junction 2 – Alaua Leten road	(1) 10.44 km. First batch trial contracts. 5 contractors. Completed (between 31/10/2019 and 28/9/2020) (2) 8.00 km. First batch trial contracts. 4 contractors. Completed (between 31/10/2019 and 15/3/2020) (3) 2.2 km. First batch trial contract. 1 contractor. Completed (15/3/2020).	<i>FGD with women and men working on maintenance and interview with contractor.</i>
1200 – 1300 Hrs	Lunch		
1300 – 1530 Hrs	Travel to Nahae - Bubulita (Viqueque Municipality)		
1530 – 1630 Hrs	Visit Nunteri – Digamasi – Bubulita road	8.5 km. Second batch trial contracts. Under construction (26/8/2019 to 31/12/2020), 4 contractors.	<i>Interviews and FGDs with women and men Project workers (some</i>

			with disabilities), and contractors.
	Sleepover in Baguia		
Thursday 12/11/20			
0830 – 12:00 Hrs	Travel to Soibada through Baucau		
1200 – 1600 Hrs	Visit Boroasmanu – Fatu Makerek road	6.8 km. Second batch trial contracts. Under construction (26/8/2019 to 31/12/2020, revised dates), 4 contractors.	Interviews / FGDs with Project workers (men and women), contractors and local shop owners.
	Sleepover in Viqueque		
Friday, 13/11/20			
0830 – 1030 Hrs	Meeting with Viqueque Administration <i>Gregorio Henrique, President of Municipality</i> <i>Mario do Rego, Director of Public Works Department</i>		
1030 – 1130 Hrs	Travel to Lariguto – Builale road		
	Visit Lariguto – Builale road	9.0 km. Second batch trial contracts. Under construction (26/8/2019 to 31/12/2020, revised dates), 4 contractors.	Interviews / FGDs with Project workers (men and women), contractors and local shop owners.
1430 – 1630 Hrs	Return to Dili		

Appendix F: Evaluation schedule

Task	Responsible person	Timeline	Evaluator's comments / notes
Draft mission itinerary	Project team	By end September	<i>International consultant's engagement entirely virtual. National consultant's engagement in person in field visits. Other interviews in person or virtual depending on requirement and compliance with health and safety considerations in the context of COVID-19.</i>
Contract preparation / Contract signed and brief evaluators on ILO evaluation policy	Project CTA/team Evaluation Manager	Oct 2020. Contract signed Oct 19, 2020	
Desk review, and audio/skype/video conferences with project and inception report submitted	Project and evaluators (home based)	Nov 3, 2020 Submission of draft inception report	<i>Inception report based on desk review of project documents and phone / skype / video conference interviews with project staff.</i>
Evaluation Mission / Data collection / Interviews	Evaluators	Oct 20 to Dec 12, 2020	<i>The evaluation frame presented in the draft Inception Report. The data collection instruments, principally schedules of questions for semi-structured interviews and FGDs derived from the evaluation frame.</i>
Field visits to Project municipalities	National evaluator in person, international evaluator virtually	Nov 9 to 13, 2020	<i>See Appendix E for details. Enabled and supported by the Project manager and M&E and Information Officer.</i>
Revised Inception Report submitted and accepted	Evaluators and Evaluation Manager	Nov 16, 2020	
Debriefing workshop - internal	Evaluators	Dec 4, 2020	<i>Attended by Evaluation Manager, Project Staff, ILO Country Office, ILO EIIP Specialist and R4D-SP.</i>
Debriefing workshops - external	Evaluators	Dec 10 and 11, 2020	<i>Attended by Donor (Dec 10) and NAO (Dec 11). Also attended by Evaluation Manager and Project Manager.</i>
Continue work on drafting of evaluation report and submit draft to the Evaluation Manager	Evaluators	Dec 12, 2020 to 14 Jan, 2021. Draft submitted to Evaluation Manager, Jan 15, 2021	
Sharing of draft report with stakeholders, obtaining comments, finalisation of evaluation and final approval	Evaluation Manager		<i>To be confirmed.</i>

Appendix G: Objectives, results areas, outputs and activities

PSAF Overall Objective: To contribute to a peaceful inclusive and sustainable development in Timor-Leste, through improved rural access, the creation of employment, economic and domestic revenue opportunities, and a durable reduction in food insecurity and malnutrition

ERA Agro-Forestry Specific Objective: To implement a capacity building and labour-based programme to rehabilitate and maintain rural roads in order to improve access to the agro-forestry areas, employment and economic opportunities for local population.

