



Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

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List of acronyms

AbF	-	Ai ba Futuru (Trees for the Future)
ADB	-	Asian Development Bank
ADN	-	Agência do Desenvolvimento Nacional (National Development Agency)
AEBT	-	Associação de Empreiteiros Com Base no Trabalho (Association of Labour-based Contractors)
AEMTL	-	Associação Empresarial das Mulheres de Timor-Leste (Association of Timor-Leste Business Women)
BMZ	-	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development, Germany)
BoQ	-	Bill of Quantity
C & V	-	Communications and Visibility
CBO	-	Community Based Organisation
CCA	-	(UN) Common Country Assessment
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
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
ERD	-	Estrada Rural Ba Dezenvolvimentu (also known as Roads for Development (R4D)
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)
FTE	-	Full-term Evaluation (or Final Evaluation)
GCF	-	Global Climate Fund
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 Empreazial (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)
OECD/DAC	-	Organisation for Economic Cooperation and Development / Development Assistance Committee
OiC	-	Officer in Charge
P&B	-	Programme and Budget
PAC	-	Project Advisory Committee
PARTISIPA	-	Partnership for Strengthening Village Development and Municipal Administration Programa Nasional Dezenvolvimentu Suku (National Programme for Village Development)
PND	-	Project Document
ProDoc	-	Partnership for Sustainable Agroforestry
PSAF	-	Partnership for Sustainable Agroforestry
PSRU	-	Private Sector Relations Unit within DTC of DRBFC
PwD	-	Person(s) with Disability
R4D	-	Roads for Development (also known as Estrada Rural Ba Dezenvolvimentu (ERD))
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
SDP	-	Strategic Development Plan
SO1	-	Specific Objective 1
SO2	-	Specific Objective 2
TA	-	Technical Assistance
TL	-	Timor-Leste
TOR	-	Terms of Reference
UNDAF	-	United Nations Development Assistance Framework
UNDP	-	United Nations Development Programme
UNEG	-	United Nations Evaluation Guidelines
UNSDCF	-	United Nations Sustainable Development Cooperation Framework

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 and the ILO. PSAF aims to “contribute to peaceful inclusive and sustainable development” through improved rural access, creation of employment, other economic opportunities, and a durable reduction in food insecurity and malnutrition.

The two components of PSAF are 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 ERA-AF, which aimed 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 no-cost extensions the Project was due to be completed by 31st March 2022 but further extended to June 2022. The scope of this Full-Term (or Final) Evaluation (FTE) specified in the TOR is the component implemented by the ILO in pursuing SO2 for the entire Project from its inception in June 2017 to the end of February 2022, one month prior to the Project’s scheduled end on 31st March. The evaluation has considered evidence and developments after 28th February, notably updated employment data and aspects of the exit strategy. Its purpose “is to review and take stock of what has been achieved, of any constraints/opportunities faced by the Project, and how they affected the achievement of the project outputs and objectives”.

The TOR for this evaluation stipulates: (a) use of OECD/DAC evaluation criteria covering Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability as defined in the ILO policy guidelines for results-based evaluations, and (b) assessment of “the extent to which the Project has achieved its outcomes and outputs” and “signs of project success or failure” for capturing the lessons learnt. Special attention was to be given to the exit strategy and the impact of the Project. 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 guided 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.

Summary of findings by evaluation 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 Strategic Development Plan (SDP) 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 SDP. 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. For the Project’s response to the needs of the tripartite constituents in the pandemic context, see *Validity of intervention design*.

Coherence of the project

While a high degree of coherence and mutually reinforcing benefits for the target communities were envisaged with PSAF-AbF as the partner project, later start of PSAF-AbF and design and operational aspects were obstacles to fully realising the benefits from the partnership. Nevertheless, there has been coordination between the two projects. ERA-AF has improved access for 11 of the 40 PSAF-AF intervention sucos and ERA-AF has been able to recommend contractors for water catchment works to be implemented by PSAF-AbF. There is strong coherence between ERA-AF and the ERD programme (Estrada Rural Ba Dezenvolvimentu, also

known as R4D) within DRBFC, responsible for implementing the RRMPIS. ERD is supported with technical assistance (TA) by ILO's R4D-SP (Support Programme) and more recently R4D-SP (Bridging Phase). Both these ILO TA projects have been key strategic partners of ERA-AF for its capacity development and institutional strengthening objectives.

While there is strong GoTL commitment to improve rural roads as a means of addressing rural poverty, the amounts allocated for rural roads have varied widely and on average remained below the requirements specified in the RRMPIS until 2020. The variable 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 ERA-AF, they along with GoTL budgetary constraints on DRBFC staffing and operations, have limited the Project's public sector capacity development elements and opportunities for trained contractors. There are important implications of these constraints for ERA-AF's exit strategy which are explained under *Sustainability*.

ERA-AF adhered to decent work principles (International Labour Standards (ILS), human rights-based approach and gender equality) by including the principles of paying fair wages (the statutory minimum wage at least), decent working conditions comprising H&S aspects, occupational insurance and non-discrimination on gender or other grounds in: (a) the socialisation process; (b) training of contractors; (c) contract conditions, and (d) site supervision and inspection.

Validity of intervention design

COVID-19 required cessation of Project field activities, training and implementation of rehabilitation, for 2.5 months. Project staff used the period of suspension to work on training and operations manuals, documents on capacity building initiatives and health and safety guidance for protection against COVID-19 in preparation for the commencement of field work with the requisite safeguards at the end of the suspension. A second aspect of the response to COVID-19 was the Project's participation in the implementation of ILO's support to GoTL's recovery efforts targeted at the poor and vulnerable affected by COVID-19. ILO support was USD 550,000 from its Regular Budget Supplementary Account (RBSA). ERA-AF's role in this support was to provide employment in routine maintenance for target groups in collaboration with R4D-SP.

The Project had a sound and adaptable approach to managing and mitigating risks. 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 Annual Technical Reports. The main sustainability risks were associated with obstacles to public sector institutional development which has culminated in the White Paper as an exit strategy for the Project (see *Sustainability*). Two related risk elements were: (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). Timely disbursements and advance payments to contractors at contract commencement and for financing equipment and materials purchase mitigated the risks.

A risk not explicitly stated in the assumptions and risks matrices is the failure of contractors. The acceptable cost envelope for competitive bidding within 10% of the engineering estimates for the works reduces the risk of contractors putting in unrealistically low bids and either failing or producing poor quality work. The training, continuing guidance and support and monitoring of contractors' performance using the ERA-AF Contractors Excellence Scheme (ECES, also see *Effectiveness*), and responding to low quality performance or failures by reducing the scope of works and terminating contracts mitigated this risk.

Effectiveness

The first sub-criterion under *Effectiveness* has been separated into two parts: Part (1) the extent to which project outcomes have been achieved, and Part (2) the extent to which the outputs achieved have benefited women and men and the agro-forestry communities. For Part (1), the extent to which output targets and outcomes have been achieved is examined under each result area. The comparison is with targets revised after the mid-term evaluation on behalf of the donor in 2019. The first target under Output 1.1 (*Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods*) under the *Improved market access* Result Area (Outcome) is 77 kms of roads rehabilitated. The Project has exceeded

this target by 5%. If the additional 19.3 km of roads in Viqueque, on which spot improvement was carried out are included, the total length of roads rehabilitated and improved exceed the target by 30%.

The next target area under Output 1.1, the number contracts awarded (34) has been achieved and contributed to the achievement of *improved market access* Outcome. The number of worker days (261,647 achieved against 238,500 target) and number of workers (5,025 workers against 5,133 target) targets have also been substantially achieved and generates short-term employment for communities served by the rehabilitated roads. The labour intensity has averaged 22% over all the roads. Potentially labour intensity could have been increased to generate more employment. The high material and equipment costs because of the more expensive climate resilient construction in hilly and steep terrains and local reluctance to the use of labour at gravel quarries have lowered labour intensity.

The remaining targets related to Output 1.1 are concerned with the gender of workers and contractors (30% or higher women project workers and contractors) and establishment of maintenance contracts. Women's participation as workers was 25%. While this is below the 30% target, participating women have appreciated the decent work principles and equal pay for work for equal value. The proportion of firms owned and managed by women which have implemented ERA-AF contracts is 53%. The Project's engagement with the active Association of Timor-Leste Business Women (AEMTL) is a contributory factor in achieving this level of participation. Other contributory factors are the training and other support provided to contractors which have contributed to effective implementation of roads rehabilitation.

On sustainable institutional capacity development for enhanced private sector performance (Output 1.2), the Project has fulfilled the objectives 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. Capacity within DRBFC to support contractors through training and to create an enabling business environment for them has not been achieved though some steps towards achievement of this output were taken. What was required for sustainability of contractor training and an enabling environment for contractors was outlined in a Concept Note (also see *Effectiveness of management arrangement and Efficiency*).

A major obstacle to achievement of this output has been 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 ERD contractors; (c) limited progress in strengthening DTC's (Department of Training and Cooperation's) capacity to support contractors, and (d) the cumbersome contracting and payment processes for contractors. A White Paper has been prepared as a part of the Project's exit strategy to set out a roadmap for making progress on capacity development and institutional reform (see *Impact orientation and Sustainability* below).

Under the improved skills of construction companies and local authorities Result Area (Outcome), the targets for the number of training and mentoring days have been exceeded and correspondingly the number of contracts awarded after completion of certified training for their personnel (a target under Output 1.1) have been met. These targets are indicators of inputs. Indicators of the quality of improved skills of construction companies not included in the Project's results matrix are: (a) the rating of contractors using the ERA-AF Contractor Excellence Scheme (ECES) developed by the Project, and (b) the number of contractors performing poorly. Sound average ECES ratings of contractors and just 2 out of 34 contracts terminated because of non-performance are indicators of improved skills. Achievement on the number of trainee days as inputs into the improved skills of local authorities in managing rural roads maintenance (Output 2.2) is 90% of target. The achievement is sufficient for the small number of maintenance contracts implemented and lack of certainty about the role of municipalities in maintenance because of the partial decentralization and lack of resources for maintenance at the municipal level.

In summary on Part (1), the *improved market access* Outcome has been achieved by the rehabilitated roads. The evidence is: (a) more than three-fold average increases in accessibility to markets, health centres and schools after rehabilitation of ERA-AF roads, and (b) between 9 and 10 fold average increases in motorcycle and small to medium sized four wheeled motorized traffic, and 44% fall in pedestrian traffic on them. Improved market access is complemented by wider benefits of improved access. Targets on the capacity of training institutions have been met but public sector institutional capacity has remained a challenge. The *improved skills of construction companies and local authorities* Outcome has been largely fulfilled.

Part (2), the extent to which the outputs achieved have benefited women and men and the agro-forestry communities, the immediate benefits were employment generated. Economic benefits of improved access for rural communities is through more produce being marketed and change in the crops planted to higher value cash crops and improved livelihoods of farmers. There is also greater access to employment opportunities and better prospects for local small businesses. These benefits take some time to develop. The non-economic benefits are improved access to basic services, education and health. Evidence collected by the Project and evaluators' interviews and focus group discussions show early evidence of the economic and non-economic benefits of rehabilitated roads.

Effectiveness of C & V (communications and visibility) is important for the donor to demonstrate contribution to development and for the ILO to communicate its capabilities in implementing projects, the achievements and their developmental benefits. A refreshed C & V plan, a monthly update of C & V, a monthly newsletter, presence on the Country Office website and social media activities have been in place since 2020.

Effectiveness of management arrangement

The Project Advisory Committee (PAC) brought together the stakeholders who were either directly engaged in implementing the Project or had an interest in its performance or could contribute to the sustainability of its outputs and outcomes. PAC meetings have been effective for sharing information and providing guidance 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 was 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 were intended to support institutional strengthening and capacity development within DRBFC. However this link has not been sufficient for the institutional strengthening and reforms required for establishing a sound process for developing the capacity of contractors and an enabling environment for them. The project has proposed an alternative approach in a White Paper (see *Sustainability*).

Efficiency of resource use

The Technical Assistance (TA) support and budget have been used judiciously to achieve the outputs. The Project has done well on cost control in roads rehabilitation and the length of roads rehabilitated and spot improved. The average rehabilitation cost achieved by the Project is USD 82,127 (EURO 73,914 at USD 1.00 to Euro 0.9 exchange rate) per km for rehabilitation and USD 67,451 (EURO 60,706) including spot improvement, as compared with USD 74,833 (EURO 67,350) per km in ProDoc. The actual rehabilitation cost is 9.7% higher than the estimate in the ERA-AF Project Document (ProDoc). This higher cost can be justified by the more difficult terrain and added climate resilient measures than originally anticipated. The average cost 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 ERD rural road rehabilitation. The cost levels achieved by the Project through cost effective operations and the favourable exchange rate movements have enabled the Project to well exceed the revised target of 77 kms of improved roads. However, determination of whether ERA-AF rehabilitation is cost efficient in comparison with ERD would require a comparison of life cycle costs. While such a comparison was beyond the scope of ERA-AF, it would be of value for the sustainability and efficiency of Timor-Leste's rural roads rehabilitation and maintenance programme.

The competitive bidding process for awarding contracts strikes a balance between cost efficiency and achieving quality. Other practices for achieving efficient operations are: (a) increasing the experiential learning content in training courses; (b) site supervision with DBTC staff support for performance improvement and cost effectiveness; (b) monitoring contractor performance through the ECES, and (c) intervening by either terminating or reducing the contracts of poorly performing contractors. However, implementation was slower than planned because of a combination of reasons, delays earlier because of slow agreement from GIZ for the first batch of roads and obtaining the licence for using FIDIC contract templates and later during implementation because of adverse weather conditions, landslides, local objections and obstructions by people, slow or poor performance by contractors and labour supply issues.

TA support to the two institutions and financial support to DBTC have enabled leveraging greater engagement of DBTC and IADE to deliver more experiential training and practical support for contractors on site. The TA budget has also been used to support DRBFC in establishing the Private Sector Relations Unit in DTC, with the aim of getting DRBFC more engaged in capacity development of contractors and developing an enabling environment for them for more effective and sustainable implementation of ERD.

Impact orientation

The Project has incorporated decent work conditions for workers in contractors' training and contracts. Whether there is wider adoption of the decent work principles depends on the effectiveness of the efforts of ERD in retaining the requirement for contractors to comply with decent work principles and more broadly on public sector and private 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. 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. As it became clear that MPW and DRBFC priorities and resources do not permit their proactive role in contractor training and creating an enabling environment, the Project proposed a different approach involving a wider range of stakeholders within GoTL and outside in a White Paper which was a key part of its exit strategy (see *Sustainability*).

The poverty reduction impact is through the economic and non-benefits identified under Effectiveness, arising from improved access through more produce being marketed, change in the crops planted to higher value cash crops, greater access to employment opportunities and better prospects for local small businesses. The non-economic benefits are improved access to basic services, education and health, which have longer term poverty reduction effects. The benefits and poverty reduction effects will take some time to develop but as noted under *Effectiveness*, the evidence collected by the Project and evaluators' discussion with local people offer evidence of the Project's contribution to improved livelihoods and reduced poverty.

Sustainability

Under *Impact orientation* reference has been made to the obstacles to making an impact on national and municipal policies of the models developed and implemented by ERA-AF for training and managing contractors and creating an enabling environment. The exit strategy referred to below offers a way forward for addressing the challenges. ERA-AF has been broadly successful in developing the capacity of the two training institutions, DBTC and IADE. DBTC has a functioning LBT Unit which has developed sound capacity for classroom and practical labour-based training. IADE trainers have enhanced their capacities through courses on technical aspects relevant for managing construction sector contracts.

DBTC's LBT Unit has been highly dependent on ERA-AF for its financial viability. The LBT Unit is making progress towards addressing initial concerns about its financial viability after the end of ERA-AF, by implementing its business plan developed with ERA-AF support. Implementation of the business plan has yielded additional income streams and widening of its client base. Examples among others are environmental and social safeguard training for R4D (Bridging Phase) and training for implementation of climate resilient infrastructure for UNDP – GCF (Global Climate Fund). These are in addition to hiring of rollers through its equipment hire initiative.

Given the scale of ERD and related continuing need for training of contractors and their staff, its training requirements, alongside other activities DBTC is developing, could be sufficient to secure its financial sustainability and further develop its expertise. However, to date DRBFC's use of DBTC's services has been classroom based "refresher training" yielding low and variable income and inadequate training for contractors. While this is a challenge for DBTC's LBT Unit, it is also an issue of concern because of the implied deficiency in the capacity building provision for DRBFC and municipal staff and small contractors and their staff.

In addition to its role in developing the capacities of DBTC and IADE and requiring that ERA-AF contractors and their staff have the requisite accredited training, ERA-AF has demonstrated a number of key aspects of

an enabling and supportive environment for small contractors: (a) transparent bidding and contract award process; (b) clear and unambiguous contract conditions; (c) monitoring of performance and guidance and support during project implementation; (d) timely payment according to contract; (e) ensuring access to sufficient finance, and (f) ensuring access to equipment and materials.

The lessons learnt on ERA-AF can be adapted for ERD and other public sector programmes offering opportunities for small contractors. However, as noted under *Effectiveness* and *Effectiveness of management arrangements*, MPW / DRBFC priorities and resources have been obstacles to ERD benefiting from the lessons. In consultation with private construction sector representatives, ERA-AF has produced a White Paper, which in effect is ERA-AF's exit strategy, outlining the way forward for adapting the lessons from ERA-AF on strengthening small scale contractor sector and improving the effectiveness and efficiency of their work on ERD and more widely. The recommendations in the White Paper are grounded in evidence based on analysis. The paper recognises that multiple public and private sector stakeholders need to be involved and proposes that ADN (Agência do Desenvolvimento Nacional or National Development Agency) takes the lead and that ILO and other international partners are involved. MPW and DRBFC would be important stakeholders in formulating and implementing the proposed reforms. Given the complex set of issues to be addressed and the multiple stakeholders, setting a timeline and milestones, which are not included in the White Paper, is also important.

Tripartism, social dialogue, gender equality and non-discrimination

The socialisation process at the 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 were the main means used to mainstream ILS and address gender equality and non-discrimination. A remarkable achievement of the project on gender equality and women's empowerment is the high proportion (53%) of contractor firms owned and managed by women who were awarded ERA-AF contracts. Women owned firms have performed well, out-performing a number of contractor firms owned by men on project completion and ECES ranking. 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, 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 had 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 slow progress and delays because of procedural, human and natural factors, including the pandemic. The Project had the systems, processes and resilience to adapt but required additional time to complete its training and rehabilitation activities albeit with no-cost extensions.

The human reasons for delays at the local level have been concerns of some local people on the adverse effects of road alignment and construction on farmlands and other assets, obstruction by interest groups such as veterans, contractors not benefiting from the Project and others in local leadership positions pursuing self interest. Adequacy of labour supply has also been an issue in some locations. Local labour supply shortages could be for a number of reasons, seasonality of labour requirements in other activities, the wage rate, local socio-political situation or simply not sufficient people in the target group in the locality. At a broad level, the labour-based approach has a strong fit with the rural socio-economic context in Timor-Leste. But the human reasons for delays indicate that there is a need to obtain a better understanding of local socio-political and labour supply complexities and based on this understanding, development of policies and practices to reduce delays for ERD and jeopardise implementation of the labour-based approach. The Project wage rate is aligned with the statutory minimum wage rate which was set in 2012. A wage rate and labour supply study is needed to assess whether the wage rate is appropriate for the labour-based approach along side an understanding of other aspects affecting labour supply.

An aspect which the evaluation was not asked to address is the balance between the initial level of investment in roads, their durability, the road 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 ERD. The factors likely to affect the comparison are the initial level and type of rehabilitation, type and level of traffic and maintenance regimes.

ERA-AF's collaborations with DBTC and IADE have been of central importance in providing training to contractors. ECES developed in collaboration with DBTC and IADE is an excellent initiative for assessing the quality of the contractors trained and monitoring their performance. In the course of implementation and for mitigating some risks and through the contractor tracer study, the Project has gained a sound understanding of the issues faced by contractors and developed models for training and managing contractors and creating an enabling environment for them. Using the knowledge gained in supporting capacity development has remained challenging because of reasons beyond the Project's control, though the White Paper shows a way forward.

Recommendations

There are just three recommendations arising out of the lessons from ERA-AF for stakeholders committed to enhancing ERD and improving the capacities and prospects for small contractors.

1. **Following up on the proposals in the White Paper and making the process of consultation and actions timebound with milestones is recommended.** This is of key importance if the benefits from the lessons learnt from ERA-AF and the wider reforms are not to be lost. Because of the number of stakeholders involved and the complex issues which need to be addressed, there is a danger that the White Paper may remain a vehicle for debate and discussion if the process is not timebound. **Key multilateral and bilateral donors and development partners with a common interest in the reforms could make important contributions.** *(Responsibility: ADN, DRBFC, MPW, R4D-SP (Bridging Phase) and potentially the next phase of R4D-SP, ILO CO-Jakarta, DWT-Bangkok and other key development partners to include DFAT, EU, JICA, ADB and the World Bank).*
2. **A study of the socio-political and labour supply issues, including the appropriateness of the wage rate based on the statutory minimum wage rate set in 2012, which affect implementation and cause delays is recommended.** The aim of the study would be to formulate better informed policies and practices to reduce the delays for ERD and the risk of jeopardising implementation of the labour-based approach. *(Responsibility: DRBFC, R4D-SP (Bridging Phase) and potentially the next phase of R4D-SP & DWT-Bangkok)*
3. **A comparison of road life cycle costs between ERA-AF and R4D is recommended.** ERA-AF roads are being rehabilitated at an average cost well below those of ERD. The study would yield valuable results for improving the effectiveness and efficiency of ERD and other rural roads rehabilitation and maintenance. *(Responsibility: ADN, MPW, DRBFC, R4D-SP (Bridging Phase) and potentially the next phase of R4D-SP and DWT-Bangkok).*

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 “contribute to 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”.

Timor-Leste’s economy is highly dependent on public sector expenditure drawing on accumulated earnings from the oil and gas sector.¹ About 70%² of its total population of about 1.3 million lives in rural areas. According to the latest available assessment of poverty incidence conducted by the World Bank in 2014,³ nearly 42% of the national population had consumption below the national poverty line. For the rural population poverty incidence was just over 47% implying that nearly 80% of the nation’s population below the poverty line in 2014 was rural. While national and rural poverty incidences are likely to have declined since 2014, they and their causes still remain important concerns. The more recent UN Common Country Assessment (CCA)⁴ noted that Timor-Leste has the highest multidimensional poverty rate among Southeast Asian countries, with nearly 46% of the population multidimensionally poor (56% in rural areas compared with 18% in urban areas).

Large proportions of the rural population remain dependent on low productivity primary production (mainly farming, fishing and forestry). While most households dependent on primary production sell some produce, subsistence production remains a significant livelihood source for many. Low productivity and insufficient diversification into higher productivity activities explain poor rural livelihoods and the high poverty incidence. A major constraint on improving rural livelihoods and access to basic services is the poor rural road network. The key importance of meeting the challenge of improving rural access is recognised in SDP 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 RRMPIIS) for upgrading and maintaining the core rural road network⁵ through the Roads for Development (R4D)⁶ 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 agro-forestry areas, employment and economic opportunities for the local population” over a period of 48 months (June 2017 to May 2021). The Project was granted 10 months of no-cost extensions⁷ by the donor bringing the Project end date to 31st March 2022. A further 3 month no-cost extension to 30th June 2022 has been granted to complete handover of the road assets created and to work towards putting the exit strategy on a more sound footing.

Both the projects have been implemented in the four eastern-most municipalities in Timor-Leste, Baucau, Viqueque, Manatuto and Lautem (see Figure 1). 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 road length 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

¹ Scheiner, C. (2021) *Timor-Leste economic survey: The end of petroleum income*, Asia & the Pacific Policy Studies, 8(2), 253–279.

² 68.7% in 2020 according to World Bank country data.

³ World Bank (2016) *Poverty in Timor-Leste 2014*. Washington DC.

⁴ United Nations in Timor-Leste (2019) *Common Country Assessment for Timor-Leste*.

⁵ For further information on the core road network see section 4.3 in which coherence of the Project is evaluated.

⁶ Also known as Estrada Rural Ba Dezenvolvimentu (ERD) programme. ERD is used more commonly in this report.

⁷ Two 5 month extensions.

in September 2020. The total EU budget for ERA-AF is Euro 12 million with a contribution of Euro 200,000 by the ILO.⁸

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".⁹ 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 2011-16¹⁰ which also had the combined objectives of rehabilitating and maintaining roads and developing the capacities of small contractors. EU was the donor for ERA I as a part of its Rural Development Programme in Timor-Leste.

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 was intended to offer opportunities to collaborate with ERD and R4D-SP (Support Programme) and exploit synergies in developing a sustainable strategy for rural roads in Timor-Leste.

2 Purpose, scope and clients of the evaluation

According to the Terms of Reference (TOR) the scope of this Full-term Evaluation (FTE) is the component implemented by the ILO in pursuing SO2 from its inception on 1st June 2017 to 28th February 2022, one month prior to the Project's scheduled end on 31st March. With a further no-cost extension the Project is due to end on 30th June. The evaluation has considered evidence and developments after 28th February, notably updated employment data and aspects of the exit strategy. The geographical coverage of the evaluation has included all locations where the Project operated. Given the extensive nature and geographical spread of Project operations and the time available for data collection, the evaluation has endeavoured to select samples of road projects and localities to be representative of the diverse conditions. There are further details under 3. *Evaluation questions, methodology and limitations*. The evaluation encompasses gender equality and disability as cross-cutting aspects.

