Capacity Building for Local Resource-Based Road Works in Selected Districts in Aceh and Nias

Final Evaluation Report

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Prepared for the Project Board by

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Contents

ABBREVIATIONS

BAPPEDA	*Badan Perencanaan Pembangunan Daerah* (Regional Development Planning Agency)
BAPPENAS	*Badan Perencanaan Pembangunan Daerah* (National Development Planning Agency)
BRR Aceh-Nias	*Badan Rekonstruksi dan Rehabilitation (Aceh-Nias),* (Aceh-Nias Reconstruction and Rehabilitation Agency
CPAP	Country Programme Action Plan
CPRU	Crisis Prevention and Recovery Unit
DIPA	*Daftar Isian Program dan Anggaran* (Budget Programme Implementation Form*)*
GIS	Geographic Information System
GoA	Government of Aceh
GoI	Government of Indonesia
GPS	Global Positioning System
ILO	International Labour Organisation
IPAR	Internal Project Assurance Report
LRB	Local Resource-Based
MDF	Multi-Donor Trust Fund for Aceh and Nias
MDG	Millennium Development Goal
Migas	*Minyak dan Gas* (Oil and Gas)
MoMT	Ministry of Manpower and Transmigration
MOU	Memorandum of understanding
NAD	Nanggroe Aceh Darussalam
NGO	Non-government organisations
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
Otsus Migas	*Otonomi Khusus – Minyak dan Gas* (Special Autonomy – Oil and Gas)
PNPM	*Program Nasional Pemberdayaan Masyarakat* (Indonesian poverty reduction program)
PNPM-MP	*Program Nasional Pemberdayaan Masyarakat Mandiri Pedesaan* Indonesian poverty reduction program in rural areas)
Prodoc	Project Document
QMR	Quarterly Monitoring Report
RACBP	Rural Access and Capacity Building Project
Rp	Rupiah
RPJMN	*Rencana Pembangunan Jangka Menengah Nasional* (National Medium-term Development Plan)
RRP	Rural Roads Project
UNDP	United Nations Development Programme
UNPDF	UN Partnership for Development Framework for Indonesia

EXECUTIVE SUMMARY

1. **PURPOSE**: This document is the final evaluation report of the Capacity Building for Local Resource-Based Road Works in Selected Districts in Aceh[1] and Nias (the Rural Roads Project or RRP[2]). The evaluation has been undertaken in October and November 2012 by two evaluators and an evaluation engineer, who joined the team in Aceh. Visits and meetings have been undertaken in Jakarta, Aceh and Nias.
2. **BACKGROUND:** The RRP has been implemented from 2006 to 2012 in three broad phases. It has had approval for a total of $14.26 million from the Multi-Donor Trust Fund for Aceh and Nias (MDF) with UNDP as the Partner Agency and ILO as the Implementing Agency. It worked in three main project districts in Aceh. In Phase 1 the project worked in three districts of Aceh - Aceh Besar, Pidie and Bireuen. In Phases 2 and 3 the project worked in Bireuen and Pidie in Aceh. It worked in two districts in the two districts of Nias and Nias Selatan for the first two phases. RRP emerged as a result of UN support for crisis recovery in the two areas of Aceh and Nias. The three outputs of RRP have aimed at: capacity building for local government and contractors in the local resource based approach to road building (LRB); the provision of techniques, standards, systems and strategies for LRB; and the involvement of communities in LRB.
3. **FINDINGS:** The evaluation has found the following:
    a. **Design and monitoring:** The design of RRP has been logical and consistently followed throughout. Monitoring has been relatively straightforward;
    b. **Relevance:** RRP has been relevant to the Government of Indonesia's development themes and medium term development plans, both during crisis recovery and later through focus on longer-term development, and to UN efforts to support Indonesian development strategies. Importantly, in the Aceh context it has also been relevant to peace building. It has been relevant to local government priorities for transport infrastructure. The demonstration of the LRB approach has been relevant to local government, contractor and community needs. RRP could have had more relevance to and linkage with emerging governance issues, particularly with public transparency and accountability, public service effectiveness and engendering advocacy.
    c. **Appropriateness:** Client satisfaction with RRP has been high and the project has demonstrated appropriateness to community needs especially for women. Local government has been supportive and contractors have welcomed the approach. RRP took some time to find an appropriate home in the national government, but the Ministry of Manpower and Transmigration has clearly welcomed it, as has BAPPENAS. It is not clear whether the LRB approach will be appropriate in the future as much work needs to be done to see how it might be adapted to