Result Area 1
Improved market access

Result Area 2
Improved skills of construction companies and local authorities

Output 1.1
Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods

Output 1.2
Sustainable institutional capacity developed for enhanced private sector performance

Output 2.1
Local civil works contractors and supervisors competent in executing labour-based road rehabilitation and maintenance contracts

Output 2.2
Local authorities competent in managing rural road maintenance

Output 1.1 Activities
-Identify rural roads to be included in the project;
-Plan road works;
-Develop and introduce community based road maintenance system;
-Maintain project M&E and MIS;
-Carry out assessment, and prepare bidding documents;
-Carry out bidding process and award contracts;
-Implement rehab & maintenance contracts;
-Supervise works;
-Monitor progress;
-Conduct studies, including baselines and impact assessments;

Output 1.2 Activities
-Support Training & Cooperation Dept in DRBFC;
-Establish agreements w/D. Bosco & IADE;
-Carry out TOTs;
-Enhance coaching capacity of D. Bosco & IADE trainers;
-Carry out training needs assessments;
-Procure training services;
-Implement agreed training programmes;
-Monitor and evaluate training;
-Review existing training curricula;
-Identify and develop new courses and seek accreditation;
-Explore potential expansion of training;
-Strengthen cooperation with CCI- TL and Contractor Associations;
-Involve trade unions;

Output 2.1 Activities
-Establish selection procedures and advertise for training;
-Carry out formal theoretical and practical training courses for road construction and maintenance works;
-Carry out formal contract and business management courses;
-Carry out formal trial contract coaching/mentoring programmes;
-Provide mentorship to qualified contracting firms engaged in DRBFC rehabilitation and maintenance contracts;
-Collaborate with CCI- TL and other support agencies to create the enabling environment for contractors;
-Carry out tracer study for trained contractors;

Output 2.2 Activities
-Raise awareness on public infrastructure management among local leaders, executives, agency staff and community representatives;
-Identify training needs and develop information and training programmes;
-Carry out seminars / courses on managing contracts for rural road maintenance contracts;

Appendix H: Labour intensity calculations for ERA-AF to 31st October 2020

Evaluators' calculations⁽¹⁾

		Comments
Kms	49.4	Source: ERA-AF (2020j) Summary Report for ILO Mid-Term Evaluation
Actual average cost per km (USD)	82,127	Source: ERA-AF (2020j) Summary Report for ILO Mid-Term Evaluation
Total road rehabilitation cost (USD)	4,057,074	Source: ERA-AF (2020j) Summary Report for ILO Mid-Term Evaluation
Worker-days	142,076	Source: ERA-AF (2020j) Summary Report for ILO Mid-Term Evaluation
Cost per worker day (USD)	5	Project wage rate (excluding related costs, e.g. cost of H&S measures and occupational insurance)
Wage bill (USD)	710,380	Calculated: Worker days X Cost per worker day
Labour intensity (%)	17.5	Calculated: Wage bill / Total road rehabilitation cost

Note: (1) The labour intensity estimate of 17.5% is an underestimate because it assumes a wage rate of USD 5 for all worker days and hence does not allow for higher wages paid to skilled workers. The labour intensity calculated by the Project is 20 per cent (see table below).

Project team's calculations from actual data⁽²⁾

	Contract batches			Total
	Batch 1	Batch 2	Batch 3	
Beneficiary numbers	3,108	4,455	1,368	8,931
Worker days	54,574	64,868	25,218	144,660
Total amount paid to contractors (USD)	1,766,227	1,489,599	304,601	3,560,426
Wages (USD)	293,631	342,393	70,765	706,789
Labour intensity	17%	23%	23%	20%

Note: (2) The amount paid to contractors in the Project team's calculations is lower than the estimated wage bill in the evaluators' calculations because the team's calculation shows the actual amounts paid at the date of calculation while the evaluators' calculation is for the total values of the contracts. Both the calculations do not include the cost of supervising the contractors' works.