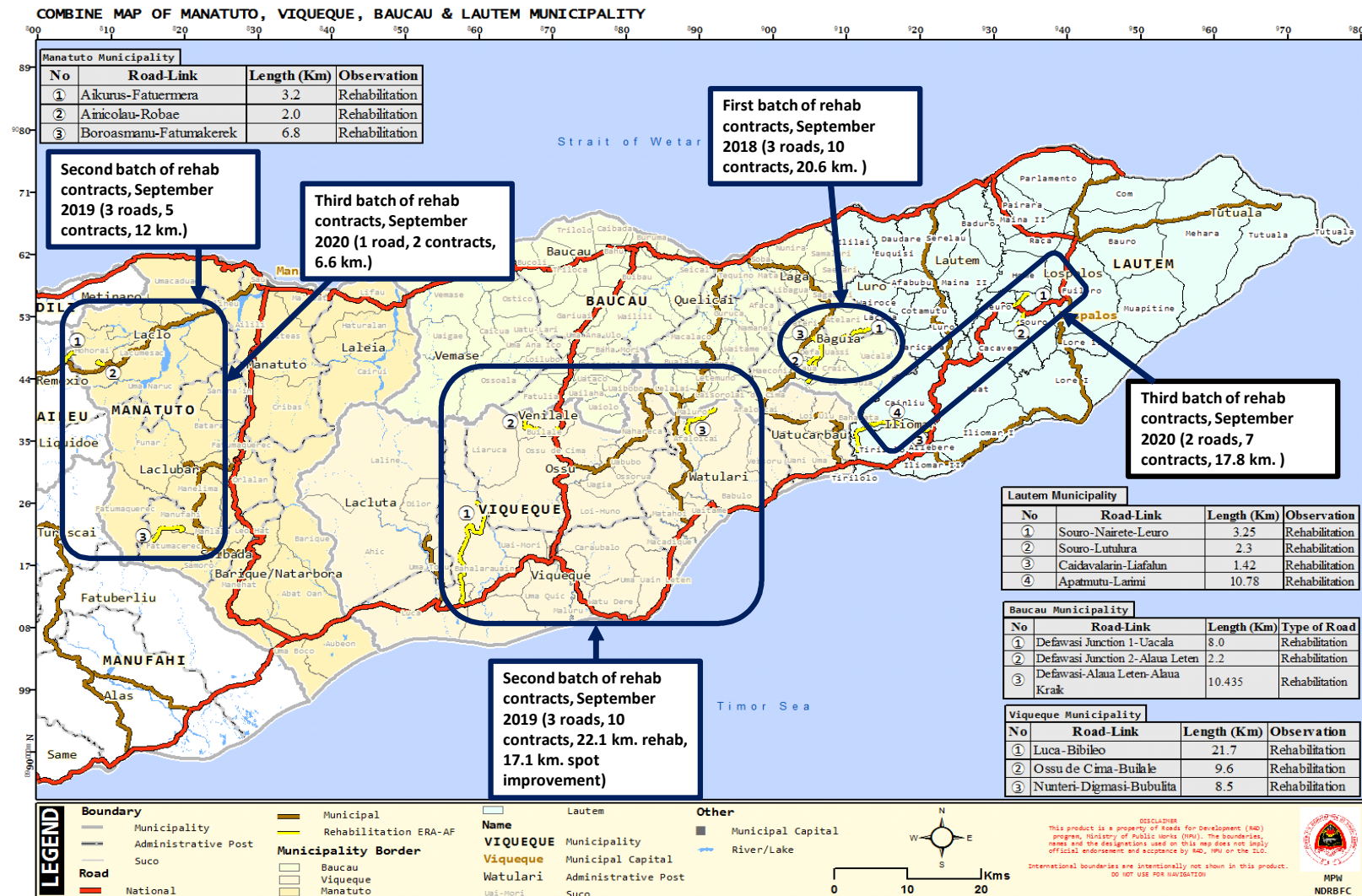
Purposes of ILO evaluations are assuring accountability, learning lessons and where appropriate (typically for Mid-term Evaluations) for recommending improvements. The purpose of this FTE stated in the TOR "is to review and take stock of what has been achieved, of any constraints/opportunities faced by the Project, and how they have affected the achievement of the project outputs and objectives". The TOR stipulates that it should: (a) use the OECD/DAC evaluation criteria covering Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability as defined in the ILO policy guidelines for results-based evaluation in ILO (2020a), complemented by the ILO specific "Tripartism, social dialogue, gender equality and non-discrimination" criterion, and (b) assess "the extent to which the Project has achieved its outcomes and outputs as specified" and "signs of project success or failure" for capturing the lessons learnt. The TOR stipulated that special attention is to be given to the exit strategy and the impact of the Project.

⁸ The donor used the Euro as the currency for its contribution and its disbursement. The budget amounts on the front page of this evaluation in USD has been computed by using the USD 1.00 to Euro 0.9 exchange rate in the ERA-AF Project Document (ProDoc). There is discussion of the implications for the Project of Euro to USD exchange rate fluctuations under the *Efficiency* criterion in section 4 (Findings of the evaluation by criteria).

⁹ <https://www.ilo.org/global/topics/employment-intensive-investment/lang-en/index.htm>

¹⁰ Henceforth ERA I in this report.

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



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 criteria which form the basis for the evaluation frame (see 3. *Evaluation questions, 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 for the remaining duration;¹¹ (b) the R4D-SP (Bridging Phase) team; (c) the PSAF-AbF and GOPA¹² teams; (d) the ILO Country Office for Indonesia and Timor-Leste; (e) the Decent Work Team (DWT) and in particular the EIIP specialist in the DWT team 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 (NAO) in the GoTL Ministry of Finance; (g) ADN (Agência do Desenvolvimento Nacional or National Development Agency) which has oversight of the national development strategy and responsibility for auditing development projects; (h) DRBFC, and within it the R4D programme and Department of Training and Co-operation (DTC), in the GoTL Ministry of Public Works (MPW); (i) Don Bosco Training Centre (DBTC) and the Instituto de Apoio ao Desenvolvimento Empresarial (IADE - Institute for Business Development Support), both as partners of the Project for training contractors and supporting their capacity development, and (j) the Chamber of Commerce and Industry of Timor-Leste (CCI-TL) as a private sector development partner in developing contractor capacity and an enabling environment for contractors. Other important stakeholders for whom the evaluation is of value are the municipal administrations, KSTL (Confederation of Trade Unions in Timor-Leste) and AEMTL and the newly formed labour-based contractors' association (Associação de Empreiteiros Com Base no Trabalho (AEBT)).

ADN was not identified as a stakeholder in ProDoc and the TOR for this evaluation. It has been recognised by ERA-AF as being of key importance because of its role in auditing ERD projects and its potential role in the exit strategy for ERA-AF (see *Effectiveness, Sustainability and Recommendations*). The target beneficiaries of the evaluation are the rural people of Timor-Leste who could benefit from the lessons learnt, leading to improved performance of continuing and future rural roads rehabilitation and maintenance projects in Timor-Leste resulting in more and more effective employment and improved access. There could also be benefits for rural people elsewhere from the lessons learnt.

The EIIP approach 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 ILO¹³ have been used to review the Project's results matrix and to articulate the key objectives and processes for the purpose of this evaluation. Table 1 applies the RBM model at a general level to ERA-AF with some qualifications required because of the nature of ERA-AF as an

¹¹ As noted earlier while the project formally ended on 31st March 2022, a no-cost extension to 30th June 2022 has been granted.

¹² GOPA Worldwide Consultants is implementing the PSAF-AbF Project on behalf of GIZ.

¹³ ILO (2011) *Applying Results-Based Management in the International Labour Organization: A Guidebook, Version 2*.

EIIP project. The human resource inputs used in Table 1 are identified as technical, management and administration expertise and labour. For a conventional production process, labour would be solely an input in the RBM framework, but in Table 1 it is noted that employment of beneficiaries is an input for asset creation and an output of the Project in the form of employment generated.

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.	<ul style="list-style-type: none"> • Improved market access. • Improved skills of construction companies and local authorities.
Impacts	Long-term or higher level likely or actual effects.	Contribution to the improvement of livelihoods through employment and improved access.

The activities are the operations and management processes which convert the inputs into outputs. 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 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 outcomes at the ERA-AF level are improved market access and Improved skills of construction companies and local authorities and the impact is contribution to improved livelihoods through employment and improved assets. The impact at PSAF level, contribution to the peaceful, inclusive and sustainable development. 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, 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 Timor-Leste's rural roads rehabilitation programme. The evaluation has been structured to bring out the complementarities and interdependencies between outputs and activities and relationships between outputs and activities on the one hand and the outcomes and impacts on the other.

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 (see *Evaluation criteria and Key evaluation questions* in the evaluation TOR included as Appendix A), with some minor amendments in wording and an addition. The TOR for the evaluation did not include a question on the effectiveness of the Communications and Visibility (C & V) strategy. During the review of the draft Inception Report it was proposed that effectiveness of the project's C & V strategy should be included since it is an important aspect of the project for dissemination of knowledge and of particular interest to the donor. This question has been included under the *Effectiveness* criterion as **EFF2**. As noted in Section 2 above, codes are assigned to the criteria and sub-criteria¹⁴ 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 remained relevant to the SDGs, EU priorities, ILO Programme and Budget, and Decent Work Country Programme." An amendment from the statement of the specific questions in the TOR is to separate the two questions in **EFF1** into Part (1) and Part (2). The rationale for the separation is explained under *Effectiveness* in section 4.5.

Appendix B 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 three sub-criteria which refer to the relationship between ERA-AF and PSAF-AbF, **CP1**, **EFN3** and **IM1**. Other examples are two sub-criteria related to response to COVID-19 (**RS2** and **VID1**) and 4 sub-criteria related to decent work principles (**CP2**, **TRI1**, **TRI2** and **TRI3**). The interlinkages between sub-criteria are highlighted in the evaluation narrative.

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 remained relevant to the SDGs, EU priorities, ILO Programme and Budget, and Decent Work Country Programme.	RS1
Whether and to what extent it has responded to the needs of the tripartite constituents, beneficiaries and recipients vis-à-vis COVID-19 pandemic.	RS2
Coherence of the project	CP
The extent of synergy, collaboration, and compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by the Government of Timor Leste and ILO such as R4D- SP (Bridging Phase), ILO RBSA project, Spotlight Initiative and social partners.	CP1
The extent to which the ERA-AF interventions adhered to decent work principles, including International Labour Standards (ILS), a human rights-based approach and gender equality.	CP2
Validity of intervention design	VID
To what extent has the COVID-19 pandemic affected the Project, and what measures – if any – have been taken to address encountered effects from the pandemic?	VID1
Were project risks properly identified and assessed. How effective were the mitigation measures taken by the project in addressing the identified and assessed risks?	VID2
Effectiveness	EFF
To what extent the project outcomes have been achieved? (Part 1)	EFF1
To what extent have 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? (Part 2)	
How effective are the communications and visibility (C & V) activities of the Project?	EFF2
Effectiveness of management arrangement	EFM

¹⁴ 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
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
Efficiency of resource use	EFN
The extent to which the intervention delivers results in an economic (financial, human, technical support) and timely way.	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?	EFN2
To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component and other ILO projects?	EFN3
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 Strategic Development Plan)? What level of influence is the project having on policies and practices at national and municipal level?	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 after the project has ended, by partner external organizations e.g. the capacity of Don Bosco Training Centre?	SU1
How has the exit strategy worked up to the end of the Project, and what are foreseen issues with regard to this strategy?	SU2
Tripartism, social dialogue, gender equality, disability inclusion and non-discrimination	TRI
The extent to which the project has mainstreamed International Labour standards, tripartism, social dialogue, gender equality, disability inclusion and non-discrimination cross-cutting issues into its design, strategy, selecting of target groups, resource allocation to achieve the results, and implementation?	TRI1
What have been the results on gender mainstreaming and disability inclusion?	TRI2
Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism?	TRI3

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 about 70 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 90 persons (see Appendix D), and (d) visits to three of the four Project municipalities.

The three municipalities visited were Baucau (the municipality in which the first batch of contracts were implemented), Viqueque (the municipality in which the second batch of contracts were implemented) and Lautem, the eastern most of the four municipalities in which the third batch of contracts were implemented (see Figure 1 for map). Manatuto Municipality in which the second batch contracts (the same batch number as Viqueque) was not visited. The rationale for limiting the field visits to three municipalities and the choice of municipalities was to include a representative sample of the oldest and newest roads and local and municipal contexts within the time allotted for the field visit. This option was considered to be preferable to covering all the municipalities on two main interrelated grounds. The first was to provide sufficient time for evaluating the key aspects of ERA-AF: (a) the quality and appropriateness of the rehabilitation and maintenance, the latter for roads for which the project has implemented routine maintenance; (b) the impact

of improved roads on communities; (c) the capacities of contractors, and (d) the capacities and involvement of municipal administrative and technical staff. The second ground was to compare older (first batch) and more recent investments from the technical, socio-economic impact and capacity development perspectives.

The schedule of field visits conducted between 14th and 18th March 2022 included: (a) interviews and focus group discussions (FGDs) with municipal officials (administrators and public works staff), contractors, project workers, local residents and communities, and (b) technical inspection of a selection of roads rehabilitated by the project (see Appendix E for the schedule). 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. A meeting was held with the manager of the GOPA team implementing PSAF-AbF activities to obtain information on collaboration and coordination between PSAF-AbF and ERA-AF.

ERA-AF road projects and their localities were visited to interview contractors, project workers and community members and to undertake technical inspections of roads to evaluate the quality of roads as an output of the Project. The aims of the technical inspections were to evaluate: (a) the quality of roads constructed as one of the outputs of the project, and (b) the sustainability of the benefits of improved access offered by the roads through the established maintenance regime. Appendix F sets out the procedure and checklist for the technical inspection of roads.

The mode of conducting the evaluation was the international evaluator (Kirit Vaidya) working remotely from the home base and the national evaluator (Evangelino de Savio) in Timor-Leste. This mode was a response to the restricted mobility of the international consultant because of reduced flights as a consequence of the global and regional prevalence of COVID-19. 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 H for the overall evaluation schedule).

The stakeholder analysis in the ERA-AF Project Document (ProDoc)¹⁵ was the basis for identifying the key individual and organisational informants to be interviewed in the municipalities, in Dili and internationally. 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 roads 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, a contractors' association supporting women contractors and the newly formed labour-based contractor's association).

In addition to the key informants outside the Project team, of key importance were virtual meetings with the Project Manager, the national consultant supporting the M&E function and group discussions with members of the ERA-AF Project team on operational, training and private sector development aspects. It was very valuable to obtain the perspectives of women and men Project workers, other members of local communities

¹⁵ ILO (2017c) *Project Document: ERA Agro-Forestry "Improving access to agro-forestry areas", Annex I Description of Action Contribution Agreement with ILO.*

and contractors (see Appendices D and E). Table 3 categorises the persons consulted by their organisational affiliation, stakeholder status in relation to the Project and by gender.

Table 3: Number of persons consulted, their affiliations and relationship with the Project

Stakeholder types	Organisation / Description	Women	Men	Total
ERA-AF Project Team		2	6	8
Enabling partners	ILO Office for Indonesia and Timor-Leste, ILO Evaluation Team (ROAP), ILO DWT Support Team – EIIP Specialist, European Union Delegation in Timor-Leste, National Authorising Office (GoTL), Ministry of Public Works (GoTL),	4	5	9
Implementation partners	GIZ/GOPA, R4D-SP (Bridging Phase), IADE, DBTC, Municipal officials (Baucau, Lautem and Viqueque), Contractors (Baucau, Lautem and Viqueque)	8	12	20
Support and coordination partners	AEMTL, AEBT, CCI-TL, KSTL	3	3	6
	Total (Project Team & Partners)	17	26	43
Project beneficiaries	6 FGDs with community members benefiting from Project employment and rehabilitated roads (including 2 women only FGDs) and interviews with 8 maintenance workers (including 1 with disability)	28	18	46
	Overall Total	45	44	89

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) formed a robust basis for the evaluation. In addition, feedback received during the debrief session on 8th April 2022 attended by ILO and external stakeholders has been invaluable for elaborating and refining the evaluation.¹⁶

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 and differences in their perspectives, and (c) any unconscious biases in the evaluators' exercise of judgement. Mitigation measures have been: (a) to differentiate between the reporting of facts and statements of judgement, and (b) to provide clear indication 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. One specific limitation was that because of restrictions on international travel

¹⁶ The debrief session was attended by the ILO Country Office Director, the Evaluation Manager, ILO National Programme Coordinator, ILO EIIP Specialist, ERA-AF Project Manager and staff, representatives from the donor, NAO (National Authorisation Office) representatives, R4D-SP (Bridging Phase) staff and GIZ and PSAF-AbF staff.

the international consultant was unable to meet stakeholders in person and visit the municipalities and inspect the project roads. Another was the need to form judgements based on interviews and FGDs with samples of contractors, workers and community members and inspection of sample roads. Mitigation of reliance on samples was a judicious choice of the samples to be representative of overall conditions as far as possible.

The inability of the international evaluator to inspect project roads in person was very adequately mitigated by: (a) the local evaluator being a qualified and experienced civil engineer; (b) use of a detailed technical inspection process and a checklist, and (c) joint review by the two evaluators of the photographic and video evidence and the national consultants' observations. 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 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. The evaluation has complied with the United Nations Evaluation Guidelines (UNEG) Norms and Standards¹⁷ 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 the *Effectiveness* sub-criterion, **EFF1** (*To what extent the project outcomes have been achieved? To what extent have 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?*), 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. Differences between the key stakeholders' 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 ensure comprehensive coverage, show the interdependences between the sub-criteria and produce a holistic evaluation.

4.2 Relevance and strategic fit

In considering sub-criterion **RS1** under *Relevance and strategic fit* (*The extent to which the Project has remained relevant to the SDGs, EU priorities, ILO Programme and Budget, and Decent Work Country Programme*), relevance with respect to the Timor-Leste Decent Work Country Programme (DWCP) is considered first. DWCP 2016-20 has three priority areas: (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 DWCP 2016-20 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. This DWCP outcome is aligned with GoTL's development strategy (see **CP1**). 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

¹⁷ <http://www.unevaluation.org/document/download/2787>

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% 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.

The Project aligns with Outcome 1.3 (Promotion of climate resilient employment-intensive investment programmes for socio-economic development) under DWCP Priority 1 (Employment promotion and enterprise development) DWCP 2022-25 which is in working draft form. Further by incorporating decent work principles it contributes to DWCP Priority 2 (Enhanced protection of workers and social protection).

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. The Project's contribution to SDG 16 aligns with the higher level impact for PSAF AbF and ERA-AF projects jointly.

EU's donor support for the Project was part of its National Indicative Programme, 2014-2020 under the 11th European Development Fund (EDF). The EU is a long-standing development partner of Timor-Leste and the second largest provider of grant development aid to Timor-Leste, after Australia. EU's total aid to Timor-Leste under the 2014-2020 Indicative Programme was EUR 95 million of which EUR 57 million (60%) was 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's rural development priorities¹⁸ and the ILO and UN agenda.

ILO's Transitional Strategic Plan and Programme and Budget (TSP and P&B 2016-17) set out its strategic objectives and expected outcomes centred on ten policy outcomes. 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." The Project remained 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).

¹⁸ See **CP1** for GoTL priorities and initiatives.

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. The United Nations Sustainable Development Cooperation Framework (UNSDCF) for Timor-Leste identifies six priority areas for UN support to national efforts to develop the capacities and systems of Timorese institutions and empower the most marginalized rights-holders, in particular women, children, the poor and rural communities. Table 4 maps ERA-AF aims against four of the UNSDCF Priority areas.

Table 4: Mapping ERA-AF aims against UNSDCF Priority areas

UNSDCF Priority Areas	ERA-AF aims
Priority 1: Nutrition, food security and agricultural productivity have improved for all, irrespective of individual ability, gender, age, socio-economic status and geographical location.	Improving roads for rural communities marginalised by poor access;
Priority 2: People throughout Timor-Leste in all their diversity, especially women and youth, benefit from sustainable economic opportunities and decent work.	Empowering women by providing decent employment and opportunities for women contractors.
Priority 3: All people of Timor-Leste, particularly excluded and disadvantaged groups, have increased access to quality formal and innovative learning pathways and acquire foundational, transferable, digital and job-specific skills.	Contractor training and institutional strengthening to improve and apply skills.
Priority 5: The people of Timor-Leste, especially the most excluded, are empowered to claim their rights, including freedom from violence, through accessible, accountable and gender-responsive governance systems, institutions and services at national and local levels.	Protecting vulnerable women and children by participating in the joint EU-UN Spotlight initiative.

RS2 (Whether and to what extent it has responded to the needs of the tripartite constituents, beneficiaries and recipients vis-à-vis COVID-19 pandemic) has two dimensions: (a) measures to protect project participants from the pandemic, and (b) intervention to provide additional livelihood support to counter the adverse impact of COVID-19. Two of the relevant interventions, the ILO RBSA project and the Spotlight initiative are specifically referred to under the next criterion, *Coherence of the project*. However, since the question has strong complementarities with the *Validity of intervention design* question **VID1** (*To what extent has the COVID-19 pandemic affected the Project, and what measures – if any – have been taken to address encountered effects from the pandemic?*), it is addressed in more detail alongside **VID1** below.

4.3 Coherence of the project

Project coherence is concerned with its compatibility with other interventions. The first question under this criterion, the extent of synergy, collaboration, and compatibility of interlinkages between ERA-AF and PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by the Government of Timor-Leste and ILO such as R4D-SP (Bridging Phase), ILO RBSA project, Spotlight Initiative and social partners (**CP1**) is multidimensional. This part of the evaluation starts with the context of Timor-Leste's development priorities which is relevant for evaluating synergies, collaboration and compatibility of ERA-AF with: (a) the GoTL ERD programme and ILO's support to it through R4D-SP and more recently R4D-SP (Bridging Phase),¹⁹ and (b) the PSAF-AbF GIZ component.

¹⁹ R4D-SP, the ILO project financed by DFAT, Government of Australia, to provide policy, planning and implementation support to ERD operated between April 2017 and June 2021. R4D – SP (Bridging Phase) operational between July 2021 and December 2022 continues this support.

As noted earlier,²⁰ a major constraint on improving rural livelihoods and access to basic services is the poor rural road network. According to RRMPIS²¹ about 13% of rural roads were in good condition in 2015. As a result motorised transport on large parts of the rural road network is restricted. Poorly connected rural people spend up to 30% 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) Strategic Development Plan (SDP) 2011-2030.

SDP addresses three key areas: (a) social capital; (b) infrastructure development, and (c) economic development. ERA-AF was planned to contribute to an important area of infrastructure development, and to the other two key areas in the SDP as explained below. SDP 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 SDP has been followed by DRBFC with support from DFAT and the ILO²² 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% of the rural population. The remainder are rural roads. Of these, roads which connect sucos²³ to National or Municipal roads or to urban centres and serve more than 500 people, categorised as Class D roads²⁴ and referred to as the core rural roads, serve 49.3% of the rural population. Therefore, rehabilitated National, Municipal and Class D roads between them would serve almost 90% 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% of Class D roads could be rehabilitated and brought under maintenance by 2020. A further 10 years at investment levels of about USD 30 million per year would be required to complete the rehabilitation of all 1,975 kms of Class D roads. 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, because of the slower than planned progress in implementing RRMPIS there was need for additional donor support and technical assistance to supplement GoTL efforts to rehabilitate the core rural road network²⁵ and more importantly to:

- develop the competencies of local small to medium scale contractors to implement labour-based works as specified in the SDP;
- 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 for effective implementation of the rural roads rehabilitation strategy.

ERA-AF was a response to this donor assistance and technical support need through its aim to:

- supplement GoTL efforts on rehabilitation of rural roads;
- contribute to the development of competent labour-based contractors, and

²⁰ Section 1. Background of the Project and its intervention logic.

²¹ GoTL (2015) *Rural Roads Master Plan Investment Strategy (RRMPIS), 2016-2020*.

²² 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.

²³ Sucos are villages and aldeias are communities or hamlets within sucos. There are 442 sucos in Timor-Leste.

²⁴ 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.

²⁵ Progress in implementing the RRMPIS has been slower than planned because of lower than required funds released up to 2020 and in ability to use the allocated funds in some years because of administrative delays including in the procurement process and in paying contractors (Goodwins, Sweeney and Correia (2018) *Mid-term evaluation of R4D-SP*; Corbafo and Morrissey, 2021, *Final Evaluation of R4D-SP*). While this did not have a direct effect on the operational activities of ERA-AF, it had implications for its capacity development objective and exit strategy. These aspects are addressed later under *Effectiveness, Impact and Sustainability*.

- support public sector institutional strengthening to manage contractor training and create an enabling environment for contractors.

Through its objectives of rehabilitating rural roads, developing contractor capacity and supporting GoTL's rural roads strategy, ERA-AF was positioned to contribute to rural development under the economic development area in SDP 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 principles 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 strong coherence 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.

Under **CP1**, with respect to challenges related to interlinkages with ERD and R4D-SP, there was 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 ERD programme within DRBFC, responsible for implementing the RRMPIS to restore and preserve the core rural road network. 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 ERD's rehabilitation programme (also see **EFN3**, **IM2** and **SU1**). ERD has been supported by ILO's technical assistance through R4D-SP and since July 2021 by R4D-SP (Bridging Phase). There has been collaboration with R4D-SP, and later R4D-SP (Bridging Phase), in efforts to support DRBFC to: (a) gain better understanding of the situation faced by municipal labour-based contractors (for example through the tracer study of contractors²⁶); (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. The level of success attained and what remains to be done are considered in **EFF1**, **SU1** and **SU2**.

The nature of the synergies and compatibility between ERA-AF and PSAF-AbF, and the related challenges, are rather different from those between ERA-AF and R4D-SP. The investment in roads under ERA-AF provided improved access while sustainable agro-forestry based production provided the prospect of livelihood improvement enhanced by better access. 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. Nevertheless, the projects have reaped some benefits from coordination and the communities served by both projects have the potential to gain more benefit. The specifics are considered under **EFN3** and **IM1**.