[1] At the commencement of this project the title was the "Capacity Building for Local Resource-Based Road Works in Selected Districts in NAD and Nias". Since then the official title "Nanggroe Aceh Darussalam" has been replaced by "Aceh". This document follows the latter practice.

[2] The short-form of RRP is used throughout this document. MDF uses the title CBLR3 (Capacity Building for Local Resource Road Rehabilitation). UN documentation uses Capacity Building for Local Resource-Based Road Works as a formal title but most often uses the abbreviation RRP, including in the TOR for this evaluation. The project has also been known as LRB Road Project.

wider government programs such as MoMT's Padat Karya, although it is noted that discussions are being advanced on how to do this.

d. **Effectiveness:** RRP has largely been effective in meeting its immediate objective. District governments have gained capacity in LRB and contractors have embraced and implemented it. Extensive training has been provided and communities have enjoyed work opportunities and better access to socio-economic centres.

e. While RRP did not meet its roads targets for Phase 1, after targets were adjusted it achieved its accumulative roads targets for Phases 1 and 2 and for Phase 3. A high percentage of project roads in Aceh are verifiably in good conditions according to a visual condition inspection. 3 roads were still under construction in the final weeks of the project. Limited and non-engineering inspection of works in Nias showed good condition. Economic effectiveness of roads is likely variable with the later plantation roads in Aceh being considered more effective in this regard.

f. RRP has made good progress in capacity building for local government and contractors. More public works officials were trained than targeted, although women trainees fell considerably short of target (many of the trainees were road field supervisors, almost all of whom are male). As a result of ILO system development and training road data is now comprehensively available and being used in the two Aceh Districts of Pidie and Bireuen. Database work was not undertaken in Aceh Besar or in Nias. Significant support has been provided for planning in both districts and Bireuen has made regulations for community road maintenance and is awaiting legislative approval of a budget for this. We conclude that capacity building for social offices in the districts needs more effort. LRB has yet to be mainstreamed. It is not guaranteed that it will be used to construct roads in the future. Districts also still lack ongoing funding for LRB training.

g. Contractor capacity building has been effective and their use in the LRB approach has been validated. They have learned and adopted the approach and welcome the open, transparent and collegiate approach that ILO has used. Generally RRP works have not been technically complicated, with the exception of suspension bridges and possibly irrigation works. Contractors do not have problems in employing local villagers. However the tendering and contracting approach of LRB, which follows ILO regulations for the use of donor funds held in trust and which allowed the effective achievement of targets, cannot be used by local government, and adaptation is required for the future.

h. A comprehensive and clear set of guidance documents has been produced for LRB and these with some adaptation will be useful in the future.

i. Community labour involvement has largely met targets, including the employment of women as labourers. The incomes from construction work produced a significant "kick start" for reviving communities and livelihoods, with some $2.59 million injected into local economies in the form of wages. Wage and employment parity was achieved between males and females. However, opportunities for unskilled labourers to gain further skills were not apparent (for either women or men), neither do we believe that there were many gains in labour mobility, noting of course that additional skill and labour mobility gains were not aimed for in RRP.

j. **Efficiency**: At the time of writing we understand that RRP is reasonably on track to use its contributions. Road costs have varied between $30,000 and $40,000 per kilometre depending on the locations and physical works and labour requirements. Labour costs themselves have been variable by location (but not between genders). Road costs overall are within project expectations. The project has been efficient in mobilising labour, in adapting existing ILO materials, in the use of project staff and in the use of office facilities provided by government counterpart agencies. Additional value for money could have been achieved with better cash flows (we note a project hiatus in 2011), through avoiding extensions on extensions, adopting longer-term planning frameworks and by better using available talent in the UN system.