Appendix I: Summary and comments on strategic and operational issues discussed at the PAC meeting, 23rd September 2020

The main strategic and operational issues and challenges discussed with agreed actions, where relevant, are outlined below with comments.

- The monitoring of road rehabilitation costs is a strategic issue because of the donor's concern about costs. The balance between functionality and affordability were considered important for monitoring and controlling costs. The action point was for the ERA-AF Project Manager to continue providing information justifying costs.
- A strategic issue noted was that Municipalities are facing challenges with limited budgets, and which may affect maintenance of roads after handover. The action agreed was for the ERA-AF Project Manager to engage with DRBFC and R4D-SP to ensure that the roads rehabilitated under ERA-AF are adopted for maintenance by R4D-SP.
- It was agreed that official inauguration and handover of rehabilitated roads to the municipalities and MPW for maintenance would be implemented by the ERA-AF Project Manager.
- It was reported that ERA-AF had liaised with GIZ on adoption of the PSAF-AbF conflict resolution procedures for land disputes but had found that the procedure is not suitable for the nature of conflicts experienced on road works.
- On operational aspects it was reported that socialization and information sharing were incorporated at initial stages of project implementation to address social challenges (local disputes and interference and to secure participation of local community members in road works). Municipal administrators and local government officials are involved at initial socialization stages to better address social challenges.
- Implementation challenges reported included: (a) delays in implementing road works; (b) local disputes and interference; (c) policy uncertainty; (d) social targets; (e) impact of COVID-19, and (f) revision of project targets.
- The challenges related to Output 1.2 (Sustainable institutional capacity developed for enhanced private sector performance) were reported but there were no actions specified to address these challenges. While this is limited evidence, it raises the question of whether PAC has the remit or level of influence to address Output 1.2.

Appendix J: ERA-AF Baseline and Endline Comparison Baucau Roads Dec2020: Summary and comments

The aim of the baseline and endline reports for the roads rehabilitated under ERA-AF is to record the effects of the improvement of access on the local communities. The baseline and endline report for the first batch of roads in Baucau examined for this evaluation includes comparison between 2018 (baseline) and 2020 (endline) comparison for the sucos benefiting from the road rehabilitation of:

- demographic (population and number households);
- communications (suco level television and radio access);
- education (primary school enrolment and levels of education completed);
- farming activities (crops and livestock);
- wealth / quality of life (ownership of cattle, homes with more durable walls and floors, improved water supply and sanitation);
- access to schools, health centres and markets;
- road side trading (stalls and kiosks), and
- availability of transport services and their use.

The evidence from this baseline and endline report suggests that the time span between the baseline and endline during the Project is probably too small to show changes of any significance in the demographic, communications, education, farming and household wealth indicators. Though no changes in some measure may be because of unavailability of data (see the observation on methodology below). Further, such changes could not all be attributed to improved access. However, as would be expected, there is striking evidence of reduced transport costs and improved frequency, regularity and use of motorised transport which includes motorcycles, microlets (passenger vans), anggunas (medium-sized flatbed trucks with benches installed for seating, used for passengers and goods), pick-ups, buses and trucks on the rehabilitated roads. There was a common pattern of increases motorised traffic alongside a fall in the number of pedestrians with and without goods and horses carrying people and goods.

Access to schools, health centres and markets improved, more traders visited the sucos to buy and sell produce and the number of roadside stalls and products they offered increased.

The increases in motorised traffic and improved access to health, education and markets are consistent with patterns elsewhere in Asia. These changes would be expected to have longer term impacts on local economic activities and livelihoods. The baseline evidence on demographic, communications, farming and wealth could be of value for assessing impact in the longer term with the reservation that the impacts could not be solely be attributed to the improved access.