Engagement with social partners has been important for the Project. With CCI-TL as a representative of employers, the alignment and partnership have been on the development of the capacity of contractors as employers and engagement with the government on private sector development and support policies. Further, CCI-TL and AEMTL have been important in identifying potential contractors from members registered with them (see **EFF1** and **TRI3**). 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, decent working conditions and in endorsing the importance of occupational health and safety (H&S). Another collaboration of note has been with a local NGO, Ho Musan Ida (HMI) (With One Seed), to reduce erosion and risk of landslides. Tree saplings were procured from HMI which undertook to sensitize participating communities along the road and monitor the growth of the trees planted.

ERA-AF adheres to decent work principles (International Labour Standards (ILS), human rights-based approach and gender equality) (**CP2**) 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,²⁷ and (c) site supervision and inspection. Contractors have reported that some workers prefer not

²⁶ Bijl, Dingen and Nazario dos Santos (2021) *A Joint Contractor Tracer Study of ERA-AF & R4D-SP Projects In Timor-Leste*.

²⁷ Standard form contracts produced by FIDIC (Fédération Internationale Des Ingénieurs-Conseils or International Federation of Consulting Engineers) which are used all over the world.

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 introduced the relevant principles underlying Project employment including non-discrimination and women's participation (also see **EFF1**, **TRI1** and **TRI2**). The Project's relationship with the Spotlight Initiative and the role of KSTL have been addressed under **EFN3** and **TRI3**.

4.4 Validity of intervention design

Two specific questions under this criterion are: (a) *To what extent has the COVID-19 pandemic affected the Project, and what measures – if any – have been taken to address encountered effects from the pandemic?* (**VID1**), and (b) *Were project risks properly identified and assessed. How effective were the mitigation measures taken by the project in addressing the identified and assessed risks?* (**VID2**).

On **VID1**, as noted under **RS2**, there were measures to protect Project participants and initiatives to support people adversely affected by the pandemic. To protect Project participants (workers, contractors and project staff), there was suspension of project work (training and road works) for about two and a half months (during March to May 2020) in compliance with Ministry of Health restrictions. During the suspension Project staff engaged in planning and preparing training materials and documents on capacity building initiatives in addition to planning to adapt to COVID-19. When the work recommenced the Project ensured 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. At project sites because of the very low impact of COVID-19 in Timor-Leste, there has been a tendency to be relaxed about the pandemic threat. The Project adapted to COVID-19 and continued its efforts to achieve adequate compliance through its H&S measures and distribution and display of instructions on compliance.

The ILO allocated USD 550,000 from its RBSA (Regular Budget Supplementary Account) to mitigate the adverse effects on livelihoods of the pandemic and the restrictions on economic activities to control it. Rapid and timely disbursement of RBSA funds to provide short-term employment in road maintenance was possible through ERA-AF and ERD because: (a) of ILO's engagement with both these projects, and (b) the mode of community based maintenance being implemented on ERD and ERA-AF could be readily extended.

VID2 is concerned with 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 Annual Technical Reports.²⁸ The main sustainability risks identified in the technical reports were 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*).²⁹ The Project supported the development of DTC, in particular establishment of the Public Sector Relations Unit (PSRU), and institutional strengthening within DRBFC. It became clear relatively late in the Project that the MPW and DRBFC priorities and resources do not permit their proactive role in contractor training and creating an enabling environment. To address this challenge, the Project has proposed: (a) a more active role for the private sector, CCI-TL and the newly formed Associação de Empreiteiros Com Base no Trabalho (AEBT) in engaging with MPW and GoTL, and (b) an approach specifying the reforms required and involvement of other government agencies (see **EFF1**, **EFM1**, **IM2** and **SU1** for further details).

The main development risks are the incomplete decentralisation which limits the ability of municipalities to take full ownership and responsibility for the rural infrastructure (see **EFF1** and **SU1**) and weather conditions 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 incompleteness of decentralisation is beyond the control of the Project. The related risk is mitigated by ERD taking responsibility for the maintenance of roads rehabilitated under ERA-AF. Weather patterns combined

²⁸ ILO (2018), (2019), (2020) and (2021) *ERA Agro-Forestry "Improving access to agro-forestry areas"*, Annual Technical Progress Reports.

²⁹ See **EFF1** for more explanation of this and the other outputs.

with delays because of other reasons have affected road works which have often stretched into the wet season and beyond.³⁰

Two related risk elements were: (a) small-scale contractors' inability to access financial services and equipment and being paid on time (Implementation related), and (b) funds for rehabilitation contract works disbursed as budgeted (management related). These aspects are addressed by timely disbursements. In addition since 2019, the Project has eased the ERA-AF contractors' finance constraint through advance payments of 10% of contract value at the start of the contract subject to conditions and advance payments for equipment and expensive materials. 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**, **SU1** and **SU2**).

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% 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% 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 and terminating non-performing contracts, mitigates this risk.³¹

In summary, the Project had a sound approach to managing and mitigating the Implementation and Management risks. On the significant Sustainability and Development risks the Project has made efforts to reduce them and shown adaptability in the face of obstacles posed by public sector priorities and resources.

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. The results matrix and in particular the two result areas are introduced here as context for the evaluation of effectiveness in achieving the outputs and outcomes. The Result Area headings in Figure 2 are in effect the outcomes, "improved market access" and "improved skills of construction companies and local authorities" which were placed within the RBM framework in section 2 (see Table 1 and related discussion). Appendix I sets out the activities required to achieve each output. The "Improved market access" outcome is intended to be achieved by 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*) is intended to contribute to the sustainability of the "improved market access" outcome. The outcome under Result 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.

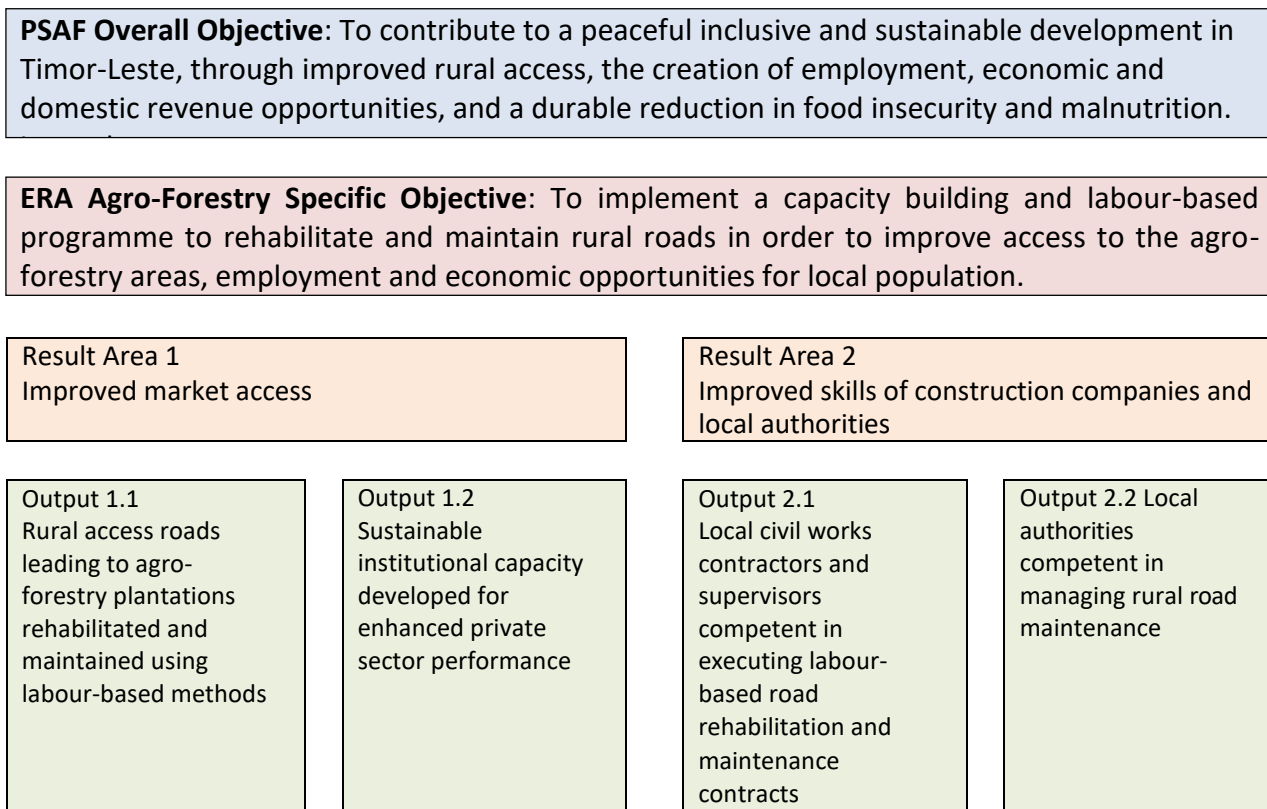
Figure 2 and Appendix I, reproduced from the ERA-AF M&E framework, demonstrate that overall there is a sound internal logic underlying the activities leading to the achievement of the outputs under each Result Area and there is a logical link between the outputs and outcomes. This Project design depicted in the results framework and the associated indicators have been used in this evaluation to appraise Project *Effectiveness*. 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. Further, given the nature of EIIP interventions and ILO's cross-cutting themes there are complementary targets and conditions. For Output 1.1 there are targets

³⁰ 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 and need for climate resilient rehabilitation and maintenance as mitigation measures.

³¹ ERA-AF developed and implemented the contractors excellence scheme (ECES) which is discussed under **EFF1**.

for employment generation, women's participation and the requirement that employment conditions are decent.

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*.

The first sub-criterion (**EFF1**) under *Effectiveness* has been separated into two parts: Part (1) the extent to which project outcomes have been achieved, and Part (2) the extent to which the outputs achieved have benefited women and men and the agro-forestry communities. Part (1) is addressed with reference to Table 5³² which compares the achievement of targets for the two Outputs under each Result Area (Outcome) and assesses how and to what extent the targets have been fulfilled and their contribution to the achievement of the Outcome during the Project to 28th February 2022.³³ Part (2) has an effectiveness dimension, an impact dimension and implications for sustainability. The effectiveness dimension has been considered here with attention to the other dimensions under *Impact orientation* and *Sustainability* criteria.

The first target under Output 1.1 (Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods) under the *Improved market access* Result Area (Outcome) is 77 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 on behalf of the EU as the donor in October 2019³⁴. Project performance is compared against the revised output targets. The Project has exceeded the kms of roads rehabilitated target by 5%. If the additional 19.3 km of roads in Viqueque, on which spot improvement was carried out are included, the total length of roads rehabilitated and improved exceed the target by 30%.

³² We are very 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.

³³ Evidence on the final total number of workers and worker days was received in June has been incorporated in the evaluation.

³⁴ Henceforth referred to as EU MTE 2019 in this report. This final evaluation does not dwell on the erroneous estimates of cost overruns and evaluation of the Project as predominantly a minor rural road rehabilitation project with less weight placed on the capacity building and institutional strengthening elements in EU MTE 2019 and other issues which were addressed in the ILO MTE undertaken at the end of 2020 (Vaidya and dos Santos, 2021).

Progress in time has been slower than planned because of a combination of factors, time taken to resolve issues at the community level, adverse weather conditions, labour shortages and some contractors not performing effectively. Nevertheless, the road rehabilitation targets were achieved and significant progress made on the other outputs with no-cost extensions of 10 months to the end of March 2022.

The number of rehabilitation contracts target was reduced from 40 in ProDoc to 34 in line with the reduction in the length of roads rehabilitated target. The achievement on this target is 100% since all the contracts required to complete the target were awarded and the contracts completed.³⁵ The number of worker days and number of workers targets were reduced from ProDoc because of the reduction in the target road length. However, the reduction levels for the two targets were different. The reduction in the number of workers target (85.6% 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% is much larger. The implied reduction in labour employed and total income generated for Project workers is explained by the higher material and equipment costs and possibly some substitution of equipment for labour because of the type of work required.

The achieved level of employment in worker days is 10% above the target revised after EU MTE 2019 and the total number of workers employed is 2% below the revised target. As a consequence, the average number of days per worker engaged on the Project is 51, above the 46 days per worker for the revised target. For a Project worker paid USD 5 per day for the average number of hours, the employment would contribute USD 255 to the worker's household income. The labour intensity calculated by the Project team has averaged 22% for the three batches of contracts. The estimated labour intensity is within the 10 to 30% range for local resource based technology quoted in the 2019 Project Annual Technical Report³⁶ The relatively high material and equipment costs which then account for the lower labour intensity are partly because of the more expensive climate resilient construction, plum concrete road surface and lined drains in hilly and steep terrains and partly because of local reluctance to use labour at gravel quarries. Potentially labour intensity could have been increased up to 30% by using a more employment intensive approach at gravel quarries.

The achievement on the length of roads rehabilitated and spot improved does not indicate the quality of the work. Visual inspection of selected roads was conducted as a part of this evaluation to examine the nature and quality of the work. A visual "slow drive" inspection was intended to assess the general condition of roads. More detailed inspection using a checklist (see Appendix F) of a short (100 to 200 metre) road section for each road visited during the evaluation was conducted. The roads inspected included sections in flat, rolling and hilly terrain and roads completed in the first batch and more recently. Appendix J shows the information provided by the Project on a sub-sample of roads representing typical roads inspected and brief commentaries with images from the inspections.

Table 5: ERA-AF output targets and progress

Results areas and outputs (and evaluators' comments)	Project Targets Original [Revised]	Revised Targets	Achievement	Details and comments
Result Area 1: Improved market access (Outcome 1)	Evaluators' summary assessment: Improved accessibility indices and increased motorized traffic volumes following the road improvements are indicators of improved market access.			
Output 1.1: Rural access roads leading to agro-forestry plantations rehabilitated and maintained using labour-based methods	90 [77] kms	77 kms.	80.8 kms. (105%)	Batch 1 - Baucau: 3 Roads 10/10 Contracts completed.
	81.12 kms (actual works contracted)	81.12 kms	80.8 kms (99.6%)	Batch 2 – Viqueque & Manatuto: 7 Roads 14/15 Contracts completed [10- Vqq; 4 Mtt], Outstanding Contracts

³⁵ All but 2 contracts were complete by 28th February 2022. The remaining were substantially complete and are expected to be completed by the end of June 2022 within the additional no-cost extension.

³⁶ 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.

Results areas and outputs (and evaluators' comments)	Project Targets Original [Revised]	Revised Targets	Achievement	Details and comments
<p><i>(Evaluators' comments: Targets lowered [in square brackets] following EU MTE 2019. The project achievements on this output are mostly above the revised targets, achieved with no cost extensions. One exception is on women's participation as workers but the% of women owned contractors is above 50%. Women worker's participation was higher and above 30% on later contracts.</i></p> <p><i>There is evidence from the ranking of contractors under the ERA-AF Contractor Excellence Scheme (ECES) that women owned contractors have performed better than those owned by men.)</i></p>	100.42 kms (including 19.3 km spot Improvement)	100.42 kms	100.02 kms (99.6%)	delayed - termination, labour, socialisation issues, non-performance. Batch 3 – Lautem & Manatuto: 6 Roads 9/9 Substantially completed [7-Ltm; 2 Mtt].
	40 [34] Rehabilitation Contracts	34 Contracts	34 Contracts (100%)	10 rehabilitation contracts awarded in September 2018; 15 in September 2019. 9 Contracts awarded in September 2020. 32/34 Completed, 2 remaining substantially completed by 28 th February 2022.
	5/10 [4] Maintenance Contracts	4	4 (100%)	4 Mtce. Contracts for Baucau. Viqueque & Manatuto roads.
	450,000 [238,500] worker-days	238,500 worker-days	261,647 (110%)	Number of worker days target exceeded.
	6000 [5,133] workers	5,133 workers	5,025 (98%)	Number of workers engaged marginally below the target. Worker days per person employed is 51 instead of 46 implied by the target number of worker-days and workers.
	Women' employment, minimum: 30%	30%	25.4% 53% of contractors owned by women.	
<p>Output 1.2: Sustainable institutional capacity developed for enhanced private sector performance – DRBFC.</p> <p><i>(Evaluators' comments: Close working relationship with DRBFC. DTC established Private Sector Relations Unit (PSRU). Because of DRBFC policies and priorities, a modified approach requiring private sector participation was needed to fully achieve this objective. The 88% achievement rating may not accurately reflect what has been</i></p>	DTC established & operational within DRBFC and with appointed staff.	Implementation agreement signed, DTC staff recruited.	88%	<p>Agreement signed with DRBFC (item 1). DTC established Private Sector Relations Unit (item 2). ERA-AF Office within DRBFC premises (item 3). 3 DTC staff recruited (item 4). Work on policy and enabling environment behind schedule (item 5).</p> <p><i>(Evaluators' comment: Item numbers inserted by the evaluators.)</i></p>

Results areas and outputs (<i>and evaluators' comments</i>)	Project Targets Original [Revised]	Revised Targets	Achievement	Details and comments
<i>achieved. A White Paper setting out what is required on policy changes and creating an enabling environment has been prepared as a part of the Project's exit strategy.)</i>				
Output 1.2: Sustainable institutional capacity developed for enhanced private sector performance – DBTC and IADE. <i>(Evaluators' comments: The relationships between ERA-AF and the two training institutes have evolved and worked well in improved training capacity, curriculum development, accreditation of courses and training and support of contractors.)</i>	Implementation agreements established with training institutions (Don Bosco Training Centre (DBTC) and IADE).	Implementation agreements established	100%	Implementation agreements established and operational with Don Bosco and IADE
	400 [200] accredited certificates issued	200 Certificates	277 139%	277 Certificates issued
<i>(Evaluators' comments: DBTC's new courses and initiatives and requests from other agencies such as UNDP are evidence of DBTC's improved capacity and implementation of its business plan to diversify its income sources. 95% achievement signifies one course awaiting accreditation.)</i>	New training programmes, materials developed, introduced, accredited.	100%	95%	Courses for other clients developed and being delivered by DBTC include Environmental & Social Safeguard Training for R4D Bridging and Training on Implementation of Climate Resilient Infrastructure for UNDP – GCF (Global Climate Fund). Discussions with PARTISIPA (Partnership for Strengthening Village Development and Municipal Administration) to provide training for PNDS (National Programme for Village Development) were at an exploratory stage at the time of writing this report.
	12 trainers certified	11 Trainers certified	92%	5 out of 6 DBTC trainers accredited, 6 IADE trainers accredited. 2 DBTC trainers completed Training of Trainers (ToT) programme. Coaching/ Mentoring

Results areas and outputs (and evaluators' comments)	Project Targets Original [Revised]	Revised Targets	Achievement	Details and comments
				provided for 6 DBTC trainers. 5 IADE Trainers attended refresher training.
<i>(Evaluators' comments: The larger than planned number of cooperation meetings signify the close relationship and ERA-AF support to the training institutes.)</i>	16 cooperation meetings held and recorded	40 meetings held	40 250%	40 Meetings held with Don Bosco Training Centre and IADE (28 Don Bosco and 12 IADE) on Co-operation and recorded.
Result Area 2: Improved skills of construction companies and local authorities (Outcome 2)	<p>Evaluators' summary assessment: Indicators for Output 2.1 in the results matrix for construction companies are training and mentoring days for contractors and their staff. These are indicators of inputs which by themselves are not sufficient to demonstrate achievement of Outcome. Rating of contractors using the ECES tool and the low failure rate (6%) of ERA-AF contractors are evidence of improved skills.</p> <p>On improved skills of local authorities part of Outcome 2, the training has raised awareness of the need to maintain the rehabilitated roads. This is adequate at this stage because of lack of clarity on the authorities' role in maintaining ERA-AF roads.</p>			
Output 2.1: Local civil works contractors and supervisors competent in executing labour-based rural road rehabilitation and maintenance contracts <i>(Evaluators' comments: The larger than planned number of training and coaching days delivered within the overall budget were required because more training and coaching were needed for slowly implemented and extended contracts.)</i>	5,300 [4,505] trainee days	4,505 trainee days	5,589 124%	5,589 trainee days. 1,339 trainee days recorded for 1 st Batch of ERA-AF Training, Refresher Training and Maintenance Training. 1,792 trainee days recorded during 2 nd ERA-AF Training and Maintenance Training; 2,458 trainee days achieved during 3 rd ERA-AF Training.
	2,000 coaching/mentoring-days provided	2,000 mentoring days	2,574 129%	2,574 coaching/mentoring days provided since October 2018. Extended coaching/mentoring days owing to extension of contracts.
Output 2.2: Local authorities competent in managing rural road maintenance <i>(Evaluators' comments: The lower than planned number of managing maintenance trainee days was sufficient for the lower than planned number of maintenance contracts.)</i>	Maintenance awareness meetings conducted			12 Maintenance awareness sessions conducted with local leaders, executives, agency staff and community representatives during reporting period.
	1,000 [500] trainee-days	500 trainee days	448 89.6%	448 trainee days achieved from 16 rural road management and maintenance training sessions.

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

Data sheets for the selected³⁷ roads in Appendix J show that surface choices were unsealed gravel in flat or low gradient terrain and plum concrete with lined drains in hilly and mountainous terrains. There was also preference for plum concrete or other sealed surfaces for sections going through habitations to reduce dust pollution. Gravel surface is appropriate for the low motorised traffic volumes expected. Table 8 shows that the average four wheeled motorised traffic after rehabilitation averaged 36 vehicles per day (maximum 88, minimum 11). A gravel surface would be adequate for a doubling of motorised traffic³⁸ though there would be concern about damage caused by larger high axle load vehicles. Since gravel is a wearing course with material losses due to traffic and natural erosion a maintenance and repair regime is required to regularly reshape, replenish and repair.

The overall conclusion of the technical inspection was that roads had been constructed to a good standard suitable for low traffic volumes but some sections inspected were either in need of repair, there was risk of landslides on some sections and need for regular clearance of drains as part of routine maintenance. The repair and maintenance requirements identified during the inspection were to be expected since the inspection was undertaken during the latter part of the rainy season. Repairs other than emergency works would normally be undertaken after the rainy season had ended. The inspection underlines the need for a continuing routine maintenance regime and provision for repairs. For gravel sections without adequate provision for repairs and maintenance, deterioration would be rapid raising concerns about the sustainability of the benefits offered by the roads (see *IM2* and *SU2*).

The remaining targets related to Output 1.1 are concerned with the gender of workers and contractors (30% or higher women project workers and contractors) and establishment of maintenance contracts. Attaining 30% 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 norms 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 18% for the first batch to higher levels in the later batches and 25% for the whole Project. 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 substantial variation between municipalities in the proportion of women workers as **Table 6** shows with higher proportion of women participating in later batches (also see *TRI1* and *TRI2* on gender mainstreaming and disability inclusion).

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. 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 and managed by women which have implemented ERA-AF contracts is 53%, well above the target 30%. 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. In interviews, 3 directors of women owned and managed contractor firms, each from a different municipality, indicated that the technical and business and project management training they received from DBTC and IADE and the supervision, guidance and support on site were of key importance in their successful completion of their

³⁷ The sample of roads in Appendix J includes information and summary of inspection reports on 3 of the 6 roads visited during the FTE inspection. The broad conclusions drawn on the three roads apply to the remaining roads inspected.

³⁸ Views and recommendations on traffic volumes for which a gravel surface is effective and efficient vary widely between a maximum of 50 to 400 vehicles per day (Burrow et al, 2016 and Kentucky Transportation Centre, 2003). There are a range of technical, local environmental and material availability and traffic conditions which have a bearing on the acceptability of gravel roads. The judgement here is at a very general level based on the assumption that ERD's adoption of ERA-AF roads will lead to implementation of the required maintenance regime. The recommended road life cycle study (see

projects (see Appendix K). While one of them had experience in the construction sector for about 10 years before undertaking the ERA-AF project, the two others were relative novices, one had started in 2016 and the other in 2018 though they had some prior commercial experience. Their performances ranked by ECES criteria were high, either first or second in their batches of contracts.

Table 6: Women worker days as proportion of all ERA-AF worker days by municipalities and contract batches (rehabilitation works) and maintenance

Rehabilitation works	Total project worker days	Project worker days - women	Project worker days - women (%)	Batch number (and year span) ⁽¹⁾
Municipality				
Baucau	65,811	11,614	17.6%	Batch 1 (2018 to 2020)
Viqueque	64,469	14,258	22.1%	Batch 2 (2019 onwards)
Manatuto	61,059	17,953	29.4%	Batches 2 and 3 (August 2019 onwards)
Lautem	50,036	16,402	32.8%	Batch 3 (September 2020 onwards)
All municipalities (rehabilitation)	241,375	60,227	25.0%	
Maintenance works (Baucau, Viqueque and Manatuto)	20,272	5,796	28.6%	Commenced in Baucau in August 2020 and in 2021 in Viqueque and Manatuto.
Total (rehabilitation and maintenance)	261,647	66,023	25.2%	

Source: Project team.

*Note: (1) Bulk of the work in Baucau was completed by the end of 2019. In the remaining municipalities many of the rehabilitation works continued until early 2022 (see **EFN2** for more information).*

The final target under Output 1.1 is the number of maintenance contracts in place 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. While there were initial delays in establishing maintenance contracts because of COVID-19 measures, the target of 4 maintenance contracts has been achieved. The contracts are an adaptation of the community contracting model under which a contractor recruits members of the local community.³⁹ ERA-AF in collaboration with R4D-SP and R4D-SP (Bridging Phase) used RBSA funding to support GoTL in supporting the impact of COVID-19 TO implement maintenance on additional 50 kms of roads. The initiative employed 642 persons (6,696 worker days, 49% women) (see **VID1**).

Output 1.2: Sustainable institutional capacity developed for enhanced private sector performance has been separated into 2 parts, the first concerned with support for establishing a proactive role for DRBFC in training and certification of trained small scale contractors and its capacity to create an enabling environment for such contractors participating in ERD. For this part of Output 1.2 the first target is *DTC established & operational within DRBFC and with appointed staff*. The 88% reported as achievement on this target is an ambitious approximation based on the first 4 of the 5 items having been achieved (see Table 5 and below for the 5 items identified) There is an implied assumption that the four items achieved and progress on the 5th would lead to the final acceptance and adoption by DRBFC of policies and practices on contractor training, engaging trained contractors on ERD and creating an enabling environment for them recommended by ERA-AF.

An implementation agreement was signed with DRBFC for the Department of Training and Cooperation (DTC) to be the entity to be responsible for contractor training and management (item 1). A Private Sector Relations

³⁹ 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 ERD.

Unit (PSRU) was set up within DTC with ERA-AF technical and financial support (item 2). ERA-AF office located within DRBFC premises for a closer working relationship was item 3 and 3 DTC staff recruited for the PSRU (item 4). The 5th item (contribution to the development of the *Policy and enabling environment*) is behind schedule. The Concept Note for contractor development role within DTC and a Technical Note on contractor training and development⁴⁰ set out what was required.

It later became apparent that there are limitations to the role the DTC can undertake in supporting contractor development. Other obstacles against creating an enabling environment for contractors undertaking work on ERD and other public sector contracts are delays in procurement and payment and lack of flexibility in to provide advance or timely staged payments to enable contractors to manage their finances. As a consequence a rethink was required on support for contractor development involving CCI-TL as a private sector partner for contractor training and advocacy for an improved environment for contractor operation.⁴¹ There has been recognition of the need for wider reforms which require actions by other stakeholders within GoTL. ERA-AF has prepared a White Paper in collaboration with the R4D-SP (Bridging Phase) team setting out what is required and a roadmap. There could be potential for progress during the remaining time of R4D-SP (Bridging Phase) and the next R4D-SP phase which is under consideration, to support GoTL in reviewing, elaborating and implementing the recommendations in the White Paper. ADN as the National Development Agency with oversight of the national development strategy and responsibility for auditing development projects has been identified as a key public sector stakeholder with an important role in progressing the proposals in the White Paper. MPW and DRBFC would also be important stakeholders in progressing the proposals in the White Paper because of their as the technical ministry and agency respectively.

The remaining targets related to part 2 of Output 1.2 are concerned with the engagement of the Project with the training institutes, DBTC and IADE, and delivery of training. 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 5 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 application 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 qualified DBTC staff after ERA-I ended.

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 programmes and materials developed and prepared for accreditation. The 95% progress on this target signifies one course awaiting accreditation. The courses developed include 3 accredited and 7 non-accredited courses including a refresher course.⁴² The accredited courses include more experiential content and are complemented by longer support during implementation. DBTC has the competence to develop courses for other potential clients as noted in Table 5.⁴³

⁴⁰ ERA-AF (2019a) and ERA-AF (2020c) respectively.

⁴¹ CCI-TL has entered into a MoU with MPW for classification of contractors which could form a basis for registration, development and regulation of contractors.

⁴² Two of the accredited courses, *Labour based road works training for supervisors* and *Pavement training* are DBTC courses for contractors' technical staff (engineers) but also relevant for directors of public works departments and other engineer level practitioners. The accredited course, *Business & contracts management*, is a joint DBTC and IADE course on management of labour-based projects for company directors and managers. There are other non-accredited technically oriented courses such as *Labour-based road works – maintenance, Planning and implementation of LBT works* and *Refresher training*, as well as business oriented (*Management of LBT projects* and *Basic Business Course*) and awareness improving courses (*Labour-based works awareness* and *Awareness course for non-technical officials*).

⁴³ For further discussion on this and DBTC's progress in implementing its business plan for the Labour-Based Training Unit after the end of ERA-AF, see **EFN1**, **SU1** and **SU2**.

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 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.⁴⁴ IADE's training and guidance include ensuring sufficient cash flows to deal with uncertain and delayed payments for works, preparation for a common occurrence on public sector projects. Output 1.2 is important for sustainability and the Project's exit strategy and is considered under *Sustainability*.

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. Additional training and mentoring were required because of the slow progress of work to provide training to more staff and longer on site training and mentoring

An additional aspect of relevance with respect to contractor capacity development is the quality of contractor capacity. The quantitative indicators in Table 5 do not provide an indication of the quality of the contractors and their capacity developed. The Project team and training institutes were aware of this issue. To address the quality issue, in addition to normal processes of supervision and monitoring performance, the Project in collaboration with IADE and DBTC developed and used the ERA-Agro-forestry Contractor Excellence Scheme (ECES) to assess contractor performance on business and technical attributes. The assessment criteria include resources management, performance and growth, customer satisfaction, tendering and construction procedures and compliance with H&S and cross-cutting requirements. The ECES tool has been used to document good practice, recognise contractors performing well and to monitor performance (see **EFN1** and **SU1**).

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. The level of training and monthly meetings and communications are justified because of the need for municipal involvement in selecting projects and in overcoming obstacles. Interviews with municipal officials indicate that there is awareness of the need to maintain the rehabilitated roads. DRBFC has made a commitment to maintain Class D rural roads rehabilitated by development partners. Maintenance of rural roads would normally be the responsibility of the municipalities. Because of lack of capacity and resources at the municipal levels and incomplete decentralisation referred to earlier (see **VID2**) there is lack of clarity on their role and effectiveness in maintaining ERA-AF roads.

The preceding commentary on the achievement of targets under outputs 1.1, 1.2, 2.1 and 2.2 provides a basis for concluding on the outcomes, *improved market access* and *improved skills of construction companies and local authorities*. Achievement of the *Improved market access* Outcome (**EFF1** Part (1)) has been achieved by the Project exceeding the rehabilitated and spot improved roads target. Table 7 and Table 8 respectively are evidence of improved accessibility and change in the traffic patterns. The evidence in Table 7 shows that on all 14 roads rehabilitated, the roads' accessibility ratings increased by over 300% on average (maximum 480%, minimum 220%). These reflect similar marked improvements in accessibility to markets, health centres and schools. The most marked immediate changes have been in the traffic pattern as shown in Table 8. The data collected by the Project on changes in traffic patterns on the 14 roads shows large falls in the number of walkers with or without loads (a fall of 44% per day) and large growths from negligible or small motorised traffic volumes, from an average of 3.3 motorcycles per day before rehabilitation to 26 per day after, and from 2.8 small to medium sized motorised vehicles (pickups, microlets, small trucks and angunnas combined) to 27.5 per day, a nearly nine-fold increase from a small base.

⁴⁴ 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.

Table 7: Initial and after rehabilitation conditions and accessibility of ERA-AF roads

#	Road Name	RRMPIS road condition rating before rehabilitation (1)	ERA-AF road condition rating before rehabilitation (2)	Accessibility rating (3) before rehabilitation	Accessibility rating after rehabilitation	Improvement in accessibility rating after rehabilitation (%)
1	Defawasi – Alaua Leten – Alaua Kraik	Bad	Poor	23%	87%	378%
2	Defawasi Junction 1 – Uacala	Bad	Poor	21%	78%	371%
3	Defawasi Junction 2 – Alaua Leten	Bad	Poor	24%	84%	350%
4	Lariguto – Builale	Bad	Fair	27%	78%	289%
5	Nunteri – Digamasi – Bubulita		Poor	11%	53%	482%
6	Bibileo –Fathuosa – Lakuai & Spot Improvement of Luka – Bibileo road	Fair	Poor	22%	78%	355%
7	Boroasmanu – Fatu Makerek	Bad	Poor	21%	82%	390%
8	Aikurus - Hatu-Ermera	Bad	Poor	30%	78%	260%
9	Ainicolau – Robae – Hatu Ana Hun	Bad	Poor	35%	77%	220%
11	Souro – Nairete – Leuro	Bad	Poor	37%	86%	232%
11	Souro – Laturula	Bad	Poor	32%	90%	281%
12	Caidavalarin – Liafalun Practice Site	Bad	Poor	31%	83%	268%
13	Caidavalarin – Liafalun	Bad	Poor	31%	83%	268%
14	Apatmuto – Larimi – Canfuro		Poor	35%	80%	229%
	Unweighted average			27%	80%	312%

Source: ERA-AF (2022c) *Report on meta-analysis of results & impact of ERA-AF interventions (Draft)*.

Notes: (1) RRMPIS categories are Good, Fair, Bad. (2) ERA-AF categories are Good, Fair, Poor. (3) The accessibility ratings are derived from indicators of access to markets, schools and health facilities to include the travel time, mode of travel and whether the roads are accessible to motorised vehicles and in which seasons.

The first component of Output 1.2 (Sustainable institutional capacity developed for enhanced private sector performance – DRBFC) did not have the potential to directly contribute to ERA-AF's *improved market access* Outcome. Successful achievement of the output would have contributed to higher effectiveness of ERD in improving market access and improving the skills of construction companies (part of Outcome 2), thereby contributing to the sustainability on a larger scale of the *improved market access* outcome.

The second component of Output 1.2 (Sustainable institutional capacity developed for enhanced private sector performance – DBTC and IADE) has contributed to the *improved market access* outcome by providing effective training, supervision and mentoring for contractors. DBTC and IADE have also contributed to improved skills of construction companies, part of Outcome 2, and to some extent improved skills of local authorities through training. It was noted earlier that the number of training and mentoring days as targets for Output 1.2 by themselves do not ensure Outcome 2. Rating of contractors using the ECES tool and the low failure rate of ERA-AF contractors (2 out of 34 or 6% non-performing contracts which had to be terminated) are evidence of improved skills. On improved skills of local authorities part of Outcome 2, the training has raise

Table 8: Average daily traffic before and after rehabilitation on ERA-AF roads

Transport type	Before rehab	After rehab	% change	Maximum before rehab	Maximum after rehab	Minimum before rehab	Minimum after rehab
Pedestrians with and without loads	148.6	83.2	-44.0	379	145	45	19
Bicycles	4.4	3.8	-13.6	40	22	0	0
Hand Drawn Cart	1.2	2.2	88.4	3	5	0	0
Animal Drawn Cart	0.0	0.1	-	0	1	0	0
Horses carrying people or goods	23.0	0.8	-96.5	182	5	0	0
Motorcycles	3.3	26.0	682.3	0	1	0	0
4 wheeled small to medium sized vehicles (pickups, microlets, angunnas, small trucks)	2.8	27.5	889.7	6	55	0	10
Big trucks	0.2	6.3	3,461.9	3	25	0	0
Buses	0.0	1.3	-	0	4	0	0
Ambulances	0.0	1.3	-	0	4	0	1

Source: Computed from traffic counts reported in ERA-AF (2022c) *Report on meta-analysis of results & impact of ERA-AF interventions (Draft)*.

The benefits for women and men and the agro-forestry communities (**EFF1** Part (2)) from outputs under the *improved market access* Result Area arise from decent short-term employment. The Project has endeavoured to attain minimum 30% participation by women. While this has not been attained women have benefited from equal pay (see **TRI2**). The wider benefits for whole communities served by the rehabilitated roads have been from improved access. Economic and non-economic benefits from improved access arise in a number of ways and take some time to fully develop. If there is no or only seasonal access for motorised transport, the main means of travel for economic or other purposes, with or without goods, is by foot. Improved access by motorised transport lowers transport costs, increases transport capacity and leads to higher farmgate prices for produce and lower costs of inputs. Ease of access to markets and increased transport capacity initially lead to more produce being marketed and in response shift in cultivation to higher value cash crops and improved livelihoods of farmers. There is also greater access to employment opportunities. Improved roads and the increased ability to transport goods provide opportunities for small local businesses. The non-economic benefits are improved access to basic services, education and health, which have longer term benefits.

For the population along all 14 roads, farming is the predominant activity with a wide variety of arable and tree crops and fruits and vegetables. ERA-AF has brought together information on some indicators (fall in transport costs and increase in the number of roadside businesses) and developments (more crops being grown and harvested and taken to market) in a draft meta-analysis document⁴⁵ which also includes case studies of individual men and women and households. During the evaluators' focus group discussions members of communities stated that the benefits of rehabilitated roads were improved access to markets, schools and health centres. Community members were able to take more produce to market. Income earned from Project employment and the improved economic conditions after rehabilitation have led to some members of the community to start businesses and improve their homes. While the full benefits from improved access take some time to develop and require specialist studies to fully evaluate, the evidence collected by the Project and the evaluators signal realisation of benefits consistent with those in response to

⁴⁵ ERA-AF (2022c) *Report on meta-analysis of results & impact of ERA-AF interventions (Draft)*.

improving rural access elsewhere in East Asia and elsewhere. The benefits from improved skills of construction companies and local authorities if applied in maintenance of the improved roads would be to preserve the road assets for continued benefits for the communities from improved access.

The next question under *Effectiveness* is concerned with communications and visibility (C & V) activities of the Project (**EFF2**). The objective of the C & V plan from the donor's perspective has been 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 was 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 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 from 2020 following EU MTE 2019 includes the use of Facebook and Twitter to reach wider audiences and promotion of project activities and the monthly newsletter Hametin initiated in June 2020. The C & V plan for 2021 had a budget of USD 26,800 and included a range of activities. Examples are a workshop for effective use of media, posts on Facebook and Twitter, production and distribution of promotional and visibility materials, production of videos and TV publicity events and publication of the monthly newsletter Hametin and posting it on Facebook. 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. A monthly summary of C & V activities was produced and shared with the donor.

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 international 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

4.6 Effectiveness of management arrangement

There are two specific questions under this criterion. The first 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 focus of the Steering Committee eventually set up was on the PSAF to co-ordinate the two projects, PSAF-AbF and ERA-AF. The PSAF Steering Committee comprised 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. The membership did not include representation of DRBFC, ERA-AF's direct counterpart in GoTL, and a number of other stakeholders of key importance for ERA-AF's mission and operations.

PAC was set up in 2018 to provide more direct strategic and operational oversight and guidance to ERA-AF. The membership of PAC comprised 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 brought together the stakeholders who were either directly engaged in implementing or had an interest in its performance and could contribute to the sustainability of its outputs and outcomes and has been effective in looking at the issues of direct relevance for the Project. Evidence from the meetings of PAC dated 23rd September 2020 and 9th December 2021 indicates that it was an effective forum for: (a) sharing

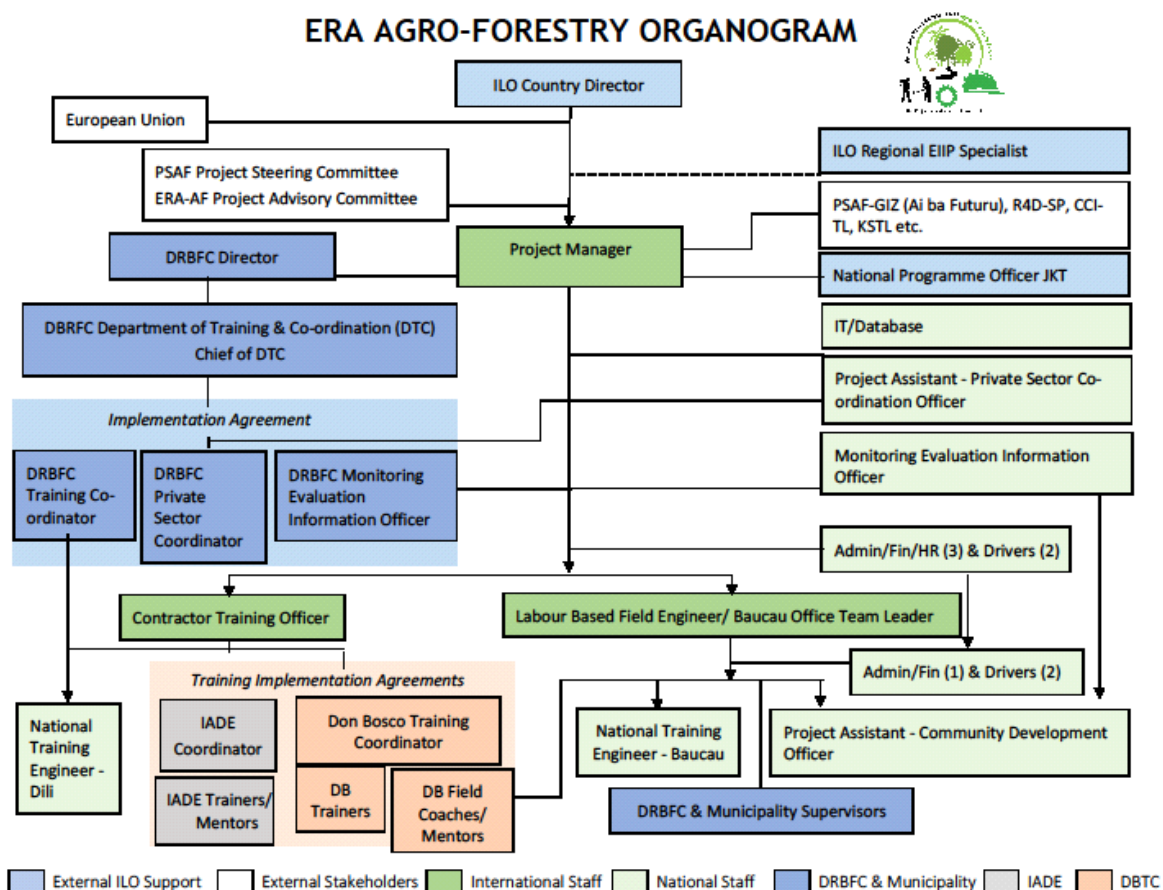
⁴⁶ICE (Institute of Civil Engineers) (2020) "ILO's sustainable approaches to employment creation including using EIIP approaches" in *UN75: Sustainable Engineering*.

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; (b) seeking municipal support for addressing community level obstacles to timely project implementation, and (c) providing direction on the handover of roads to the municipalities and developing the project's exit strategy.

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 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.⁴⁷ Links between the ERA-AF Private Sector Coordination Officer and the M&E Officer and counterparts within DRBFC were intended to support the institutional strengthening and capacity development within DRBFC (see **EFF1** and **SU1**).

The Figure also shows R4D-SP, and later R4D-SP (Bridging Phase), as strategic partners of ERA-AF. The other partners of note in Figure 3 are the training institutions as ERA-AF's strategic partners. An important aspect of ERA-AF's engagement with DRBFC and DTC was to engage them in: (a) developing an enabling environment for contractors, and (b) contractor training and development. As noted earlier, late in the Project it became apparent that DRBFC and MPW face institutional challenges in developing an enabling environment and (b) the mandate of DRBFC does not enable effective implementation of contractor development interventions. The draft White Paper setting out the challenges and proposing solutions was referred to under **EFF1** and is considered further under **SU2** (exit strategy).

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



Source: ERA-AF Project Manager.

⁴⁷ ERA-AF (2019a) *Concept Note for contractor development within Department of Training & Co-Operation (DTC) of DRBFC*.

4.7 Efficiency of resource use

EFN1 is concerned with the extent to which the outputs achieved are derived from efficient use of financial, material and human resources. Before the Project started its design was changed at relatively short notice at the instigation of the donor to increase the road length by 50% to 90 kms and the reduction in the planned cost per km by about 25% from USD 100,000 to USD 74,833 (Euro 67,350⁴⁸). Within this context the Project has done well on cost control in roads rehabilitation and the length of roads rehabilitated and spot improved (Output 1.1 in Table 3). The average rehabilitation cost achieved by the Project is USD 82,127 (Euro 73,914 at USD 1.00 to Euro 0.9 exchange rate) per km for rehabilitation and USD 67,451 (EURO 60,706) including spot improvement, as compared with USD 74,833 (Euro 67,350) per km in ProDoc. The actual rehabilitation cost is therefore 9.7% higher than the ProDoc estimate. This higher cost can be justified by the more difficult terrain and added climate resilient measures than originally anticipated (**EFF1**).⁴⁹

Further, with respect to efficiency 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 ERD rural network roads.⁵⁰ Cost per km of ERA-AF roads is almost 30% lower than the cost of ERD roads. However, determination of whether ERA-AF rehabilitation is cost efficient in comparison with ERD would require comparison of life cycle costs. While such a comparison was beyond the scope of ERA-AF, it would be of value for the sustainability and efficiency of Timor-Leste's rural roads rehabilitation and maintenance programme. Within the constraints on design imposed by the cost per km constraint, the competitive bidding process for awarding contracts (see **VID2**) strikes a balance between cost efficiency and achieving quality. Other practices for achieving efficient operations were: (a) increasing the experiential learning content in training courses; (b) site supervision with DBTC staff support for performance improvement and cost effectiveness; (b) monitoring contractor performance through the ECES,⁵¹ 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 are: (a) feasibility study of a mobile stone crusher in collaboration with R4D-SP with the aim of finding a cheaper solution for the supply of crushed aggregate, and (b) bulk procurement of FIDIC contract licences, though this caused delays in implementing roads rehabilitation in 2018 (see **EFN2** below).

As noted above, the average cost per kilometre for the 80.8 km of rehabilitated and 19.3 km of spot improved roads combined is USD 67,451 which is 10% below the planned cost of USD 74,833 in ProDoc. The cost levels achieved by the Project through cost effective operations along with the favourable exchange rate movements has enabled the Project to well exceed the revised target of 77 kms of improved roads and to exceed the original target of 90 kms in ProDoc if the rehabilitated and spot improved roads are combined. However, no-cost extensions of time were needed because of the slower than planned implementation.⁵²

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 to develop a more experiential training approach and deliver practical support for contractors on site (Output 2.1). The TA budget has also been used to support DRBFC in establishing the

⁴⁸ At USD 1.00 to Euro 0.9 exchange rate which was the rate used in ProDoc. Between June 2017 and February 2022, the exchange rate has fluctuated between USD 1.00 = Euro 0.8 to USD 1.00 = Euro 0.92. The USD 1.00 to Euro 0.9 exchange rate has been used for all conversions in this document. Since Timor-Leste has adopted the USD as its official currency, USD is the appropriate currency for recording project costs. Currency value fluctuations have favoured the project as noted below.

⁴⁹ It was noted under **EFF1** that more expensive climate resilient construction plum concrete road surface and lined drains were required in hilly and steep terrains.

⁵⁰ R4D-SP (2020) *Technical standards review and life cycle costing study of alternative rural road paving options* (Draft).

⁵¹ See **EFF1** for more explanation.

⁵² See **EFN2** below for evaluation of the timeliness of delivery.

Private Sector Relations Unit of DTC, essential for developing an enabling environment for contractors for effective and sustainable implementation of R4D (see *EFM1*, *SU1* and *SU2*). However as noted elsewhere,⁵³ the sustainability of the lessons learnt on training capacity and sound training practice are at risk.

With respect to the timeliness of implementing activities, the factors that have hindered timely delivery and the mitigating measures (*EFN2*), there have been delays because of a range of organisational, human and natural factors which have led to physical works being stretched into the wet season and over more than one construction seasons. Table 9 shows the start and planned end dates of the batches and when they were completed with a summary of some of the reasons for delays. There were exceptional delays in starting the first batch related to obtaining GIZ agreement as the implementer of PSAF-AbF was delayed, and the time required to obtain agreement to use FIDIC contract templates. The remaining reasons which appear to recur, though they do not apply to all roads, are weather conditions, landslides, local objections and obstructions by people, slow or poor performance by contractors and labour supply issues. Local objections were for a variety of reasons. Some were related to concerns about road alignments and their implications for individuals and the interventions planned, for example concern about the implications of the alignment and drainage for farmlands. Such concerns are understandable and were resolved by the Project's engagement with the community from the outset through the socialisation process. The more difficult issues were obstructions by interest groups such as veterans, contractors not benefiting from the Project and others in local leadership positions pursuing self interest. Addressing interesting group issues required interventions at the municipal level.

Availability of sufficient labour for labour-based implementation has been a problem in some locations. 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 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 was equivalent to the statutory minimum wage of USD 115 per month set in 2012.

The PSAF-AbF beneficiary case studies baseline document⁵⁴ includes households which were either benefiting from ERA-AF employment or had registered to participate in ERA-AF work. One case study family did not have any off-farm income. Both the sons in the family had registered to work on ERA-AF works. Relative to the average monthly income of USD 25 for the whole family, earnings of USD 5 per day for the two sons would have been large short-term contributions 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. The high level of rural poverty and underemployment offer a strong rationale for the labour-based approach. In this context, possible reasons for labour shortages in some locations are some combination of: (a) the selection criteria for the roads which 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; (d) restrictions because of local sensitivities on who could participate in the works, and (e) 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, including adequacy of the wage rate set in 2012, would be relevant for ERD⁵⁵ and future labour-based projects.

⁵³ See *EFF1*, *EFM1*, *SU1* and *SU2*.

⁵⁴ 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.

⁵⁵ 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* concluded that labour supply was not a

As Table 9 shows, poor performance by a small number of contractors in Baucau and Manatuto was a reason for delays. In general, contractor operations were slow. No contracts were completed on time, partly because of reasons beyond contractors' control but also partly because small contractors face a number of challenges related to sufficiency of funding and adequacy of staff. The delays because of other reasons are exacerbated by seasonality. The start of rehabilitation projects in late August and September after contractor training and delays is relatively late in the construction season with the rains arriving in November / December. The Project monitors and records delays and their reasons through monthly progress reports. 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, and (c) reasons for the delays and shortfalls. In addition to taking steps to deal with specific reasons for the types of delays set out above, the Project has used its monitoring and planning systems effectively to meet its rehabilitation, maintenance and training targets with no-cost extensions (see **EFF1** and **EFN1**). On **EFN3** (*To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component and other ILO projects?*), as noted earlier (see **CP1**) there were potential synergies and collaboration opportunities with PSAF-AbF, DRBFC, R4D and R4D-SP and CCI-TL. 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 requiring improved access. Nevertheless, the two partner projects have benefited 11 sucos from coordinated interventions. Four of the PSAF-AbF priority sucos for which ERA-AF provided access, before the road rehabilitation access conditions were very poor.