On the methodology of the baseline and endline reports, for future use of the evidence, there are two observations: (a) the approach for measuring improvement in access indicators for health, education and markets should be specified, and (b) the sources of data and dates of collection of demographic, communications, farming activity and wealth measures should be stated. On the latter, a number of measures are identical between 2018 and 2020 and it is not clear whether this represents no change or the same data has been included for both years in the absence of data for the later year.

Appendix K Lessons learned

Project Title: Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)
Project TC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 15 March 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 1 (LL1)	Text
Brief description of lesson learned (link to specific action or task)	There are lessons to learn from further examining the reasons for the late starts of road rehabilitation works each year with a view to exploring the possibilities of changing the planning cycle and making early preparations (in the year prior to the year in which road rehabilitation is scheduled) so that road works could start earlier in the dry season to reduce the risk of hitting adverse weather conditions and related consequences for rehabilitation works.
Context and any related preconditions	The context is that in every year of the Project contractors have started work in late August or September leading to work being carried into the wet season, which typically starts in late November to early December, and into the next year. A precondition is that starting the planning activities earlier and being able to agree a list of roads to be rehabilitated ahead of the year in which it is to be implemented is possible.
Targeted users / Beneficiaries	The Project itself will not benefit in its rehabilitation activity. But the lessons will contribute to its capacity development and institutional reform outputs and outcomes. The targeted beneficiaries will be the R4D programme in DRBFC and R4D-SP and the ILO technical assistance unit supporting R4D and more widely for future designers and implementers of projects combining training capacity development, training contractors and implementing labour-based projects. R4D faces delays because of administrative processes but does not currently require certified training for contractors. The lesson of spreading the planning and operations cycle over two years would be of greater relevance for R4D if certificated training is stipulated for R4D as proposed by ERA-AF as part of institutional capacity development.
Challenges /negative lessons - Causal factors	The challenge being addressed is the delays in implementing projects, having to continue working in adverse weather conditions in the rainy season and as a consequence higher costs. Project works from one batch being completed while the new batch is starting leads pressure on staff. The problem of delayed starts is also faced by R4D which in addition faces public sector processes related delays.
Success / Positive Issues - Causal factors	The positives are the better planning of works and timely implementation avoiding the problems of rehabilitation work in the wet season. The positives will be for the R4D programme and not for ERA-AF. It will be positive in the soundness of the advice and support ERA-AF is able to offer to DRBFC.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson if taken on board will be for the design of future projects in Timor-Leste and elsewhere since this project is already in its last annual planning cycle.

Project Title: Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)
Project TC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 15 March 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 2 (LL2)	Text
Brief description of lesson learned (link to specific action or task)	There are lessons to learn from investigating the reasons for the labour shortages in some locations to understand the situation and improve the planning of works to avoid such situations. The high level of rural poverty and underemployment offer a strong rationale for using the labour-based approach. Hence the labour shortages raise questions the choice of locations and planning and scheduling of works. and possibly other factors such as wage rates and conditions of work.
Context and any related preconditions	The context is that adequate labour supply is of key importance for the labour-based approach. Sufficient workers willing to work productively and getting paid a fair wage fulfils the twin objectives of successful projects completed in a timely manner and incomes for workers' households to support their livelihoods.
Targeted users / Beneficiaries	The Project itself will not benefit in its rehabilitation activity. But by analysing and understanding the situation it will be able to improve its capacity to support the R4D programme in planning works in the locations and in ways that are suitable for the labour-based approach. Other beneficiaries are implementers of labour-based projects in Timor-Leste and elsewhere.
Challenges /negative lessons - Causal factors	The challenge being addressed is the risk of poor performance of labour-based projects and ultimately the risk of the validity of the labour-based approach being questioned.
Success / Positive Issues - Causal factors	The positives are realising the twin benefits of effective asset creation and supplementing the livelihoods of underemployed and unemployed rural people on a substantial scale since GoTL and R4D are committed to the labour-based approach for improving and preserving rural roads.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson if taken on board will be for the design and implementation of R4D and similar projects in Timor-Leste and elsewhere. ILO staff will be better equipped to design and advise on the labour-based approach and its adaptation in the context of local labour situations and the works requirements related to the terrain.