A baseline report of beneficiary case studies in locations benefiting from both the projects completed in 2019⁵⁶ portrayed profiles of households who would benefit from employment on ERA-AF rehabilitation projects and improved earnings from agro-forestry. One aspect which affects the joint impact of the interventions of the two projects 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 has been addressed by PSAF-AbF by supporting inter-cropping with crops which yield more immediate outputs. A follow-up to the baseline beneficiaries study which would have yielded results on impact was not possible because of COVID-19 but the baseline and endline studies undertaken by ERA-AF provide some evidence related to impact (see **IM1**).

Two other areas of synergy are: (a) advice on contractors for PSAF-AbF civil works, and (b) potential for collaboration between ERA-AF and PSAF-AbF on bioengineering. On PSAF-AbF civil works, ERA-AF has made recommendations on well performing ERA-AF contractors for water catchment works which were about to be implemented at the time of the interview with GIZ. These recommendations are of value for PSAF-AbF and for contractors but works are not expected to be labour-based because there is some urgency in expediting the works before PSAF-AbF ends later this year. There was potential for PSAF-AbF to supply trees for bioengineering and engaging with HMI or other similar organisations to engage with local communities for sustainable management of trees. The advantage would have been the use of locally raised trees. Under ERA-AF's collaboration with HMI trees are supplied from more distant locations. The collaboration was not possible because the type of trees required for bioengineering could not be supplied by the local nurseries developed by PSAF-AbF.

EFN3 refers to leveraging resources with other ILO projects. As noted under **VID1** and **EFF1**, ERA-AF and R4D-SP had an established model and competence in place to create short-term employment in routine

concern as only 25% of contractors reported labour shortages in the survey response. The report used evidence which was 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 works with the average shortage being 44%. There is need for another study given the issues ERA-AF has faced and evidence from the R4D 2013/14 study. The shortages reported by the study and the conclusion that labour supply was not a concern appear to be contradictory

⁵⁶ 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.

maintenance. The two projects used this model to collaborate in generating short-term employment under the ILO RBSA funded project to aid Timor-Leste's recovery from COVID-19. The Project has also played a part in ILO's engagement with the EU-UN Spotlight initiative⁵⁷ to eliminate violence against women and girls which aligns with the ILO Convention 190 Violence and Harassment Convention (2019). KSTL with its networks and reach has been a key partner in the Spotlight initiative to raise awareness of the problem. KSTL visited Project sites in Viqueque to raise awareness of the gender-based violence problem and to campaign for its elimination alongside monitoring of site activities including awareness of workers of occupational safety and health, workers' rights, fighting child labour, promoting gender equality and social inclusion.

It has been noted under **CP1** that there have been strong synergies between ERA-AF and R4D-SP and later with R4D-SP (Bridging Phase) in their support to GoTL's institutional strengthening and reforms to develop competent small scale contractors and create a more enabling environment for them. Since the synergies and leveraging potential with R4D-SP (Bridging Phase) are of central importance for the ERA-AF exit strategy, they are considered in more detail under **SU1** and **SU2** and further in 5. *Conclusions, recommendations and lessons*.

⁵⁷ EU-UN (2022) Spotlight Initiative in Timor-Leste: Annual Narrative Programme Report, 1st January to 31st December 2021.

Table 9: 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	All completed by October 2020	3 months delay in getting GIZ agreement for 2 roads. Protracted negotiations for use of FIDIC contracts. Works continued into the rainy season because of the delay. Heavy rains and landslides affected implementation. Delays further compounded by socialisation issues, problems in accessing materials, labour availability, veteran interference, disruption by martial arts groups, 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	All completed by February 2022	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 because of COVID-19.
Batch No 2. 3 roads 10.0 km. 5 contracts	Manatuto	June 2019	August 2019	All completed by February 2022	Delays attributed to adverse weather conditions, limited access to material quarries, landslides, social issues, poor performance of 2 contractors and the 2 months work stoppage because of COVID-19.
Batch No 3. 2 roads 6.6 km. 2 contracts	Manatuto	August 2020	September 2020	All completed by February 2022	Delays attributed to adverse weather conditions, limited access to some sections, land slides, poor performance of 2 contractors, social issues, and work stoppages because of COVID-19 which restricted travel and supervisory activities. Heavy rains and resulting floods and landslides in April 2021 also affected some sections of ERA-AF roads with emergency maintenance activities being scheduled on affected sections.
Batch No 3. 4 roads 16.8 km. 7 contracts	Lautem	August 2020	September 2020	Completion expected in 2021	Delays attributed to adverse weather conditions, limited access to some sections, land slides, social issues, and work stoppages because of COVID-19 which restricted travel and supervisory activities. Heavy rains and resulting floods and landslides in April 2021 also affected some sections of ERA-AF roads with emergency maintenance activities being scheduled on affected sections.

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, PSAF and Timor-Leste's Development Plan and the level of its influence on policies and practices at national and municipal levels (**IM1**). The Project's potential contributions to SDGs 1, 5, 8, 9 and 16 have already been noted under **RS1**. Timor-Leste's development plan, in particular commitment to rural development and improvement of rural roads by labour-based methods to improve rural livelihoods and reduce poverty is also aligned with the SDGs (in particular SDG 1 End of poverty, SDG 8 Promote sustainable economic growth and decent work, SDG 9 Build resilient infrastructure, and to some extent SDG 16 Promote peaceful and inclusive societies through sustainable development⁵⁸). The higher level PSAF goal "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" is also well aligned with the SDGs and Timor-Leste's development plan.

A distinction is made here between the Project's impact for the communities served by it and the wider impact of its lessons on policies and practices. The impact on the communities served will depend on whether the roads continue to be maintained after the project ends and therefore will continue to contribute to improving the livelihoods and welfare of the communities. The rehabilitated roads are all Class D, the class described as being part of the core road network to be rehabilitated and maintained by ERD. It has been agreed that ERA-AF roads will be adopted by ERD for maintenance. Whether the roads will be maintained as required depends on whether the allocation of resources for maintenance to ERD is sufficient.

The wider policy and practice level impacts at the national and municipal levels depend on whether the models for training and managing contractors and creating an enabling environment for them can be adapted for ERD. The models are well aligned with Timor-Leste's development strategy which prioritises private sector development and improvement in rural livelihoods. R4D-SP (Bridging Phase) and the potential next R4D-SP phase could be well placed to support DRBFC, MPW and other parts of GoTL in efforts to overcome these obstacles and enable adaptation of the model suitable for the public sector. These aspects are closely linked with the Project's exit strategy and are therefore examined under the *Sustainability* criterion below.

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. There is adoption of the decent work principles on the ERD supported by R4D-SP (Bridging Phase). Wider adoption of the principles, for example in other public and private sector work would depend on contractors adopting the lessons and relevant agencies monitoring and assuring compliance.

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 separated into three components. On contributing to capacity in the rural roads sector, reference has already been made to the models for training, managing contractors and providing an enabling environment under **IM1**. It is considered in more detail under **SU2**. The direct employment generated by the Project has been in rehabilitation and maintenance.

Contribution to poverty reduction is through realisation of economic and non-economic benefits from improved access which arise in a number of ways as outlined in considering the effects of improved access for communities benefiting from rehabilitated roads (see **EFF1**). The evidence collected by the Project and evaluators demonstrate the economic and non-economic benefits of improved access which have the potential to contribute to poverty reduction over time.

⁵⁸ SDG 5 Achieve gender equality overlaps with one of the higher goals in the DWCP and is therefore considered in relation to it.

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.

The sustainable capacities of DBTC and IADE have been discussed under **EFF1**. In collaboration with ERA-AF, DBTC has produced practical guides and training materials and curricula and delivered courses for contractors, their staff and supervisors.⁵⁹ IADE now has sounder capacity to provide training and mentoring.⁶⁰ 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 has been 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. Further, DBTC staff provided on site supervision and mentoring, the cost of which was born by the Project. In interviews some 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. A study conducted in the course of developing the business plan for DBTC indicated that contractors would be willing to pay USD 100 per trainee per week for a training course of about 2 weeks. This was corroborated by the contractor tracer study. Contractors interviewed during this evaluation were highly appreciative of the value of technical and business training⁶¹ though a distinction has to be made between the value contractors who won contracts put on training and those who did not.

With technical and financial support from ERA-AF, DBTC developed and is implementing a business plan for the LBT Unit. Given the scale of ERD and related continuing need for training of contractors and their staff, in principle its training requirements could be important for the DBTC LBT Unit's financial sustainability alongside other opportunities. However, to date DRBFC's use of DBTC's services has been classroom based "refresher training" yielding low and variable income because of GoTL budgetary issues and inadequate training for undertaking contracts.⁶²

Implementation of DBTC's business plan has enabled it to widen its client base and yielded additional income streams. It has recently conducted environmental and social safeguard training for R4D-SP (Bridging Phase) and has signed an agreement with UNDP – GCF (Global Climate Fund) to jointly develop training material and provide on the job training for municipal staff implementing climate resilient projects. The project for Fairtrade ANZ to provide training for water committees is in progress. DBTC is discussing with FAO a project to provide technical supervision of irrigation infrastructure for its Cash for Work Programmes in response to the floods in April 2022 and with PARTISIPA provision of training on the PNDS programme. An additional

⁵⁹ 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 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.

⁶⁰ IADE has delivered contract and business management training for ERA-AF contractors in collaboration with the ERA-AF team.

⁶¹ See Appendix K

⁶² In effect for many ERD contractors with no previous labour-based training or experience it is better referred to as orientation training.

income stream is hiring of rollers through its equipment hire initiative. However, the adequacy of training and technical support for ERD contractors are concerns which are considered under **SU2** 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 remain concerns as noted under **EFF1**. In its implementation, ERA-AF has demonstrated a number of key aspects of an enabling and supportive environment for small contractors:

- Transparent bidding and contract award process.
- Clear and unambiguous contract conditions.
- Monitoring of performance on site and guidance and support during project implementation.
- Timely payment according to contract.
- Ensuring access to sufficient finance.
- Ensuring access to equipment and materials.

The tracer study of contractors trained by the ILO⁶³ provided some insights on small contractors of value for the evaluation of *Sustainability* and the Project's exit strategy. Only 1.4% of contractors surveyed had gone out of business. The remainder stayed in the business but had to bid for numerous contracts before winning a contract. Many had only one contract and 37% no contracts at the time of the survey. About half had other businesses. A large majority (74%) of contractors rely predominantly on government funded projects but a separate survey of ERA-AF contractors revealed that while 59% of them are implementing a government project 21% chose not to undertake government projects because of delayed payments. Most contractors maintain a small team of contracted staff. ERA-AF contractors have relatively high staff turnover. One reason for high staff turnover is related to the nature of the civil contracting business in which more employees are required to implement contracts but businesses, especially small ones, cannot afford to retain all employees when they have no contracts to implement. Preference for government jobs is another reason for contractors losing staff. High staff turnover is a reason for continuing need for training new staff.

Under Output 2.1 (*Sustainable institutional capacity developed for enhanced private sector performance*) ERA-AF sought to support the MPW and DRBFC in seeking to adapt the enabling environment model for ERD. As has been noted earlier, MPW and DRBFC priorities and resources are a major obstacle. Additional obstacles are lack of consistent and regular annual budget allocations for implementing the ERD programme, delays in the procurement process because each project's procurement has to be approved by ADN (Agência do Desenvolvimento Nacional or National Development Agency), 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. These delays have led to a backlog in implementing the programmes. In response to these challenges, ERA-AF and R4D-SP (Bridging Phase) have produced a White Paper setting out the required policy changes and reforms required for contractor development and creating an enabling environment. The White Paper encapsulates ERA-AF's exit strategy (**SU2**).

From early in its life the Project had positioned itself organisationally and physically to work with DRBFC, DTC and R4D-SP to facilitate incorporation of the lessons of the Project into the institutional context of ERD. 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 specified 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

⁶³ Bijl J, Dingen R and Nazario dos Santos (2021) A Joint Contractor Tracer Study of ERA-AF & R4D-SP Projects In Timor-Leste. The survey interviewed about one-third of contractors trained by R4D, ERA I and ERA-AF between 2012 and 2020.

(c) proposing sustainable financing solutions for contractor training. There are challenges associated with each one of these aspects. On developing a more enabling business environment, the required reforms and interventions go beyond the authority and scope of MPW/DBRFC. There is no requirement for ERD contractors and their staff to have certified training to bid for contracts. If certified training is stipulated for ERD contractors, sustainable financing of training would still remain a challenge since MPW/DBRFC do not have the resources to support contractors' training.

The White Paper proposes a roadmap for strengthening the capacity of small scale contractors and to enable them to benefit from the opportunities for civil works. Within an overhaul of national construction policy and laws regulating infrastructure and civil construction works and development of greater clarity on decentralisation, it recommends:

- Improved arrangements for coordinating and promoting capacity building of local contractors including suitable financing arrangements.
- Improved access for small scale contractors to credit, equipment and materials.
- Nationwide local contractors accreditation and performance evaluation system.
- Strengthening of local contractors' associations.
- Establishment of local contractors' information hub to include regular updates on contractors' payment and progress and how these could be expedited.

The information hub is proposed as a temporary measure with the better solution being to speed up the payment process. For transparency, effectiveness and efficiency, making it a permanent feature in enhanced form should be considered. The enhanced form could encompass sharing of information in both directions, enabling contractors to report progress and issues and speeding up the supervision and audit process through the use of ICT.

The recommendations in the White Paper are grounded in evidence based analysis where the evidence encompasses the national policy and regulatory context, the state of the market for civil construction works, the contractor tracer study jointly undertaken by ERA-AF and R4D-SP and the models for contractor training, supervision and support developed and implemented by the Project. It recognises that multiple public and private sector stakeholders need to be involved and proposes a way forward with ADN taking the lead and involving the ILO and other international partners. Given GoTL's commitment to rural development broadly and the role of ERD to improve access within it, MPW and DBRFC would be important stakeholders. Given the complex set of issues to be addressed and the multiple stakeholders setting a timeline and milestones is also important.

An important dimension of sustainability which is not included in the specific questions for the evaluation is environmental though it is identified as a cross-cutting theme in the TOR. The Project has been fully compliant with the Environmental Safeguards Framework for rural roads adopted by the Ministry of Public Works. The Project applied for and was granted environmental compliance licenses for all the roads it has implemented. In addition it collaborated with the NGO Ho Musan Ida (HMI) (With One Seed), to plant and monitor the growth of trees along the road where this was necessary to reduce erosion and risk of landslides (see **CP1**). This initiative combines protection of rehabilitated roads and environmental benefits.

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

On **TRI1** (*The extent to which the project has mainstreamed International Labour standards, tripartism, social dialogue, gender equality, disability inclusion and non-discrimination cross-cutting issues into its design, strategy, selecting of target groups, resource allocation to achieve the results, and implementation?*) ERA-AF adhered to decent work principles, which encompass adherence to International Labour Standards (ILS), human rights-based approach and gender equality, 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 socialisation process at the community level; (b)

the training of contractors; (c) the “particular conditions” in the FIDIC contracts,⁶⁴ and (d) site supervision and inspection. The socialisation process at the community level introduces the relevant principles underlying Project employment including non-discrimination and women’s participation (see **RS1** on the Project’s strategic fit with ILO principles and policies and **TRI2** on gender mainstreaming and disability inclusion). Reinforcing the message and site supervision and inspections were important for H&S aspects as well as for effective and efficient works (also see **EFF1**, **TRI2** and **TRI3**). There have been just two accidents involving injuries to workers,⁶⁵ one to a worker being transported to a spot improvement site and the other when a vehicle lost control on a site. Both incidents were covered by insurance but the workers could not be compensated under the terms of the insurance because they had been treated by traditional doctors who could not produce receipts. The insurance company provided ex-gratia payments.

On **TRI2** (*What have been the results on gender mainstreaming and disability inclusion?*), with respect to gender mainstreaming, the key achievements have been addressed under effectiveness (**EFF1**). 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 were the main means used. A remarkable achievement is the high proportion (53%) of contractor firms owned by women. While the proportion of women Project workers overall is below 30% (25%), 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 and type of work conditions being different in the locations in which rehabilitation started later or a combination of the two explanations.

The project did not have a target for the proportion of persons with disabilities (PwDs) to be employed. However, the principles of non-discrimination and inclusivity including access to Project employment for PwDs were part of the community level socialisation process and contractor training included labour standards and non-discrimination requirements which were incorporated in the contract documents. Just over 1% of persons employed were PwDs. In interviews, women who had participated in rehabilitation and maintenance work stated their appreciation for equal pay and the type of work that was offered to them. A person with disability who was interviewed had a similar response.

On **TRI3** (*Has the Project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism?*), 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 has been important for its role in recruiting contractors as well as in representing them by advocating an enabling business environment. As noted in **SU1** and **SU2** and earlier and in relation to the White Paper, the Project has had to revise key aspects of its exit strategy related to the sustainability of contractor training and creation of an enabling environment for contractors because the MPW and DRBFC priorities and resources did not permit their taking a leading role on these aspects. The role of CCI-TL and contractors’ associations as representing employers has therefore become crucial in addressing these aspects through engagement with GoTL at the MPW level and with other government institutions. KSTL had 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. As noted under **EFN3** KSTL was a partner in ILO’s engagement with the EU-UN Spotlight initiative to eliminate violence against women and girls.

5. Conclusions, lessons to be learnt and recommendations

5.1 Conclusions

ERA-AF had 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

⁶⁴ Standard form contracts produced by FIDIC (Fédération Internationale Des Ingénieurs-Conseils or International Federation of Consulting Engineers) which are used all over the world.

⁶⁵ There were two other accidents involving equipment.

challenges have been the external procedural, human and natural factors, including the pandemic, leading to delays and need for additional health and safety measures. The Project had the systems, processes and resilience to adapt but required additional time to complete its training and rehabilitation activities albeit with no-cost extensions.

ERA-AF's collaborations with DBTC and IADE have been of central importance in providing training to contractors. ECES developed in collaboration with DBTC and IADE is an excellent initiative for assessing the quality of the contractors trained and monitoring their performance. In the course of implementation and for mitigating some risks and through the contractor tracer study, the Project has gained a sound understanding of the issues faced by contractors and developed models for training and managing contractors and creating an enabling environment for them. Using the knowledge gained in supporting capacity development has remained challenging because of reasons beyond the Project's control though the White Paper shows a way forward.

The human reasons for delays at the local level have been concerns of local people on the adverse effects of road alignment and construction on farmlands and other assets, obstruction by interest groups such as veterans, contractors not benefiting from the Project and others in local leadership positions pursuing self interest. Adequacy of labour supply has also been an issue in some locations. Local labour supply shortages could be for a number of reasons, seasonality of labour requirements in other activities, the wage rate, local socio-political situation or simply not sufficient people in the target group in the locality. At a broad level, the labour-based approach has a strong fit with the rural socio-economic context in Timor-Leste. But the human reasons for delays indicate that there is a need to obtain a better understanding of local socio-political and labour supply complexities and based on this understanding development of policies and practices to reduce the delays for ERD and jeopardise implementation of the labour-based approach.

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 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 MPW and DRBFC and the ILO's R4D-SP, and later R4D-SP (Bridging Phase) have been of key importance for mutual learning and even more for sustainability of the achievements, lessons learnt and the capacity development efforts of ERA-AF.

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 M and N respectively in the standard ILO templates. Some of the lessons learnt are also reflected in recommendations because further tasks are required to obtain full benefits from them for Timor-Leste.

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 ERD contractors and improve the business environment for contractors. The first lesson learnt (LL1) is the need for perseverance, adaptability and coalition building for institutional strengthening and reforms. This is a lesson with applicability beyond Timor-Leste and could be disseminated as a case study.

The second lesson learnt (LL2) is that for a labour-based programme to work effectively it is not sufficient that the general conditions of unemployment and underemployment and low incomes persist. There are local socio-economic socio-political conditions and interests which can be obstructive. Further, adequate labour supply depends on seasonality of other work opportunities, the wage rate, the local population in the target groups and constraints imposed by social obligations and who is permitted access to the work opportunities. Policies and practices need to be developed on a proper understanding based on a study of the situation. The study could also propose innovative solutions such as a bottom up approach in which sucos have to bid for projects and show commitment.

Good practice 1 (GP1) is linked to LL1. It is the preparation of the evidence based White Paper setting out the roadmap for the policy changes and reforms needed to adapt the lessons from the Project for Timor-Leste's rural road rehabilitation programme and engaging with the stakeholder whose leadership and participation are needed for achieving the outcome. GP2 is the 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 and GP3 addresses the challenge of assessing the quality of training through the ERA-AF Contractor Excellence Scheme or ECES tool.

5.3 Recommendations

There are just three recommendations arising out of the lessons from ERA-AF for stakeholders committed to enhancing ERD and improving the capacities and prospects for small contractors.

- Following up on the proposals in the White Paper and making the process of consultation and actions timebound with milestones is recommended.** This is of key importance if the benefits from the lessons learnt from ERA-AF and the wider reforms are not to be lost. Because of the number of stakeholders involved and the complex issues which need to be addressed, there is a danger that the White Paper may remain a vehicle for debate and discussion if the process is not timebound. **Key multilateral and bilateral donors and development partners with a common interest in the reforms could make important contributions.**

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ADN, ILO CO-Jakarta, DWT-Bangkok, DRBFC, MPW, R4D-SP (Bridging Phase) and potentially the next phase of R4D-SP, other key development partners	High (essential if the momentum to benefit from the lessons learnt on ERA-AF is to be maintained)	High (the process of analysis, consultations, further developing the proposals into policies and actions needs to be timebound with milestones)	Medium (low financial requirements during the analysis, consultations and development stages, substantial time commitment of stakeholders, substantial time and resource commitment for implementing the reforms)

- A study of the socio-political and labour supply issues at the local level which affect implementation and cause delays is recommended.** The aim would be to formulate better informed policies and practices to reduce the delays for ERD and the risk of jeopardising implementation of the labour-based approach.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
DRBFC, ADN, DWT-Bangkok, R4D-SP (Bridging Phase) and the next phase of R4D-SP (under consideration)	High (import for improving the performance of ERD – efficient operation and employment generation)	Medium (not urgent but to be conducted as soon as feasible to benefit from the results)	Medium (resources and expertise needed to conduct the study and derive lessons)

- A comparison of life cycle costs of roads rehabilitated by ERA-AF and R4D is recommended.** ERA-AF roads are being rehabilitated at an average cost well below those of R4D. The study would yield

valuable results for improving the effectiveness and efficiency of ERD and other rural roads rehabilitation and maintenance.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ADN, DRBFC, DWT-Bangkok, R4D-SP (Bridging Phase) and the next phase of R4D-SP (under consideration)	High (<i>important to for the capacity development and institutional strengthening, related to sustainability</i>)	Medium (<i>not urgent but to be conducted as soon as feasible to benefit from the results, the study would need some time to yield full results</i>)	Medium (<i>resources and expertise needed to conduct the study and derive lessons, the savings from the findings would comfortably exceed the costs</i>)

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

8th February 2022

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 (EUR 12,000,000 EU and EUR 200,000 ILO)
ILO Administrative unit	ILO Country Office for Indonesia and Timor Leste (CO-Jakarta)
ILO Technical Units	DEVINVEST
Type and scope of Evaluation	Independent Final Evaluation
Evaluation date and fieldwork dates	February – March 2022 End of February for field mission
Project Duration	58 months (1 June 2017 to 31 May 2021; 2 no-cost extensions (1 June to 31 October 2021), (1 November 2021 until 31 March 2022)
Evaluation Manager	Mr Andreas Schmidt, Technical Officer (Triangle in ASEAN), ILO Regional Office for Asia and the Pacific, Bangkok
TOR preparation date	January 2022

Introduction and Rationale for the Final Evaluation

This Terms of Reference (TOR) covers the Final Evaluation (FTE) of the “Enhancing Rural Access Agro-Forestry (ERA Agro-Forestry): Improving access to agro-forestry areas” (ERA-AF) Project. ERA-AF is funded by the European Union and implemented by ILO Jakarta.

The ERA-AF project is part of the Partnership for Sustainable Agroforestry (PSAF) - funded by the European Union (EU), the Government of Germany (BMZ), and 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 for implementing 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. While the ILO complied with the recommendations, it raised concerns regarding some findings.

The ILO conducted a [Mid-Term Evaluation](#) (MTE) of the ERA-AF in 2020-2021 (with the final report made available in January 2021), and concluded that the Project succeeded satisfactorily in meeting the targets for roads rehabilitated and achieved or exceeded the targets set for capacity building of partner staff. Lower effectiveness than anticipated was explained with suspensions of activities due to COVID-19. Lower efficiency than anticipated was explained by the difficult terrain where the Project operates. It further concluded that the Project was relevant and had a high strategic fit with the development challenges facing Timor Leste and the priorities of the key strategic partners. However, the Project faced challenges in coherence. The impact would depend largely on how effective the roads will be maintained. Impact, sustainability and the exit strategy will be assessed during this FTE. Finally, the MTE concluded that the project design was realistic and sound, and tripartism, social dialogue, gender equality and non-discrimination were sufficient.

The ERA-AF project was jointly implemented with Regular Budget Supplementary Account (RBSA) funded project "Supporting recovery from the COVID-19 pandemic through targeted employment-intensive emergency public works for the rural poor and vulnerable in Timor-Leste", which is also ending on 31 March 2022. The RBSA programme added 50 kilometres of improved (maintained through routine maintenance) roads to the PSAF-AbF network connecting to priority sucos (villages). Though not being evaluated in this FTE, the complementarity, lessons learnt, the effectiveness of such collaboration intervention may be assessed. Therefore, it was suggested to the donors to combine both evaluations into one cluster evaluation.