Project Title: Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)
Project TC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 15 March 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 3 (LL3)	Text
Brief description of lesson learned (link to specific action or task)	There are lessons to learn from assessing the effects of improved access for the economic and socio-economic situation of rural people to demonstrate the value of investment in rural roads to policy makers.
Context and any related preconditions	The context is that the Project is collecting evidence in a variety of forms on the impact of improved roads, some of it for C & V purposes and others such as baseline and endline community snapshots, traffic counts, case studies and surveys(see Good Practice element 4). While the evidence for conducting a formal impact assessment is not present there is scope for conducting a qualitative meta-analysis to assess the effects of improved access.
Targeted users / Beneficiaries	The Project itself will benefit from demonstrating the effects when it is evaluated. The other beneficiaries will be the managers of R4D who could adopt the approach and show the effects of that programme and policy makers (national and donor) who are better informed about the impacts of the investment. The ultimate beneficiaries will be rural people if there is more investment in rural roads as a consequence. Other beneficiaries are implementers of road rehabilitation projects in Timor-Leste and elsewhere.
Challenges /negative lessons - Causal factors	The challenges being addressed are the complexities of conducting formal impact studies and as a consequence the difficulties of communicating to policy makers and donors of the value of investment in rural roads.
Success / Positive Issues - Causal factors	The positive is the value of providing the evidence for informing investment decisions in rural roads. In this specific case providing a way of collecting and using evidence which R4D could use to demonstrate the nature of its contribution to development.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson if taken on board will be for the design of future projects in Timor-Leste and elsewhere to incorporate an accessible approach for assessing the effects of projects if formal impact assessment is not possible (also see Good Practice element 4).

Appendix L Good practices

Project Title: Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)
Project TC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 15 March 2021

The 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 1 (GP1)	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Institutional development, capacity building and policy influencing are integral parts of the Project. They are needed in Timor-Leste because of the obstacles to the implementation of the ambitious rural roads programme (R4D) based on the RRMPIS. The obstacles are capacity within DRBFC to implement it, cumbersome GoTL administrative processes, ERA-AF has positioned itself well in relation to DRBFC in a strategic partnership with R4D-SP to address these obstacles. It has produced a concept note for the role of DTC within DRBFC in contractor development and improving the business environment for contractors and is preparing a White Paper for influencing policy in GoTL.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	There needs to be a willingness and ability on the part of DRBFC and other parts of GoTL to recognise the need to benefit from the recommendations and lessons from ERA-AF. Government budgetary constraints in recent years have been an obstacle but there is potential for improvement going forward since the budgetary situation has improved.
Establish a clear cause-effect relationship	The lessons learnt from the Project on what has worked well and the challenges, will resonate well with the DRBFC and R4D because of the similarities between the objectives and challenges of ERA-AF and R4D. The latter will operate on a larger scale and could see ERA-AF as a pilot.
Indicate measurable impact and targeted beneficiaries	In its institutional strengthening results area, ERA-AF already has measurable or assessable indicators on the adoption of its recommendations. They are concerned with establishment of counterparts to project staff on M&E and engagement with the private sector. Other measures will have to be specified on the use of training programmes developed by ERA-AF with DBTC and IADE and changes in systems and processes.
Potential for replication and by whom	In effect replication with the necessary adaptation is at the core of institutional strengthening and capacity development, in this case by relevant counterpart units within DRBFC which include DTC and managers of R4D.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	There is a close alignment between ERA-AF's and R4D's rural roads rehabilitation and the rural development pillar in the DWCP.
Other documents or relevant comments	The relevant documents include the Concept Note for contractor development and support, the related technical papers and the baseline contractor study.

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The 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 2 (GP2)	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The strong mutually beneficial collaboration between ERA-AF and DBTC and IADE has been of central importance for the Project given its core model to combine contractor training and roads rehabilitation. The collaboration is built on the Project working with the training institutes to develop training programmes, the Project supporting the institutes in their capacity development and the institutes adapting their offerings to meet Project requirements. For example DBTC staff act as supervisors and advisers of contractors and IADE staff have trained to improve their understanding of the construction business and both have prepared guides which contractors can use in the field.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	Such relationships are based on mutual benefits and trust built over a long time. The relationships between ILO projects and DBTC and IADE go back to 2012, first established during ERA I.
Establish a clear cause-effect relationship	The cause-effect relationships are in-built in mutually beneficial relationships. At the start of the ERA-AF, DBTC's capacity to provide labour-based training was limited because it had lost key staff. DBTC was motivated and enabled to rebuild capacity because of its confidence in the relationship with the Project. It was also supported by the Project through a training of trainers programme.
Indicate measurable impact and targeted beneficiaries	The measurable impacts are the number of contractors and supervisors they have trained and in DBTC's case the award of certificates for completed training at different levels. DBTC and IADE have collaborated with ERA-AF to develop and implement a contractor excellence scheme which is the subject of a separate good practice example (see Good Practice element 3).
Potential for replication and by whom	The replication could be by similar projects elsewhere but in this case there is potential and strong need for replication of the relationships between the two training institutes and DTC and R4D within DRBFC. This is related to the first good practice example above. DRBFC will need to develop a model of working with the institutes for contractor capacity development.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The links to higher ILO goals is the inclusion in the training material for contractors of decent work conditions.
Other documents or relevant comments	The relevant documents are course materials and guides produced by the two institutes and DBTC's business plan for its labour-based training unit.

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GP Element 3 (GP3)	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	A challenge facing all projects which include elements of training is assessing the quality of the output and outcome. For contractors and their staff the quality of their work in the field is important and this cannot be gauged by performance I a test. DBTC and IADE, in collaboration with ERA-AF have developed a tool for assessing the performance of contractors on business, technical and social responsibility aspects. The ERA-AF Contractor Excellence tool is used to assess contractors' performance and to recognise high quality contractor performance under the ERA-AF Contractor Excellence Scheme (ECES).
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The context is the need to assess the quality of contractors and to recognise good performance. It has wide applicability though there may be a need to adapt for specific contexts and there may be different preferences on the weighting of attributes.
Establish a clear cause-effect relationship	The technical performance, business and social responsibility attributes are well chosen to reflect performance.
Indicate measurable impact and targeted beneficiaries	The measurable or assessable impacts are the timeliness and quality of works of the contractors identified as well performing. The tool can also be used to identify poorer performing contractors who need support.
Potential for replication and by whom	The tool and its application can be readily replicable in different contexts. In Timor-Leste it can be readily used by R4D and other programmes engaging contractors. If the Project has not already recommended its use to R4D this would be a clear recommendation to make.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The engagement with government ministries, local administrations, private sector contractors and other agencies has significant implications for all aspects of ILO's goals, strategies and operations.
Other documents or relevant comments	The relevant documents include the description of ECES and DBTC / IADE assessments of contractors.

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The 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 4 (GP4)	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The Project has a well rounded Communications & Visibility (C & V) strategy incorporating multiple media reports on achievements and lessons learnt. Along with evidence on the impacts of rural roads improvements, it has a role through the demonstration effect, in influencing policies, practices and initiatives in Timor-Leste and more widely.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The context is the importance of communicating the benefits of rural roads and the labour-based approach for influencing policy and practice.
Establish a clear cause-effect relationship	The cause and effect relationships are C & V influencing: (a) practice on other projects in the short-term, and (b) national policies and donors in the longer term.
Indicate measurable impact and targeted beneficiaries	The assessable impacts are the adoption of practices by other projects in the short-term and influencing policy in the longer term which may be after the Project ends.
Potential for replication and by whom	The C & V strategy can be readily replicable in different contexts. In Timor-Leste it can be readily used by R4D and other programmes engaged in rural development and engagement with the private sector. If the Project has not already recommended its use to R4D this would be a clear recommendation to make.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The upward link is in communicating the achievements of the Project which are aligned with the DWCP, GoTL policy and the donor's objectives.
Other documents or relevant comments	The relevant documents and materials are the individual and community stories, Hametin bulletins, stakeholders' appearance on a TV programme.