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 FTE is to review and take stock of what has been achieved, of any constraints/opportunities faced by the Project, and how they affected the achievement of the project outputs and objectives.

The FTE will also include lessons learnt, good practices, and recommendations for organisational learning. It will both review and validate the Project's technical progress report, monitoring and evaluation reports and other relevant documents as much as possible and will be complemented by field visits to verify projects deliverables.

In addition, the prolonged COVID-19 pandemic has adversely impacted on the socio-economic and political context of the region, and Timor Leste also faced challenges. While the prevalence of COVID-19 within Timor-Leste is low, but few flights limit the mobility of international consultants. It is suggested to complement the work by the International Consultant with a national consultant in Timor Leste.

The FTE will provide an opportunity for the Project to engage with key stakeholders and target communities and to gather their views and the impact which COVID-19 may have had on the project strategy and the project objectives. 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 line with COVID-19 protection policies by adhering to the health guidelines imposed by the Government of Timor Leste, the [ILO Evaluation guidance note in responding to COVID-19](#) and the [ILO EIIP COVID-19 OSH Protocol](#).

The evaluation is planned for February and March 2022, with the final report expected to be completed by April 2022. The ERA-AF 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 FTE will be managed by an independent evaluation manager. The evaluation manager prepared this TOR and will subsequently finalise it in a consultative process involving the project team, ILO tripartite constituents, the donor, and other key stakeholders of the Project. The evaluation will comply to the [United Nations Evaluation Guidelines \(UNEG\) Norms and Standards](#), [ILO policy guidelines \(4th edition\)](#) 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 a labour-based approach

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.

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 are competent in managing rural road maintenance.

The set targets¹ of the Project are as follows:

Rehabilitating 90 [77] km of roads, and maintaining another 165 [90] km. to the standards of the Ministry of Public Works (MoPW), Directorate of Roads Bridges and Flood Control (DRBFC).

Improving access to rural roads for 6,000 [5,133] households.

Generating 450,000 [238,500] workdays of which at least 30 percent for women.

Offering employment opportunities on the road works to 6,000 [5,133] workers and their families, so they will benefit directly from this opportunity.

¹Targets were revised following the MTE

Supplying 400 [200] accredited certificates to trainees by the training providers (Don Bosco Training Centre and Institute for Business Development Support (IADE).

Granting 40 [34] contracts for rehabilitation and maintenance to trained local construction companies.

Providing capacity building for government staff, to at least 40 public works and municipal officials actively involved in rural road management and maintenance.

Providing at least 1,000 days of training for Municipal staff in rural road management and maintenance.

The logical framework and the Monitoring and Evaluation matrix are provided in ANNEX 4: Logical Framework and Monitoring and Evaluation Matrix of this ToR document.

Under this Project, the ILO provides support to the MoPW, 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 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 Change²:

When road access is improved and maintained, then development does take place through agro-forestry 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 have shown benefits beyond the confines of the Project as these entrepreneurs continue to carry out public works funded by other sources than the ERA-AF 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 UNCDF (2021-2025) Results Group 2, and to the Decent Work Country Programme (DWCP 2016-2021) Outcome 2.1: More effective labour-based rural infrastructure programmes for socio-economic development.³ It has also

² The Theory of Change was developed following the MTE; initially, the project was not designed following a Theory of Change

³ The DWCP 2022-2027 is being prepared at the time of drafting of this ToR

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

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

Institutional setup 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 stakeholders⁴, 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 Private Sector coordinator, 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 Officer⁵. 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 2021) – see Annex 2

⁴ 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)

The position of M&E and Information Officer is vacant since 10.08.2021, but temporary arrangements to support the function were set in place

This information will be provided under Annex 2 of this ToR document and shared via a virtual folder.

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 and otherwise impoverished members of rural communities, including persons with disabilities.

Purpose, Scope, Clients of the Evaluation and Dissemination of findings

Purpose: The ILO evaluations the main purpose relates to accountability, learning and building knowledge, and recommendations for possible similar interventions in the future. The FTE provides an opportunity to ensure accountability to stakeholders in managing for results and reviewing progress made; lessons learnt, impact, sustainability and others.

The main objective of this final independent evaluation is to assess the extent to which the Project has achieved its outcomes and outputs as specified in the project document and workplans, and assess signs of project success or failure with the goal of capturing lessons learned in order to contribute to other projects and document for organisational learning. OECD/DAC evaluation criteria covering Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability will be followed.

The specific objectives of the final evaluation are as follows:

Assess the 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 Bridging Phase to R4D-SP Phase 2 and R4D-SP to Phase 3, and the PSAF-AbF GIZ component).

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.

Assess and review past evaluations and technical progress reports and to what extent these recommendations have been followed-up.

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 Final Evaluation is guided by the main objective and the specific objectives as outlined in the above section. The evaluation will cover the period 1st June 2017 to 28th February 2022. The geographical coverage of the evaluation will include all geographical locations where the Project operates. However as challenges, support, the existence of current activities differ by area, the final areas are diverse in terms of scope (rehabilitation and maintenance); the Selection of Municipalities where the Project is being implemented should be proposed by the Evaluation Consultants. It is feasible to sample and collect data in all four municipalities within 5-7 days.

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, these cross-cutting concerns will be addressed as much as 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 Annex 1).

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 evaluation report.

Clients and users of the evaluation:

PSAF-AbF Project Steering Committee and ERA-AF Project Advisory Committee

PSAF-AbF component implemented by GIZ (which has overall responsibility for coordinating the PSAF)

Government of Timor Leste, e.g. National Authorising Office Services (NAO), 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

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, EU Delegation in Timor Leste, National

ILO Regional Office for Asia and Pacific (ROAP)

The project team, including R4D-SP (Bridging Phase)

Dissemination of findings

The initial findings of this evaluation should be disseminated to all stakeholders at a workshop following the draft evaluation report. This report should also suggest a selection of knowledge products to be disseminated following the final evaluation report, such as infographics, videos, podcast, or similar suggested by the evaluators.

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, 2017](#). Special attention should be given to the exit strategy and 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 upon between the evaluation manager and the Evaluator and reflected in the inception report.

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

Note that these are suggestions, and neither need all questions be addressed nor are these exclusive. It is suggested that the evaluator suggest ten key questions for the evaluations, as some of the DAC Evaluation Criteria might have already been assessed during the life of the intervention.

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 remained relevant to the SDG's goals, EU priorities, ILO Programme and Budget, and Decent Work Country Programme and whether to what extent it has responded to the need of the tripartite constituents, beneficiaries and recipients vis-à-vis COVID-19 pandemic.

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 of synergy, collaboration, and compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by the Government of Timor Leste and ILO such as R4D-SP, ILO RBSA project, and social partners.

The extent to which the ERA-AF interventions adhered to decent work principles, including International Labour Standards, a human rights-based approach and gender equality.

Validity of intervention design

The extent to which the design is logical and coherent.

To what extent had the COVID-19 pandemic affected the Project, and what measures – if any – have been taken to address encountered effects from the pandemic?

Were project risks properly identified and assessed? How effective were the mitigation measures taken by the Project in addressing the identified and assessed risks?

Effectiveness:

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

To what extent the project outcomes have been achieved? To what extent have 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?

Effectiveness of management arrangement

Have the Project Steering Committee, Project Advisory Committee and the management, governance structure and monitoring and evaluation system put in place worked effectively with all the Project's key stakeholders and partners to achieve project goals and objectives?

Efficiency of resource use

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

The extent to which the intervention delivers results in an economic (financial, human, technical support) and timely way. Were the Project's activities implemented in line with the schedule of activities as defined by the work plan? If not, what were the factors that hindered timely delivery? To what extent had ERA-AF leveraged resources with PSAF-AbF GIZ component and other ILO projects?

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.

Had 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 the national and municipal level?

The extent to which the Project had contributed or is likely to contribute to Timor Leste's capacity in the rural roads sector in employment generation and poverty reduction in Timor-Leste.

Sustainability

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

Which project-supported activities, capacities, products (e.g. maintained/rehabilitated roads) and tools have been sustained and institutionalised, or are expected to be sustained and institutionalised (explicitly or implicitly) after the project ended, by partners external organisations e.g. the capacity of Don Bosco Training Institute?

How did the exit strategy work until the end of the implementation, and what are foreseen issues with regards to this strategy?

Tripartism, International labour standard (ILS), social dialogue, gender equality, disability inclusion and non-discrimination

The extent to which the project has mainstreamed International Labour standards, tripartism, social dialogue, gender equality, disability inclusion and non-discrimination cross-cutting issues into its design, strategy, selecting of target groups, resource allocation to achieve the results, and implementation?

What has been the results on gender mainstreaming and disability inclusion?

Has the Project been able to leverage the ILO contributions through its comparative advantages, including ILS, social dialogue and tripartism?

Evaluation Methodology

The independent Final 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 mixed-method approach, engaging with key stakeholders of the Project at all levels during the design, fieldwork, 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 rigour of the evaluation findings.

The methodology should also include examining the interventions' Theory of Change, specifically in the light of logical connection 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 FTE is proposed needs to be adjusted to COVID-19 protocols, and the assessment of secondary data will constitute a major element of the methodology – to be complemented with online interviews/meetings with selected key stakeholders and review of video recording of physical infrastructure work undertaken by the Project. If required, this can be facilitated by an in-country national consultant. The following are proposed methods, which the evaluation team may modify as needed, 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 (2016-2021)

Relevant government development plans

Evaluations and Monitoring Reports

Curricula that have 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 organisations 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/sending 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 COVID-19 situation resulting in limited flights into Timor Leste and the ambitious timeline of the evaluation, the methodology may need to be flexible, and field visits to the project sites may face 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 on proposed methods of data collection (face-to-face or remotely etc.). Secondary data and information will constitute the main data/information to be used by the Evaluator – complemented with online interviews/meetings and potentially video recordings.

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 analysed with appropriate gender and disability disaggregation. Multiple methods and triangulation will be applied to analyse 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

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 the 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 precision as required;

Set out the evaluation matrix to indicate how each evaluation question will be answered in terms of evaluation indicators, data sources (emphasising triangulation as much as possible), data collection methods, and sampling⁶;

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 a broad agenda for the stakeholder's workshop (to be refined a week prior to the workshop); and

Set out an outline for the evaluation report.

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

On-line or hybrid debriefing to present preliminary findings and suggested knowledge products at the end of the field work phase. The Evaluator will organise a workshop (virtually) to discuss the preliminary findings of the evaluation after data collection is completed. The workshop will be technically organised by the evaluation team with the logistic support of the Project.

First draft of Evaluation Report and suggested knowledge products (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 one week 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 one page to elaborate on the lesson learnt/good practices as per ILO standard template (see annexure). The knowledge products can be, for example, evaluation briefs videos, podcasts, blogs and/or evaluation infographics.

This deliverable can be provided as annex following inception report if time is constrained

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)

Stand-alone evaluation summary in standard ILO format (max 4 pages)

The draft and final versions of the evaluation report in English in an MS-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 fieldwork 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: Mr Andreas Schmidt, Technical Officer (TRIANGLE in ASEAN), ILO ROAsia and the Pacific, Bangkok, Thailand, who has not had prior involvement in the Project, will manage this Final Evaluation. The Evaluation team leader reports to the evaluation manager.

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

Draft and finalise 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 it 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
<p>Conduct evaluation and deliver all deliverables under this TOR</p> <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 the 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 keystakeholders • Draft evaluation report • Finalise 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, and the evaluation 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 describes desired competencies and responsibilities for the National Evaluator as a team member

Responsibilities	Profile
<p>The national consultant (a national of Timor Leste) will support the team leader in conducting a participatory and inclusive evaluation.</p> <p>collect background information and prepare a summary in English as required;</p> <p>contribute to a desk review of relevant program and non-program documents;</p> <p>pro-actively provide relevant local knowledge and insights to the international consultant;</p> <p>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</p> <p>contribute to the main report to be prepared by the team leader</p> <p>maybe requested to write certain sections in the draft report as requested by the team leader</p> <p>participate in and jointly facilitate the stakeholder's workshop</p> <p>provide interpretation during the evaluation data collection as required</p>	<p>No previous involvement in the delivery or evaluation of the ERA-AF project</p> <p>University Degree with minimum 7 years of strong and substantial professional experience in project evaluations and/or experience in local economic development context;</p> <p>Knowledgeable in program/project evaluation methodologies</p> <p>Excellent analytical skills, writing and interview skills;</p> <p>Excellent command of oral and written English;</p> <p>Understanding of Tetum local language;</p> <p>Sound knowledge on the socio-economic conditions of Timor Leste and gender equality, disability inclusion and non-discrimination is desirable</p> <p>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</p>

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 organising a detailed evaluation mission agenda. The project management will ensure that all relevant documentation 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 Final-Term Evaluation report.

Evaluation Timetable and Schedule

The Final Evaluation will be conducted during February-March 2022.

Task	Responsible person	Timeline
Preparing and drafting TOR Evaluation Manager and gathering inputs from project team	Evaluation Manager	January 2022
Sharing the TOR with all stakeholders for comments/inputs	Evaluation Manager	January 2022

Task	Responsible person	Timeline
Finalisation of the TOR and Expression of Interest	Evaluation Manager	February 2022
Approval of the TOR EVAL	Regional Evaluation Officer	February 2022
Call for expression of interest and Selection of consultant	Evaluation Manager/ROAP	10-18 February 2022
Draft mission itinerary or possible virtual interview schedule?	Project team	18 February 2022
Contract preparation/Contract signed and brief evaluators on ILO evaluation policy	Project CTA/team Evaluation Manager	21 February 2022
Desk review, and audio/skype/video conference with Project, and inception report submitted	Project and evaluators (at home-based)	22 February 2022
Evaluation Mission or Data collection	Evaluators	23 February 2022 to 11 March 2022
Debriefing workshop; sharing of findings and suggested knowledge products	Evaluators/CTA	16 March 2022
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluators	23 March 2022
Sharing the draft report to all concerned for comments	Evaluation Manager	25 March 2022
Consolidated comments on the draft report, send to the Evaluator	Evaluation Manager	1 April 2022

Finalisation of the report and knowledge products	Evaluators	8 April 2022
Review of the final report	Evaluation Manager	15 April 2022
Submission of the Final Evaluation report and knowledge products	Evaluation Manager	22 April 2022
Approval of the Final-Term Evaluation report	EVAL	29 April 2022

Proposed workdays (payable days) for the evaluation team⁷

Any and all in-person meetings and field visits might need to be replaced by alternative, virtual meetings depending on the evolution of the travel and meeting restrictions related to the COVID-19 pandemic

Phase	Responsible Person	Tasks	Proposed number of days	
			Team leader	Team member
I	Evaluation team	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	Data collection: In-country (Timor Leste) consultations with project staff and other relevant stakeholders Field visits Interviews with projects staff, partners beneficiaries Debriefing and Stakeholders workshop for sharing findings	10	14
III	Evaluation team	- Draft report based on consultations from field visits and desk review and the stakeholders' validation workshop	8	6
IV	Evaluation Manager	Quality check and initial review by Evaluation Manager Circulate revised draft report to stakeholders Consolidate comments of stakeholders and send to team leader	0	0
V	Evaluation team leader	- Finalize the report including explanations on why comments were not included	2	1
TOTAL			26	25

Resources

Funding will come from the Project. Estimated resource requirements:

Team leader: consultant fee to add

National Evaluator: fee to add

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 Evaluator will abide by the UN Evaluation Group (UNEG) UNEG Ethical Guidelines which will be followed.

The TORs are accompanied by the Code of Conduct document for carrying out evaluations.

UNEG ethical guidelines and the 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. Ownership of data from the evaluation rests jointly with the ILO and the steering committee. The copyright of the evaluation report will rest exclusively with the ILO. The use of data for publication and other presentations can only be made with 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.

ANNEX 1: RELEVANT EVALUATION POLICIES, GUIDELINES AND TEMPLATES

[ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing forevaluations, 4th ed](#)

[Template: Code of Conduct Agreement with ILO Evaluation Consultants](#)

[Checklist No. 3: Writing the inception report](#)

[Checklist 5: Preparing the evaluation repor](#)

[Checklist 6: Rating the quality of evaluation report](#)

[Guidance note 7: Stakeholder's participation in the ILO evaluation](#)

[Template: Emerging Good Practice \(to be annexed to evaluation report and filled in by the Evaluator\)](#)

[Template: Lesson Learned \(to be annexed to evaluation report and filled in by the Evaluator\)](#)

[Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects](#)

[ILO Disability Inclusion Policy and Strategy 2020-23](#)

[Template for evaluation title page](#)

[Template for evaluation summary](#)

[UNEG Ethical Guidelines for Evaluation](#)

[ILO Handbook on "How to design, monitor and evaluate peacebuilding results in employment for peace and resilience programmes"](#)

[Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations](#)

ANNEX 2: PROGRESS MADE TO DATE

Progress reports were shared through a cloud drive.

ERA-AF Project 3rd Annual Technical Progress Report (June 2019 - May 2020)

Page 1



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 have reviewed the classifications and agree they are a fair and accurate reflection of progress Reviewer initials:
Report approved by:	Michiko Miyamoto, ILO Director for Indonesia and Timor-Leste I have reviewed the classifications and agree they are a fair and accurate reflection of progress Approver initials:

ANNEX 3: ACRONYMS

AEMTL	Association of Women Entrepreneurs of Timor-Leste
BMZ	Federal Ministry for Economic Cooperation and Development, Germany
CCI-TL	Chamber of Commerce Industry Timor Leste
CO	Country Office
DBTC	Don Bosco Training Centre
DRBFC	Directorate of Roads Bridges and Flood Control
DTC	Department of Training and Co-operation (within Directorate of Roads Bridges and Flood Control)
DWCP	Decent Work Country Programme
ERA AF	Enhancing Rural Access Agro-Forestry “improving access to agro-forestry areas” (ERA Agro-Forestry)
EU	European Union
FTE	Final Evaluation
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH/ German International Cooperation
IADE	Institute for Business Development Support
ILO	international Labour Organization
ILS	International labour standards
KSTL	Syndicate of Timorese Trade Union
MoPW	Ministry of Public Works
MTE	Mid Term Evaluation
NAO	National Authorizing Office
PAC	Project Advisory Committee PRODOC ILO Project Document
PSAF-AbF	Partnership for Sustainable Agroforestry - Ai ba Futuru
PS-DCS	Private Sector Development and Coordination Section (within the Directorate of Roads Bridges and Flood Control)
R4D	Roads for Development
R4D-SP	R4D - Support Program (ILO's technical assistance support for Phase 2)
RBSA	Regular Budget Supplementary Account (ILO)
ROAP	ILO Regional Office for Asia and Pacific
SDP	Timor Leste Strategic Development Plan 2011-2030
UNDG	United Nations Development Group

ANNEX 4: Logical Framework and Monitoring and Evaluation Matrix

ERA Agro-Forestry LOGFRAME MATRIX

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumption
<p>PSAF Overall Objective (from the EU Document): Impact</p>	<p>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</p>	Household income and expenditure survey (gender disaggregated) (SO1 & SO2)	2017: Programme baseline	20% more than the baseline	Programme baseline and end surveys	
		Number of youth employed along the agro-forestry value chain (long-term jobs)1 (SO1 & SO2)	2016: Programme baseline	20% more than the baseline (both male and female)	MAF and programme records, Labour Force Survey2	
		Number of youth related conflicts in target communities (SO1 & SO2)	2016: Programme baseline, Belun data	20 % of Conflicts less than baseline	Programme reporting, Belun monthly reports on conflicts in municipalities	
		Minimum Dietary Diversity Score in women *3 (SO1)	2017: national survey	2021: targeted households consuming more than 5 food groups as increased by 20%	SDG goal DHS	
		Number of Sucos that have adopted a (conflict sensitive and participatory) land use planning including agro-forestry systems. (SO1)	2017: 0	2021: 40 Sucos (Suco = large community unit composed by villages); 4,000 households	MAF and programme records	

¹ Related to SDG goal n° 1, indicator n° 56

² Last Labour Force Survey has been conducted on 2013. Next survey will be conducted in 2018.

³ Related to SDG goal n° 2, indicator n° 12 (at National level)

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumption
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.	Number of people benefiting from improved access to markets and social services due to rehabilitated/maintained roads under this programme (gender disaggregated)	2017: 0	2021: tbd after preliminary identification of roads to be rehabilitated	Census and programme records	National Government and municipalities are interested and allocate GoTL resources in maintaining rural roads leading to forestry plantations.
		Number of working days of employment provided (including youth and women) under labour-based road rehabilitation and maintenance programmes	2017: none	2018: 90,000 work days; 2019: 225,000 work days; 2020: 360,000 work days; 2021: 450,000 working days of which 30% for women and 50% of unemployed youth in the targeted communities participate road works;	Programme records	
		Number of contracts awarded by Government to companies trained under this programme for road rehabilitation and maintenance. (gender disaggregated)	2017: 0	2019: 5 2020: 12 2021: 20	Programme records	

SO2 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	km of rural road to support the agro-forestry production areas, rehabilitated/maintained under the programme	2016: none	2018: 18 km 2019: 45 km 2020: 75 km 2021: 90 km	MPW statistics, contractor records, MAP and Programme records	National Government and municipalities are interested and allocate GoTL resources in maintaining rural roads leading to forestry plantations
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	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumption
	rehabilitated and maintained using labour-based methods’ Output 1.2 ‘Sustainable institutional capacity developed for enhanced private sector performance’					
SO2 Result 2	Skills of construction companies and local authorities improved. Output 2.1 ‘Local civil works contractors and supervisors competent in executing labour-based rural road rehabilitation and maintenance contracts’ Output 2.2 ‘Local authorities competent in managing rural road maintenance’	Number of certificates issued by training providers to contractors staff and government supervisors (gender disaggregated)	2017: 0	2018: 80 2019: 200 2020: 320 2021: 400	Training records from training providers, Programme Reports	Sufficient number of companies will apply for the training and local authorities will release staff for training
		Percentage of companies that integrate HIMO Standard targeting (accounted to food and nutrition security)	2017: programme record	2021 : 100%	Programme record	
		No of Municipal officials and village leaders actively managing roads and maintenance according to set criteria, notably through transparent procurement processes for attribution of works (gender disaggregated)	2017: 0	2018: 08 2019: 18 2020: 32 2021: 40	Programme Reports	

Intervention Logic	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>Activities in relation to Output 1.1</p> <p>Carry out overall implementation plan and identify rural roads to be included in the project</p> <p>Plan, program and implement rural road works in collaborations with GIZ and R4D</p> <p>Develop and introduce community based road maintenance system</p> <p>Maintain comprehensive project M&E and MIS</p> <p>Carry out detailed assessment, design and prepare bidding documents</p> <p>Carry out bidding process and award contracts</p> <p>Implement rehabilitation and maintenance contracts</p> <p>Supervise works implementation</p> <p>Monitor works progress including employment generation, social and environmental safeguards</p> <p>Conduct various studies including baseline and impact assessments</p>	<p>90km of roads rehabilitated and maintained</p> <p>40 rehabilitation contracts and 5-10 maintenance contracts awarded and successfully completed on time (of which at least 30% female headed contractors).</p> <p>450,000 worker-days of short-term employment generated and 6,000 workers (of which at least 30% women) and their families benefit directly from the offered employment opportunities.</p> <p>6,000 households have improved access to rural roads.</p> <p>75% of communities rank their satisfaction with the contractor performance as high or very high.</p>	<p>Monthly and six- monthly progress reports</p> <p>Contract management updates</p> <p>M&E and MIS systems</p>	<p>Funds for rehabilitation contract works disbursed as budgeted and on time to allow for planning, tendering procedures and work implementation within budget timeframe.</p> <p>No abnormal weather patterns and natural disasters affecting road work progress</p> <p>Communities support the project implementation approach to rehabilitate and to maintain rural roads</p> <p>Small-scale contractors have access to financial services and equipment, and are paid on time</p>
<p>Activities in relation to Output 1.2</p> <p>Establish and support Private Sector Development and Co-ordination Section within DRBFC</p> <p>Formulate and confirm training cooperation with Don Bosco Training Centre and IADE</p> <p>Carry out training of trainers'</p>	<p>PS-DCS established and operational within DRBFC and with appointed DRBFC staff</p> <p>Implementation Agreements established with Training Providers;</p> <p>Coordination meetings with key and implementation partners held and recorded</p> <p>400 accredited certificates issued by training providers (Don Bosco and IADE)</p>	<p>Monthly and six- monthly progress reports</p> <p>Training reports from training providers</p> <p>M&E and MIS systems</p>	<p>PS-DCS fully established and mandated within DRBFC's institutional organisation including appropriate staff positions and appointments.</p> <p>All identified implementation and support partners are fully mandated and committed to participate in achieving the project objectives</p>

	New training programmes including training material developed, introduced and accredited		Certificates from accredited training are recognised as decisive pre-qualification criteria for tendering and contract award.
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<p>programmes</p> <p>Enhance coaching/mentoring capacity of Don Bosco and IADE trainers</p> <p>Carry out training needs assessments and prepare training programmes</p> <p>Procure training services from accredited training providers</p> <p>Implement agreed training programme</p> <p>Monitor and evaluate training performance</p> <p>Review existing course curricula and request for approval by INDMO, if changes are required</p> <p>Identify and develop new courses and training programmes and seek accreditation with INDMO</p> <p>Develop and/or adapt and introduce training material</p> <p>Explore potential expansion of training delivery to other relevant training institutions</p> <p>Strengthen cooperation with CCI and Contractor Associations and provide support services</p> <p>Involve trade unions through awareness creation</p>	<p>12 trainers accredited to deliver relevant training courses</p> <p>16 cooperation meetings held and recorded</p>		
<p>Activities in relation to Output 2.1</p> <p>2.1.1 Establish selection procedures and advertise for training</p>	<p>5,300 trainee-days for i) formal theoretical training, ii) formal practical training on road construction and maintenance works, iii) formal</p>	<p>Monthly and six- monthly progress reports</p>	<p>Suitable local civil works contractors are interested and available to invest time and resources to attend training and attain certification for LBT rehabilitation and</p>

<p>Carry out formal theoretical and practical training courses for road construction and maintenance works</p> <p>Carry out formal contract and business management courses</p> <p>Carry out formal trial contract coaching and mentorship programmes</p> <p>Provide mentorship to qualified contracting firms engaged in DRBFC rehabilitation and maintenance contracts</p> <p>Collaborate with CCI and other support agencies to create the enabling environment for contractor firms</p> <p>Carry out comprehensive tracer study for trained contractors</p>	<p>contract and business management courses</p> <p>40 trial contracts awarded</p> <p>2,000 coaching/mentorship-days provided</p> <p>75% of contractors carrying out construction contracts 3 years after initial training</p> <p>Cooperation meetings held and recorded</p>	<p>Training and mentorship reports</p> <p>M&E and MIS systems</p> <p>Contractor tracer study report</p>	<p>maintenance contracts.</p> <p>GoTL continuous to utilise LBT approaches to rural road rehabilitation and maintenance.</p> <p>All identified implementation and support partners are fully mandated and committed to participate in achieving the project objectives</p>
<p>Activities in relation to Output 2.2</p> <p>Raise awareness on public infrastructure management among local leaders, executives, agency staff and community representatives</p> <p>Identify training needs and develop information and training programmes</p> <p>Carry out seminars/courses on managing contracts for rural road maintenance contracts</p>	<p>Maintenance awareness creation meetings/workshops conducted</p> <p>1,000 trainee-days for rural road management and maintenance training</p>	<p>Monthly and six- monthly progress reports</p> <p>Meeting/workshop and training reports</p> <p>M&E and MIS systems</p>	<p>Regular government funding for maintenance included in national budget and timely disbursement is ensured</p> <p>Local leaders and decision makers, executives, agency staff and communities are committed to maintenance of rural infrastructure.</p>

ERA Agro-Forestry MONITORING AND EVALUATION MATRIX

Performance Indicator	Indicator definition and unit of measurement	Baseline information	Data source	Data collection (method, frequency & responsibility)	Support for data collection	Data analysis (method, frequency & responsibility)
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.						
Number (tbd once roads identified) of people benefiting from improved access to markets and social services due to rehabilitated/maintained roads under this programme	Number of people directly or indirectly benefiting from the programme.	2017: 0	MAF and Project Records	Regular Census of Government, Project Community Snapshots (data collection before and after), Workers & Business Survey by the Project	Census, Project Reports, Project M&E Database	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.
450,000 working days of short term employment provided (including youth and women) under labour-based road rehabilitation and maintenance programmes	Number of worker days generated as a direct result of the labour- based road construction and maintenance programme	2017: 0	Project Records	Contract Muster Rolls, Workers Survey by Project	Project Reports, Project M&E Database	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.
20 contracts awarded by Government to companies trained under this programme for road rehabilitation and maintenance.	Contracts awarded by government through competitive tenders	2017: 0 (baseline for PSAF, however, several contractors trained by the predecessor ERA Project have won competitive	MPWTC statistics, contractor records, and Project Records	Result of MPWTC contract tenders	MPWTC reports, Project Contract Management Database	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.

		government tenders)				
90 km of rural road to support the agro- forestry production areas rehabilitated/maintained under the programme	The number of km of rural access roads rehabilitated and maintained by the Project	2017: 0 (counting roads specifically rehabilitated and maintained for the PSAF programme)	MPW statistics, contractor records, MAF and Project Records	Monthly updates prepared by Project technical staff	Road statistics kept by MPWTC, Project Reports and Project Contracts Management Database	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.
400 certificates issued by training providers to contractors staff and government supervisors	National certificates in rural road works and contracts management issued by INDMO the National Labour Force Development Institution	2017: 0 (baseline for PSAF, however, 600 certificates were issued through the ERA Project)	Training records from training providers, Project Reports	Training records updated regularly by training provider and number of certified trainees reported to INDMO	Training Reports and Training Database	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.
100% of companies integrate HIMO Standard targeting	Targeting clauses included in contracts	2017: 0	Project Reports	Regular compliance monitoring by Project staff	Project reports	Summary of data presented to Steering Committee meetings.

						Data analysis to be included in the Technical Progress Reports.
40 municipal officials and village leaders actively managing roads and maintenance according to set criteria, notably through transparent procurement processes for attribution of works	All non certified formal and on the job training provided to municipal technical staff and village leaders to plan, budget and manage rural road maintenance	2017: 0	Project Reports	Training reports prepared by the Project after each training	Project Reports, Municipal maintenance plans	Summary of data presented to Steering Committee meetings. Data analysis to be included in the Technical Progress Reports.

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>
<ol style="list-style-type: none"> 1. The extent to which the Project has remained relevant to the SDGs, EU priorities, ILO Programme and Budget, and Decent Work Country Programme (RS1). 2. Whether and to what extent it has responded to the needs of the tripartite constituents, beneficiaries and recipients vis-à-vis COVID-19 pandemic (RS2). 	<p>Comment: The composite specific question in the TOR⁶⁶ has been separated into two parts in the evaluation criteria and sub-criteria column. Appraisal of the role of the project in the context of the overall ILO mission aligned with the SDGs and EU priorities as donor (RS1).</p> <p>RS1 complements RS2 (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 - 2020⁶⁷, https://www.ilo.org/global/topics/sdg-2030/goal-8/lang--en/index.htm on decent work reflected in Strategic Development Goal (SDG) 8 (Decent Work and Economic Growth) and the United Nations Strategic Development Co-operation Framework (UNSDCF) 2021-25 for Timor-Leste.</p> <p>Interviews and FGDs (the latter in particular for workers and communities):</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). • EU Mission on EU's priorities as donor. • 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.

⁶⁶ The specific question in the TOR (p9) is "The extent to which the Project has remained relevant to the SDG's goals, EU priorities, ILO Programme and Budget, and Decent Work Country Programme and whether to what extent it has responded to the need of the tripartite constituents, beneficiaries and recipients vis-à-vis COVID-19 pandemic."

⁶⁷ DWCP 2022-26 is under preparation but the Country Office has supplied a draft.

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<ul style="list-style-type: none"> Project workers (construction and maintenance) and local communities for the perspective of beneficiaries. <p>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.</p>
Coherence of the project (CP) (How well does the intervention fit?)	The compatibility of the intervention with other interventions in a country, sector or institution.
<p>1. The extent of synergy, collaboration, and compatibility of interlinkages between the ERA-AF interventions and the PSAF-AbF GIZ component (SO1 of PSAF), other interventions carried out by the Government of Timor Leste and ILO such as R4D- SP (Bridging Phase), ILO RBSA project, Spotlight Initiative and social partners (CP1).</p>	<p>Comment: Alignment with the TL national development strategy, the rural roads strategy in the context of the national transport masterplan are of key importance.</p> <p>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.</p> <p>Interviews:</p> <ul style="list-style-type: none"> 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. EU Delegation TL, European Union for any policy issues and other initiatives. 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. GIZ's ('Gesellschaft für Internationale Zusammenarbeit') perspective on ILO's contribution to the partnership objective. MPW, DRBFC (Directorate of Roads, Bridges and Flood Control – MPW) and R4D-SP (Bridging Phase) for roads sector policies and initiatives which have implications for project coherence. 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.

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<ul style="list-style-type: none"> • Local Authorities decision makers and executing staff for coherence or conflict with other initiatives and policies at the municipal level. • CBOs and communities for coherence or conflict with other initiatives and policies at the community level. • CCI-TL and KSTL perspective on coherence or conflict with other initiatives and policies.
2. The extent to which the ERA-AF interventions adhered to decent work principles, including International Labour Standards (ILS), a human rights-based approach and gender equality (CP2).	<p>Comment: There are complementarities here with RS1. Hence the documentary and primary evidence will be collected and appraised alongside RS1. Questions related to gender equality and non-discrimination and ILS are also posed under TRI1, TRI2 and TRI3.</p> <p>Documents: See RS1 but additional documents to be consulted on ILS, human rights-based approach and gender equality.</p> <p>Interviews: See RS1 and RS3.</p>
Validity of intervention design	The extent to which the design is logical and coherent.
1. To what extent has the COVID-19 pandemic affected the Project, and what measures – if any – have been taken to address encountered effects from the pandemic? (VID1)	<p>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 related to COVID-19 Business Continuity Plans, Standard Operating Procedures [SOPs] 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 (Bridging Phase) 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.</p>
2. Were project risks properly identified and assessed. How effective were the mitigation measures taken by the project in addressing the identified and assessed risks? (VID2)	<p>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.</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>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
Effectiveness	<i>The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?</i>
<p>1. To what extent the project outcomes have been achieved? (Part 1) To what extent have 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? (Part 2) (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 (Bridging Phase) CCI-TL KSTL Contractors Associations (AEMTL and AEBT)</p>
<p>2. How effective are the communications and visibility (C & V) activities of the Project? (EFF2)</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>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	<p><i>EU Delegation TL, European Union</i> <i>ILO Head of Mission (OiC) in Timor-Leste and Project Manager</i> <i>ILO Country Office for Indonesia and Timor-Leste</i> <i>ILO ROAP DWT</i></p>
Effectiveness of management arrangement	
<p>1. <i>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? (EFM1)</i></p>	<p><i>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 sources for addressing this question. The perspective of the country office will also be sought.</i></p> <p><i>NAO (National Authorizing Officer)</i> <i>EU Delegation TL, European Union</i> <i>MPW (Ministry of Public Works)</i> <i>ILO Country Office for Indonesia and Timor-Leste</i> <i>ILO Head of Mission (OiC) in Timor-Leste and Project Manager (Albert Uriyo)</i> <i>Don Bosco Training Centre</i> <i>IADE (Instituto de Apoio ao Desenvolvimento Empresarial)</i> <i>DRBFC (Directorate of Roads, Bridges and Flood Control – MPW)</i> <i>GIZ (Gesellschaft für Internationale Zusammenarbeit)</i> <i>Local Authorities decision makers, executing staff</i> <i>R4D-SP (Bridging Phase)</i></p>
Efficiency of resource use	<p><i>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way</i></p>
<p>1. <i>The extent to which the intervention delivers results in an economic (financial, human, technical support) and timely way. (EFN1)</i></p>	<p><i>Comment: The three specific questions under this criterion were in a single bullet point. They have been separated here into 3 sub-criteria.</i></p> <p><i>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 MPW, DRBFC and R4D will provide their perspectives on these aspects.</i></p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
2. 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? (EFN2)	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 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.
3. To what extent has ERA-AF leveraged resources with PSAF-AbF GIZ component and other ILO projects? (EFN3)	This question has complementarities with RS2 , CP1 and CP2 and has been 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. 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 R4D-SP (Bridging Phase)
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>
1. 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)	The addressing of this question will be linked to a number of questions above (e.g. RS1 , RS2 and CP1). 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: NAO (National Authorizing Officer) EU Delegation TL, European Union MPW DRBFC and R4D-SP (Bridging Phase) GIZ

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
	Local Authorities
2. 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)	Comment: This is a high level impact which to some extent is related to IM1 and will be considered in conjunction with it.
Sustainability	The extent to which the net benefits of the intervention continue or are likely to continue.
1. Which project-supported activities, capacities, products and tools have been sustained and institutionalized, or are expected to be sustained and institutionalized after the project has ended, by partner external organizations e.g. the capacity of Don Bosco Training Institute? (SU1)	<p>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.</p> <p>The perspectives of DRBFC and R4D-SP (Bridging Phase) 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.</p>
2. How has the exit strategy worked up to the end of the Project, and what are foreseen issues with regard to this strategy? (SU2)	There is a link between this question and SU1 with respect to training capacity. The other dimension of the exit strategy is its contribution to the national rural roads programme and the institutionalisation of road maintenance. Hence the exit strategy will be considered in conjunction with SU1 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.
Tripartism, social dialogue, gender equality and non-discrimination	
1. The extent to which the project has mainstreamed International Labour standards, tripartism, social dialogue, gender equality, disability inclusion and non-discrimination cross-cutting issues into its design, strategy, selecting of target groups, resource allocation to achieve the results, and implementation? (TRI1)	<p>Comment: This question has complementarities with RS1, RS2 and CP2. Its evaluation will be based on the synthesis arising out of the evaluation of these aspects.</p> <p>Documents: See RS1, RS2 and CP2.</p> <p>Interviews: See RS1, RS2 and CP2.</p>

Evaluation criteria / sub-criteria (numbered)	Comment, data sources and methodology note
2. What have been the results on gender mainstreaming and disability inclusion? (TRI2)	<p>Comment: This question has complementarities with RS1, RS2, CP2 and TRI1. Its evaluation will be based on the synthesis arising out of the examination of these aspects.</p> <p>Documents: See RS1, RS2 and CP2.</p> <p>Interviews: See RS1, RS3 and CP4.</p>
3 Has the project been able to leverage the ILO contributions, through its comparative advantages including ILS, social dialogue and tripartism? (TRI3)	<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.</p> <p>Documents: See RS1, RS2 and CP2.</p> <p>Interviews: See RS1, RS2 and CP2.</p>

Appendix C: List of documents consulted

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

- Abbott, K (2019) *Monitoring of the Partnership for Sustainable Agro-Forestry, January, FED/2016/374-207.*
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- Cullen A and Marx S (2015) *A Political Economy of Public Transportation in Timor-Leste*, The Asia Foundation.
- Bijl J, Dingen R and Nazario dos Santos (2021) *A Joint Contractor Tracer Study of ERA-AF & R4D-SP Projects In Timor-Leste.*
- Democratic Republic of Timor-Leste - European Union (2014) *National Indicative Programme for the Period 2014-2020, 11th European Development Fund (EDF).*
- DRBCF / R4D (n.d.) *Social safeguards for rural road works*
- 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.*
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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 Evaluation Team, ILO Regional Office for Asia and the Pacific, Bangkok

Pamornrat Pringsulaka the Regional M&E Officer

Andreas Schmidt, Evaluation Manager (Technical Officer Monitoring and Evaluation and Knowledge Management)

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

Bjorn Johannesen, EIIP Specialist, DWT Support Team

ERA-AF Project Team

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

Andre Silvino FARIA, Private Sector Coordinator

Elisio F. Amaral de SA, National Training Engineer

Joseph ODONGO, Contractor Training Officer

Samsan VANN, Technical Officer LB Field Engineer

Evangelino CARMONA, National Training Engineer

Ernania AMARAL, National Consultant supporting M&E and Information

Maria CABRAL, Community Development Officer Paulo Miguel Vila Nova dos Santos,

European Union Delegation (EUD) in Timor-Leste

Dulce Gusmao, Programme Officer (Roads)

National Authorizing Office (NAO)

Gregorio Ferreira da Silva, Programme Manager – EDF

Zitu Fernandes, Rural Development

Ministry of Public Works

Rui Hernani GUTERRES, Director General - Public Works

R4D-SP (Roads for Development – Support Programme) (Bridging Phase)

Peter SMITH, Chief Technical Adviser

Laxman Thakuri, Senior Engineer

Vanda Day, Procurement and Contract Management

GIZ / GOPA

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

Ralica Bueno CANO, PSAF-AbF GIZ Technical Adviser

Bas van Helvoort, GOPA (PSAF-AbF Project Manager, Baucau)

Don Bosco Training Centre (DBTC)

Fr. Gui da Silva, Director of Project Development Office

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

AEMTL

Maria De Fatima Belo, Vice President of AEMTL for Infrastructure

AEBT

João F.A. SILVA, President (Company: Ralan Unip. Lda)

Rosa Maria ORNAI, Vice President (Company: Rozi Construction Unip. Lda)

Sherry Claudia da S. PEREIRA, Executive Secretary (Company: Ryzena Unipessoal Lda)

Local authority officials (Lautem, Baucau and Viqueque)

Sr. Domingos Savio, Municipality President, Lautem

Sr. Bendito Belo, Director of Public Works, Lautem

Sr. Pedro Alexandre, Director of Public Works, Baucau

Sr. Gregorio Henrique, Municipality President, Viqueque

Sr. Mario do Rego, Director of Public Works, Viqueque

Contractors

Madam Izabelina Gonzaga da Silva, Director, Om Brother Lda

Madam Gabriela da Conceicao Boavida, Director, Lia Lura Unip. Lda

Madam Ana Sixto de Fatima Directress of Limfim Dargima Unip. Lda

Appendix E: ERA-AF Final evaluation field visits itinerary

Time	Event		Remarks
Day 1, Monday, 14 Mar 2022			
0800 Hrs	Depart Dili for Lautem		
0800 – 1200 Hrs	Travel to Lautem		
1200 – 1330 Hrs	Lunch		
1400 – 1500 Hrs	Meeting with Lautem Municipal Administration		Administrator, Dir. PW (KV to participate virtually)
15:00-17:00 Hrs	Visit Souro - Nairete Road and Souro - Laturula Road	Lautem. 3.25 km. Under construction, commenced 14/9/2020. 1 contractor. <i>(Work was delayed by COVID-19. It connects to a national road and is expected to provide better transport of local produce.)</i>	<i>This would be a good location to conduct a community FGD and interviews with local traders on the effects of the new connection. Interviews with maintenance workers and the contractor if possible.</i>
	Sleepover in Lospalos		
Day 2, Tuesday, 15 Mar 2022			
0830 – 1030 Hrs	Travel to Apatmuto, Iliomar		
10:30 – 1200 Hrs	Visit Apatmuto – Larimi – Canfuro Road	10.78 km. Under construction, commenced 14/9/2020. 4 contractors. <i>(Work was delayed by COVID-19. It connects to a national road and will provide better transport of local produce.)</i>	<i>We propose a focus group discussion (FGD) with contractors and onsite to include at least one female contractor if possible. Interviews with local traders (including roadside shops).</i>
1200 – 1330 Hrs	Lunch		
1400 – 1800 Hrs	Travel back to Baucau (through Caenleo and Lospalos)		
	Sleepover in Baucau		
Day 3, Wednesday, 16 Mar 2022			
0830 – 1000 Hrs	Meeting with Baucau Administration		President, Dir. PW
1000 – 1100 Hrs	Meeting with PSAF-AbF/GOPA Baucau Team		PSAF-AbF/GIZ – GOPA (KV to participate virtually)
1100 – 1400 Hrs	Pack Lunch and Travel to Baguia		

1400 – 1600 Hrs	Visit Defawasi – Alaua Leten - Alaua Kraik road, or Defawasi Junction 1 – Uacala road or 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>We propose interviews or a FGD with maintenance workers and 2 contractors to include a woman contractor.</i>
1600 – 1800 Hrs	Return to Baucau		
	Sleepover in Baucau		
Day 4, Thursday, 17 Mar 2022			
0800 – 1000 Hrs	Travel to Viqueque		
1030 – 1130 Hrs	Meeting with Viqueque Municipal Authority		Administrator, Dir. PW
1130 – 1230 Hrs	Lunch		
1230 – 1330 Hrs	Travel to Lariguto		
1330 – 1600 Hrs	Visit Lariguto – Builale road	9.0 km. Second batch trial contracts. Under construction during MTE (26/8/2019 to 31/12/2020, revised dates), 4 contractors.	<i>Discussion with a community group about the effects of the road for the community (20 - 30 minutes), interviews with commercial road side businesses. Interview with a contractor.</i>
1600 – 1730 Hrs	Travel back to Baucau		
	Sleepover in Baucau		
Day 5, Friday, 18 Mar 2022			
0800 – 1100 Hrs	Travel to Bubulita, Uatulari		
1100 – 1300 Hrs	Visit Nunteri – Digamasi – Bubulita road	8.5 km. Second batch trial contracts. Under construction during MTE (26/8/2019 to 31/12/2020), 4 contractors.	<i>Interviews or a FGD with Project workers, men and women is appropriate here. Contractor interviews.</i>
1300 – 1330 Hrs	Lunch		
1330 – 1730 Hrs	Return to Dili		

Appendix F: Notes and checklist for the technical inspection of roads

Notes for FTE road inspections

It is clearly impractical to undertake a detailed site inspection of whole roads to be visited. Therefore the following procedure should be used.

1. A visual “slow drive” inspection of as much of the road as practical for general appraisal of the state of the road to observe the surface type, the terrain type, general condition and evidence of routine maintenance where appropriate.
2. On each road inspected select a short road section, say 100 to 200 metres, to complete the checklist.
3. Between all the roads inspected, include at least one sample in flat, one sample in rolling and one sample in hilly terrain for the detailed inspection using the checklist.
4. After the sample(s) inspected on the first day, review if any amendments are needed. It would be helpful for us to have a meeting to review the experience to make any amendments (including the order in which the items appear on the checklist).
5. Please take photographs to complement the checks.

1. General information

Municipality:	Road name:	Contract no:
Administrative post:	Section length:	Contractor:
Suco:	Section of this contract cha..... to.....	Dates: From.... /.... /.... To.... /.... /....
	Date constructed:	

2. Technical aspects

No	Road condition	Acceptable		Location	Remarks
		Yes	No		
1	Terrain (flat / rolling / hilly)				
2	Crown (condition of)				
3	Camber (condition of)				
4	Width				
5	Alignment (H&V)				
6	Joint steps				

7	Edge support (condition of)				
8	Thickness (surface and base) ⁶⁸				
9	Surface type (e.g. gravel, bitumen, penetration macadam etc.)				
10	Texture				
11	Gabions (as required and condition of)				
12	Slope protection condition – bioengineering and other				
13	Land slide (present or risk of)				
14	Overall appearance				
15	Obstacles on carriageway				
16	Cleanness of pipes incl. in/outlets				
17	Cleanness of culverts incl. in/outlets				
18	Free from debris from bridges, drifts and causeways				
19	Condition of lined drain & side drains/miter drains				
20	Condition of scour checks				
21	Level of erosion on shoulders				
22	Potholes on carriageway				
23	Ruts in carriageway				
24	Grubbing carriageway				
25	Excess gravel on shoulders				
26	Vegetation type and height along road				

⁶⁸ To the extent possible. Also please ask project staff.

3. Evaluation team









Date:.... / /	
Evaluated by: _____ Signature: _____	

Appendix G: Sample road data sheets provided by Project and selected images and reports from the FTE road inspection









Sample road data sheets

1.	Road Name	Lariguto - Builale Road
2.	Batch	II
3.	Location	Municipality: Viqueque; Administrator Post: Ossu De Cima
4.	Road Length:	9.0 kms, CH.0+000 – CH.9+000
5.	Contractor(s)	Sect. I: Lolito Rakesi Unip. Lda. (2.2 km); Sect. II – Uaitau Unip. Lda. (2.2 km); Sect.III – Luminar Unip. Lda. (2.3 km); Sect IV – Tula Eli Unip. Lda (2.3 km).
6.	Road Narrative	Lariguto – Builale road (9.0 km) is a road that links Ossu de Cima suco within Post Administrative Ossu to the national road from Viqueque to Baucau. The road which starts at Larigutu located 26kms from Viqueque municipality is within the Rural Roads Master Plan and Investment Strategy (RRMPIS).
7.	Cost	USD 574,703.17; USD 63,855.91 per km.
8.	Terrain	Mountainous /Hilly terrain ranging 4% to 25%
9.	Carriageway width	3.5m
10.	Cross-Section Type	Type I: 50m Type II: 8,600m Type III: 350m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks
12.	Structures	No. of Structures 36 Nos.: New Box Culverts – 5 Nos.; Repair - 6 Nos; Good Condition – 24 Nos; Reinforced Concrete Structure – 1 Nos.; New Drift - 2 Nos
13.	Protection Works	Gabions – 0 Locations; Scour Checks
14.	Pavement Surface	Plum Concrete (1,597m); Gravel (7,403m)
15.	Suko(s)	Occu De Cima and Builale
16.	Households	Total 2 Suco, 5 Aldeias, Approx. 188 Households, Pop. 900 people
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	1 Primary School
19.	Agro-forestry activities	Areca Tree, Candlenut Arable crops – corn; root crops - potato, cassava Vege-tables: cabbage, salad, peas, cucumber, tomato, spinach, cauliflower, beans. Fruits: mango, papaya, banana, breadfruit.
20.	Market Linkages	Ossu, Larigutu and Venilale markets
21.	Access to Materials	Materials are accessible
22.	PSAF-AbF Priority	8 out of 10; Suco Ossu De Cima is a priority suco
23.	Start & Completion	26 August 2019 – 31 October 2020
24.	Progress at: 28/02/2022	Rehabilitation: Complete Maintenance: 89.30% actual progress against 100% planned progress

Select Photos of Lariguto – Builale Road

	
<p>Condition of the Road Before, Section Lolito, Chainage 0+917</p>	<p>Box Culvert Casting for Concrete Slab Section Lolito, Chainage 0+917</p>
	
<p>Setting out activity, Section Tula Eli, Chainage 8+100</p>	<p>Completed Reinforced Slab Box Culvert, Section Lolito, Chainage 0+917</p>
	
<p>Materials spreading for Road Cambering, Section Tula Eli, Chainage 7+500</p>	<p>Completed Plum Concrete Pavement, Section Tula Eli, Chainage 8+600</p>
	
<p>Completed Road Camber, Section Tula Eli, Chainage 7+500</p>	<p>Lined Drain Construction Activity Section Tula Eli, Chainage 7+900</p>

1.	Road Name	Souro – Luturula Road
2.	Batch	III
3.	Location	Municipality: Lautem; Administrator Post: Lospalos
4.	Road Length:	2.3 kms, CH.0+000 – CH.2+300
5.	Contractor(s)	Tchai Celeiro Unip. Lda.
6.	Road Narrative	This is a 2.3 km stretch that is located about 6.9 km on the Lospalos – Iliomar-Viqueque national road and which services 2 Aldeias comprising of 123 households with a population of 532. Along the area, there are arable crops, root crops, vegetables, fruit and other trees that are sold to Leuro and Lospalos markets. The road has a hilly steep terrain (>31.4%) and plum concrete, lined drains and retaining walls are needed in several sections. While gravel can be accessed on-site, sand and aggregates are accessed at locations about 20-50 km away. Materials are available within the vicinity.
7.	Cost	USD 237,308.81; USD 103,177.74 per km.
8.	Terrain	Hilly steep terrain (>31.4%)
9.	Carriageway width	3.5m
10.	Cross-Section Type	Type I: 700m Type II: 950m Type III: 650m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks.
12.	Structures	New box culverts – [8 Nos], Good condition [Nos], Total [8 Nos]
13.	Protection Works	Gabions – 6 Locations; Scour Checks 47 No.
14.	Pavement Surface	Plum concrete (501m), Gravel (1,775m), Reinforcement concrete drift (24m)
tt15.	Suko(s)	Souro, Leuro
16.	Households	Total 2 Suco, 5 Aldeias, Approx. 692 Households, Pop. 2,935 people 20 % of the people willing to participate in the Project.
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	None
19.	Agro-forestry activities	Arable crops, root crops, vegetables, fruit, coconut, and other trees and other temporary crops.
20.	Market Linkages	Lospalos (Municipality Lautem) or Dili markets
21.	Access to Materials	Materials are accessible within a range of 5-30 km.
22.	PSAF-AbF Priority	2 out of 10; Souro is a PSAF-AbF Priority Suco
23.	Start & Completion	14 September 2020 – 11 June 2021
24.	Progress at: 28/02/2022	100% actual progress as against 100% planned progress Final Corrections Ongoing

	
<p>Gravel Spreading Activity, Section Tchai Celero, Chainage 2+000</p>	<p>Compaction Activity for Road Gravel Surface, Section Tchai Celero, Chainage 1+655</p>
	
<p>Existing condition of road, Section Tchai Celero, Chainage 0+720, Gradient is 29%</p>	<p>Completed Plum Concrete Pavement Surface, Section Tchai Celero, Chainage 0+720,</p>
	
<p>Existing condition of road, Section Tchai Celero, Chainage 1+250</p>	<p>Condition of road after R. C. Slab Drift and Plum Concrete Pavement is Completed, Ch. 1+250</p>
	
<p>Existing Condition of Road, Section Tchai Celero, Chainage 2+200</p>	<p>Completed Road Gravel Surface, Section Tchai Celero, Chainage 2+200</p>

1.	Road Name	Caidavalarin – Liafalun Road
2.	Batch	III
3.	Location	Municipality: Lautem; Administrator Post: Iliomar
4.	Road Length:	1.43 kms, CH.0+000 – CH.1+430
5.	Contractor(s)	Sargas Unip. Lda.
6.	Road Narrative	The road is located about 45.2 km from Municipality Lautem and provides linkage to three Aldeias in Suco Cainliu. The roads serves 3 Aldeias comprising 203 households and a population of 1,419 people with about 20 % of the population available to participate in the project. The proposed road comprises of flat terrain (<24.1%) and would require pavement surface such as as plum concrete, and cross drains in some sections together with gravel which can be assessed on-site. Materials are accessible within a range of 5-50 km.
7.	Cost	USD 128,967.92 ; USD 90,187.36 per km.
8.	Terrain	Rolling terrain (<24%)
9.	Carriageway width	3.5 m
10.	Cross-Section Type	Type I: 60m Type II: 1,320m Type III: 50m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks.
12.	Structures	Total Structures: New Box Culverts – [32 Nos], Drifts – 9 Nos.
13.	Protection Works	Stone Masonry – 7 Locations; Scour Checks = None
14.	Pavement Surface	Plum concrete (140m), Gravel (1,286 m); Reinforcement concrete drift (4m)
15.	Suko(s)	Cainleo
16.	Households	Total 1 Suco, 3 Aldeias, Approx. 203 Households, Pop. 1,419 people 20 % of the people willing to participate in the Project.
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	1 Elementary School; 2 Primary Schools, 1 Secondary School; 1 Health Centre
19.	Agro-forestry activities	Arable crops, root crops, vegetables, fruit, coconut, and other trees and other temporary crops; Agro-forestry community nursery
20.	Market Linkages	Iliomar, Lospalos or Dili markets.
21.	Access to Materials	Materials are accessible within a range of 5-50 km.
22.	PSAF-AbF Priority	1 out of 10; Cainleo is a PSAF-AbF Priority Suco
23.	Start & Completion	14 September 2020 – 11 June 2021
24.	Progress as of 28/02/2022	100% actual progress as against 100% planned progress; Final Corrections Ongoing



Completed Plum Concrete Pavement Road section, Section Sargas, Cha. 0+200, (from top to bottom)



Completed Plum Concrete Pavement section, Section Sargas, Cha. 0+310, (from bottom to top)



Condition of the road Before, Section Sargas, Chainage 1+150, In front of Primary school



Road Gravel Surface completed, Section Sargas, Chainage 1+150, In front of Primary school

Images and notes from FTE technical inspection



March 18, 2022 visual site inspection of Lariguto-Builale Road, Viqueque Municipality. Overall, the long gravel section of this road completed during the most recent Batch 3 is in good condition.



March 14, 2022 Visual site inspection of Souru-Luturula Road, Lautem Municipality. Overall, the plum concrete section is in good condition.



March 14, 2022 visual site inspection of Souru-Nairete Road, Lautem Municipality. Gravel road section, lined side drain.



March 14, 2022 visual site inspection of Souru-Luturula road, Lautem Municipality. A section with risk of landslide. Construction of retaining wall needed?



March 15, 2022 visual site inspection of a section on Caidavalarin – Liafalun road, Lautem Municipality. This part of the gravel road section requiring repair.



March 15, 2022 visual site inspection of Apatmutu-Larimi-Canfuro, Lautem Municipality. During the rainy season cross-drains such as this need frequent clearing as part of routine maintenance.

Appendix H: Evaluation schedule: Timeframe starting from signature of contracts and initial briefing

Task	Responsible person	Timeline	Kirit Vaidya's comments / notes
Contracts signed, kick-off and initial briefing of evaluators	Project Manager/team, Evaluation Manager, evaluators	27 th February to 3 rd March 2022	<i>International consultant's engagement to be virtual from home base. National consultant's in country.</i>
Desk review of documents, preparation for field trip, planning of the evaluation and preparation of the Inception Report.	Project team and evaluators	4 th to 13 th March. Submission of inception report by 14 th March 2022	<i>Inception Report submission by 14th March, based on desk review of project documents and phone / skype / video conference interviews with project staff.</i>
Evaluation Mission or Data collection	Evaluators	14 th to 31 st March.	<i>The evaluation frame has been presented in the Inception Report. The field trip was from 14th to 18th March. The data collection instruments for the field trip: (a) schedules of questions for semi-structured interviews or FGDs derived directly from the evaluation frame, and (b) the proforma for the technical inspection of roads have been prepared. The schedules of questions for semi-structured interviews will be developed by the international consultant in collaboration with the national consultant.</i>
Debriefing workshop, sharing of findings and suggested knowledge products	Evaluators/CTA	TBC	<i>It may be overambitious to schedule this by end of March. 8th April 2022 proposed.</i>
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluators	15 th April 2022	<i>To be confirmed</i>
Sharing the draft report to all concerned for comments	Evaluation Manager	18 th April 2022	<i>To be confirmed.</i>
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	25 th April 2022	<i>To be confirmed.</i>
Finalisation of the report	Evaluators	2 nd May 2022	<i>To be confirmed.</i>
Review of the final report	Evaluation Manager	12 th May 2022	<i>To be confirmed.</i>
Submission of the Evaluation report	Evaluation Manager	19 th May 2022	<i>To be confirmed.</i>
Approval of the Evaluation report	EVAL	26 th May 2022	<i>To be confirmed.</i>

Appendix I: 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 Depart 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 J: Sample road data sheets provided by Project and selected images and reports from the FTE road inspection









Sample road data sheets

1.	Road Name	Lariguto - Builale Road
2.	Batch	II
3.	Location	Municipality: Viqueque; Administrator Post: Ossu De Cima
4.	Road Length:	9.0 kms, CH.0+000 – CH.9+000
5.	Contractor(s)	Sect. I: Lolito Rakesi Unip. Lda. (2.2 km); Sect. II – Uaitau Unip. Lda. (2.2 km); Sect.III – Luminar Unip. Lda. (2.3 km); Sect IV – Tula Eli Unip. Lda (2.3 km).
6.	Road Narrative	Lariguto – Builale road (9.0 km) is a road that links Ossu de Cima suco within Post Administrative Ossu to the national road from Viqueque to Baucau. The road which starts at Larigutu located 26kms from Viqueque municipality is within the Rural Roads Master Plan and Investment Strategy (RRMPIS).
7.	Cost	USD 574,703.17; USD 63,855.91 per km.
8.	Terrain	Mountainous /Hilly terrain ranging 4% to 25%
9.	Carriageway width	3.5m
10.	Cross-Section Type	Type I: 50m Type II: 8,600m Type III: 350m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks
12.	Structures	No. of Structures 36 Nos.: New Box Culverts – 5 Nos.; Repair - 6 Nos; Good Condition – 24 Nos; Reinforced Concrete Structure – 1 Nos.; New Drift - 2 Nos
13.	Protection Works	Gabions – 0 Locations; Scour Checks
14.	Pavement Surface	Plum Concrete (1,597m); Gravel (7,403m)
15.	Suko(s)	Occu De Cima and Builale
16.	Households	Total 2 Suco, 5 Aldeias, Approx. 188 Households, Pop. 900 people
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	1 Primary School
19.	Agro-forestry activities	Areca Tree, Candlenut Arable crops – corn; root crops - potato, cassava, vegetables: cabbage, salad, peas, cucumber, tomato, spinach, cauliflower, beans. Fruits: mango, papaya, banana, breadfruit.
20.	Market Linkages	Ossu, Larigutu and Venilale markets
21.	Access to Materials	Materials are accessible
22.	PSAF-AbF Priority	8 out of 10; Suco Ossu De Cima is a priority suco
23.	Start & Completion	26 August 2019 – 31 October 2020
24.	Progress at: 28/02/2022	Rehabilitation: Complete Maintenance: 89.30% actual progress against 100% planned progress

Select Photos of Lariguto – Builale Road

	
<p>Condition of the Road Before, Section Lolito, Chainage 0+917</p>	<p>Box Culvert Casting for Concrete Slab Section Lolito, Chainage 0+917</p>
	
<p>Setting out activity, Section Tula Eli, Chainage 8+100</p>	<p>Completed Reinforced Slab Box Culvert, Section Lolito, Chainage 0+917</p>
	
<p>Materials spreading for Road Cambering, Section Tula Eli, Chainage 7+500</p>	<p>Completed Plum Concrete Pavement, Section Tula Eli, Chainage 8+600</p>
	
<p>Completed Road Camber, Section Tula Eli, Chainage 7+500</p>	<p>Lined Drain Construction Activity Section Tula Eli, Chainage 7+900</p>

1.	Road Name	Souro – Laturula Road
2.	Batch	III
3.	Location	Municipality: Lautem; Administrator Post: Lospalos
4.	Road Length:	2.3 kms, CH.0+000 – CH.2+300
5.	Contractor(s)	Tchai Celeiro Unip. Lda.
6.	Road Narrative	This is a 2.3 km stretch that is located about 6.9 km on the Lospalos – Iliomar-Viqueque national road and which services 2 Aldeias comprising of 123 households with a population of 532. Along the area, there are arable crops, root crops, vegetables, fruit and other trees that are sold to Leuro and Lospalos markets. The road has a hilly steep terrain (>31.4%) and plum concrete, lined drains and retaining walls are needed in several sections. While gravel can be accessed on-site, sand and aggregates are accessed at locations about 20-50 km away. Materials are available within the vicinity.
7.	Cost	USD 237,308.81; USD 103,177.74 per km.
8.	Terrain	Hilly steep terrain (>31.4%)
9.	Carriageway width	3.5m
10.	Cross-Section Type	Type I: 700m Type II: 950m Type III: 650m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks.
12.	Structures	New box culverts – [8 Nos], Good condition [Nos], Total [8 Nos]
13.	Protection Works	Gabions – 6 Locations; Scour Checks 47 No.
14.	Pavement Surface	Plum concrete (501m), Gravel (1,775m), Reinforcement concrete drift (24m)
tt15.	Suko(s)	Souro, Leuro
16.	Households	Total 2 Suco, 5 Aldeias, Approx. 692 Households, Pop. 2,935 people 20 % of the people willing to participate in the Project.
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	None
19.	Agro-forestry activities	Arable crops, root crops, vegetables, fruit, coconut, and other trees and other temporary crops.
20.	Market Linkages	Lospalos (Municipality Lautem) or Dili markets
21.	Access to Materials	Materials are accessible within a range of 5-30 km.
22.	PSAF-AbF Priority	2 out of 10; Souro is a PSAF-AbF Priority Suco
23.	Start & Completion	14 September 2020 – 11 June 2021
24.	Progress at: 28/02/2022	100% actual progress as against 100% planned progress Final Corrections Ongoing

	
<p>Gravel Spreading Activity, Section Tchai Celero, Chainage 2+000</p>	<p>Compaction Activity for Road Gravel Surface, Section Tchai Celero, Chainage 1+655</p>
	
<p>Existing condition of road, Section Tchai Celero, Chainage 0+720, Gradient is 29%</p>	<p>Completed Plum Concrete Pavement Surface, Section Tchai Celero, Chainage 0+720,</p>
	
<p>Existing condition of road, Section Tchai Celero, Chainage 1+250</p>	<p>Condition of road after R. C. Slab Drift and Plum Concrete Pavement is Completed, Ch. 1+250</p>
	
<p>Existing Condition of Road, Section Tchai Celero, Chainage 2+200</p>	<p>Completed Road Gravel Surface, Section Tchai Celero, Chainage 2+200</p>

1.	Road Name	Caidavalarin – Liafalun Road
2.	Batch	III
3.	Location	Municipality: Lautem; Administrator Post: Iliomar
4.	Road Length:	1.43 kms, CH.0+000 – CH.1+430
5.	Contractor(s)	Sargas Unip. Lda.
6.	Road Narrative	The road is located about 45.2 km from Municipality Lautem and provides linkage to three Aldeias in Suco Cainliu. The roads serves 3 Aldeias comprising 203 households and a population of 1,419 people with about 20 % of the population available to participate in the project. The proposed road comprises of flat terrain (<24.1%) and would require pavement surface such as as plum concrete, and cross drains in some sections together with gravel which can be assessed on-site. Materials are accessible within a range of 5-50 km.
7.	Cost	USD 128,967.92 ; USD 90,187.36 per km.
8.	Terrain	Rolling terrain (<24%)
9.	Carriageway width	3.5 m
10.	Cross-Section Type	Type I: 60m Type II: 1,320m Type III: 50m
11.	Storm water drainage	Stone masonry lined drains (inhabited locations, erodible soils, steep gradients) Unlined drains with grass protection (limited habitation, non-erodible soils, low gradients) with scour checks.
12.	Structures	Total Structures: New Box Culverts – [32 Nos], Drifts – 9 Nos.
13.	Protection Works	Stone Masonry – 7 Locations; Scour Checks = None
14.	Pavement Surface	Plum concrete (140m), Gravel (1,286 m); Reinforcement concrete drift (4m)
15.	Suko(s)	Cainleo
16.	Households	Total 1 Suco, 3 Aldeias, Approx. 203 Households, Pop. 1,419 people 20 % of the people willing to participate in the Project.
17.	Traffic Count	Summary details provided in separate Analysis Table
18.	Social Amenities	1 Elementary School; 2 Primary Schools, 1 Secondary School; 1 Health Centre
19.	Agro-forestry activities	Arable crops, root crops, vegetables, fruit, coconut, and other trees and other temporary crops; Agro-forestry community nursery
20.	Market Linkages	Iliomar, Lospalos or Dili markets.
21.	Access to Materials	Materials are accessible within a range of 5-50 km.
22.	PSAF-AbF Priority	1 out of 10; Cainleo is a PSAF-AbF Priority Suco
23.	Start & Completion	14 September 2020 – 11 June 2021
24.	Progress as of 28/02/2022	100% actual progress as against 100% planned progress; Final Corrections Ongoing



Completed Plum Concrete Pavement Road section,
Section Sargas, Cha. 0+200, (from top to bottom)



Completed Plum Concrete Pavement section,
Section Sargas, Cha. 0+310, (from bottom to top)



Condition of the road Before, Section Sargas,
Chainage 1+150, In front of Primary school



Road Gravel Surface completed, Section Sargas,
Chainage 1+150, In front of Primary school

Images and notes from FTE technical inspection



March 18, 2022 visual site inspection of Lariguto-Builale Road, Viqueque Municipality. Overall, the long gravel section of this road completed during the most recent Batch 3 is in good condition.



March 14, 2022 Visual site inspection of Souru-Luturula Road, Lautem Municipality. Overall, the plum concrete section is in good condition.



March 14, 2022 visual site inspection of Souru-Nairete Road, Lautem Municipality. Gravel road section, lined side drain.



March 14, 2022 visual site inspection of Souru-Luturula road, Lautem Municipality. A section with risk of landslide. Construction of retaining wall needed?



March 15, 2022 visual site inspection of a section on Caidavalarin – Liafalun road, Lautem Municipality. This part of the gravel road section requiring repair.



March 15, 2022 visual site inspection of Apatmutu-Larimi-Canfuro, Lautem Municipality. During the rainy season cross-drains such as this need frequent clearing as part of routine maintenance.

Appendix K: Summary from interviews with some ERA-AF women contractors

Interview with Madam Izabelina Gonzaga da Silva Director of Om Brother Lda, 16th March 2022.



Madam Da Silva, Om Brother LDA director and Evangelino da Silva (evaluator).

Mrs. Izabelina Gonzaga da Silva has been operating as a contractor since 2008. The ERA-AF project in Lautem was Om Brother LDA's ninth contract. Om Brother LDA was ranked 1st out of 7 contractors who implemented the third batch of contracts in Lautem. She has previously had R4D rehabilitation and maintenance projects. Other projects implemented by Om Brother have been water supply related and rehabilitation of a warehouse.

The technical management training provided by ERA-AF to the staff and to her was essential for implementing the road rehabilitation. The project management training helped the planning and management of works throughout the project and was valuable for future projects. She would have liked more management training. The supervision and guidance by project staff (DBTC trainers) on site was also very helpful. She thought that there was a need for more projects such as ERA-AF in Timor-Leste but that workers' wages needed to be higher.

Interview with Madam Gabriela da Conceicao Boavida, Director of Lia Lura Unip. Lda.

Lia Lura Unip. Lda. was founded in 2016. The ERA-AF project (rehabilitation of section of Defawasi – Alaua Leten – Alaua Kraik road in Baucau municipality) was the first contract of Lia Lura Unip LDA in the road sector. Lia Lura was ranked 2nd out of 10 contractors who implemented the first batch of contracts in Baucau. Previously Madam Gabriela was engaged in trading, selling government rice sacks and vegetable seeds. The training provided by DBTC on technical aspects and IADE on management aspects were essential for successful bidding and completion of the project. The supervision and guidance of DBTC staff on site were very helpful for improving the skills of her staff and herself and the project management training was important for her.

The main problems were the skills of the workers, difficulty of getting finance and access to materials but all the same the combination of training, support on site and the contract was very attractive. The ERA-AF programs needs to continue to rehabilitate and maintain roads for communities which do not have decent roads.



Madam Gabriela da Conceicao Boavida and Evangelino da Silva (evaluator)

Interview with Madam Ana Sixto de Fatima Director of Limfim Dargima Unip.



Madam Ana Sixto de Fatima and Evangelino da Silva (evaluator)

Madam Ana Sixto de Fatima founded LimFim Dargima Unip. Lda in 2018. Her only previous experience in the construction sector was a Uma Kbit Laek (Homes for the Needy) project under PNDS (National Development Program for Suco). The ERA-AF project she undertook (Nunteri – Digamasi - Bubulita Road in Viqueque municipality) provided technical training for the company's engineers and project management training for her as the director. LimFim was ranked 2nd out of 10 contractors who implemented the batch of contracts in Viqueque.

Both the types of training were essential for the success of the project. COVID-19 impeded progress of the project but with good communication and coordination with the local authority the issues could be addressed. The ERA-AF project provides experience based project, time and financial management which were invaluable. Government projects do not provide such support. I recommend that ERA-AF continues for the road rehabilitation projects and the technical and project management capacity building for contractors.

Appendix L: Summary and comments on strategic and operational issues discussed at the PAC meetings, 23rd September 2020 and 9th December 2021

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 socialisation 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 socialiation 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.



Appendix M: Lessons learned

Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 2022

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.

LESSON LEARNED ELEMENT	LL1
Brief description of lesson learned (link to specific action or task)	One of the most important achievements of a donor funded EIIP project is for the models developed and the lessons learnt to be adapted for long lasting benefits arising from institutional strengthening and reforms of a national employment intensive infrastructure programme. The lesson learnt is the need for continuing attention to institutional strengthening from the outset, perseverance and flexibility to adapt when there are obstacles and coalition building. This is a lesson with applicability beyond Timor-Leste and could be disseminated as a case study.
Context and any related preconditions	The context is: (a) commitment of the government to labour-based rural roads rehabilitation and maintenance, and (b) ERD as an established rural roads rehabilitation and maintenance programme. Government policy and ERD planning and implementation effectiveness could be improved by the lessons.
Targeted users / Beneficiaries	The immediate beneficiaries are relevant institutions within GoTL, the contractors and workers on ERD and the rural population benefiting from employment and improved roads. Lessons from the case study will be of value for other projects in Timor-Leste and the case study has lessons for others implementing EIIP projects.
Challenges /negative lessons - Causal factors	While a roadmap has been prepared and relevant key stakeholders have been identified in the White Paper, the issues to be addressed are complex involving a number of stakeholders. Therefore, progress will need further perseverance and adaptability in implementing the recommendations in the White Paper.
Success / Positive Issues - Causal factors	The causal factors for success are government commitment to the labour-based approach and identification of stakeholders who have the capacity and willingness to progress the changes.
ILO Administrative Issues (staff, resources, design, implementation)	The lessons learnt confirm the ILO EIIP emphasis on including sustainability through capacity building, institutional development and reforms when designing new projects. The ERA-AF case study shows ways in which effectiveness could be improved.



Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 2022

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.

LESSON LEARNED ELEMENT	LL2
Brief description of lessons learned (link to specific action or task)	There are lessons to learn from investigating the local level human reasons for delays and how and to what extent they could be mitigated. The high level of rural poverty and underemployment offer a strong rationale for using the labour-based approach at a broad level. However the lesson from the Project is that a range of reasons including concerns of local people on the adverse effects of road alignment and construction on farmlands and other assets, obstruction by interest groups such as veterans, contractors not benefiting from the Project and others in local leadership positions pursuing self interest delay projects and adequate labour supply is also a constraint in some localities. Understanding these issues and more importantly developing strategies and practices to mitigate the effects would be valuable.
Context and any related preconditions	The context is the delays ERA-AF has experienced because of the human factors identified above.
Targeted users / Beneficiaries	The immediate beneficiaries will be the ERD project and other labour-based projects and ultimately people benefiting from employment on ERD and other labour-based projects.
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 ERD are committed to the labour-based approach for improving and preserving rural roads. The benefits will arise from the mitigating solutions proposed. These could include a bottom up approach with the local communities bidding for projects demonstrating local commitment and a more flexible labour-based approach adapted to local conditions.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson if taken on board will be for the design and implementation of ERD 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 the local context including the labour situations.



Appendix N: Emerging good practices

Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 2022

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	GP1
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	As noted under LL1, the Project has faced challenges in achieving its objective of supporting public sector institutional reforms for capacity development of small contractors and creating an enabling environment for them. The good practice is the White Paper which is in effect ERA-AF's exit strategy. The White Paper outlines a way forward for adapting the lessons from ERA-AF on strengthening the small scale contractor sector and improving the environment in which they operate when implementing government projects. A roadmap based on evidence and analysis has been set out in the paper. ADN has been identified to take the lead role with ILO support.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	While the White Paper sets out what is required and a roadmap, the issues to be addressed are complex involving a number of stakeholders so making further progress will need further perseverance and adaptability.
Establish a clear cause-effect relationship	The White Paper provides a clear statement of the challenges facing small contractors and solutions from its own experience and other evidence.
Indicate measurable impact and targeted beneficiaries	The impact would be the adoption of the reforms proposed.
Potential for replication and by whom	There is potential for replication by other public sector agencies implementing labour-based projects. The White paper and the evidence on which it is based is a model which could be used in other countries implementing EIIP projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The White Paper incorporates higher level goals and could be used as a case study of how the higher level goals and tripartite engagement could be incorporated in programmes and projects elsewhere.
Other documents or relevant comments	The documents are the Contractor trace study, the White Paper and earlier technical and concept notes.



Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 2022

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	GP2
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 DBTC as a user of their services. Such replication remains a challenge which needs to be addressed as a part of wider reforms and institutional 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 and the participation of women owned and managed contractor firms.
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.



Independent final evaluation of Project “Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)”

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 2022

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	GP3
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 when implementing works. The ERA-AF Contractor Excellence tool is used to assess contractors’ performance and to recognise high quality contractor performance.
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 rating of the performance of contractors and recognition of good performance 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 ERD and other programmes engaging contractors.
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.