k. **Impact**: RRP's own evidence of impact has be borne out by evaluation interviews and in one case study undertaken by the evaluation team (Bireuen) the impact attained is broadly in line with district economic and social development (with some limitations in interpreting broader economic and social data). While attribution of benefit at a macro level is always hard we are satisfied that RRP has been in the right place at the right time and has contributed. There is evidence of improved access to plantations, markets and social services, better distribution of incomes over an annual period and improved transport. From the case study it is reasonable to conclude that RRP has contributed: to demand for the better services the government is providing including access to schools and health facilities; to improved production of agricultural products; and likely to improved employment. We are unable to comment on the attribution of RRP benefit to social cohesion and cultural aspects. But it is reasonable to conclude that RRP has contributed to its development objective which is "to restore the rural livelihoods and communities of disaster affected populations in Aceh and Nias".

l. **Sustainability:** The works results of RRP will last into future if the political and cultural challenges to maintenance can be tackled and if the tools developed for systematic planning and budgeting for investment in roads are used. Maintenance is yet to be guaranteed. Administrators want such programmes but need to build political will for them in Districts Councils. Communities would benefit from a roads advocacy approach. We conclude that for sustainability of LRB in current districts further support would be beneficial - districts are unlikely to do this themselves at this stage. However LRB is clearly on the agenda as a viable option if capacity and funding issues can be surmounted. Wider national support, perhaps through Padat Karya, will be appropriate and ILO will likely continue to have a role if it wishes to respond. This is likely to include support to the regulatory framework, work on procurement/contracting modalities and financial support to the national program. More focus on social offices in the districts will be vital. Donor support for LRB in the future may well be required.

m. **Gender:** RRP has managed gender issues well from the start. Village women were involved in early consultations and their roles in construction have changed, possible as a post-disaster phenomenon, especially for women heads of families. Gender targets in construction have been achieved (but not in local government) and women and men have been paid the same for the same road building tasks. Women have welcomed involvement and the longer term roads benefits. Some

contractors have responded very well to women's needs. There is a need in the future to examine ways in which unskilled women can attain skills to allow them to gain better incomes.

4. LESSONS: The following are brief statements of lessons from RRP:
   a. LRB has been a valid strategy in disaster recovery, particularly in terms of livelihoods and infrastructure aspects;
   b. LRB as a recovery strategy must come after humanitarian action and attention to permanent shelter issues. However LRB could commence earlier and could be included in contingency planning;
   c. LRB is a valuable recovery strategy in its own right because it restores road infrastructure. Its socio-economic impacts are clear and it also complements other socio-economic recovery strategies;
   d. LRB has contributed to maintenance of peace in Aceh because it provides access to democratic and governance processes. It may have relevance to stand-alone peace building programs;
   e. Phase 3 has been an exit strategy. Some of the capacity measures in Phase 3 could have come earlier;
   f. Initiatives such as this would benefit considerably from longer planning lead up times;
   g. Community involvement would be augmented by community advocacy;
   h. Contractors can be quite effective as agents of change and this can be further promoted in the future;
   i. The role of local roads champions cannot be underestimated;
   j. Much needs to be done to engender a culture of maintenance;
   k. More effective links could have been made with local governance, particularly with public transparency and accountability, public service effectiveness and engendering advocacy; and
   l. Knowledge management needs attention from the very beginning.
5. RECOMMENDATIONS: We recommend the following:
   a. Continue to focus on LRB in Indonesia;
   b. Integrate LRB with other UN efforts;
   c. Multiply and replicate LRB within wider GOI programmes;
   d. Use longer-term planning frameworks for LRB support;
   e. Be prepared for further adaptation to LRB;
   f. Further develop community ownership and advocacy in LRB;
   g. Strengthen capacity building for LRB including funding capacity;
   h. Provide LRB capacity building and support for social offices;
   i. Continue to use and develop LRB tools;
   j. Strengthen LRB skills development for women;
   k. Ensure knowledge management in LRB from the start.
   l. Fully document LRB as a recovery strategy;
   m. Incorporate LRB into disaster contingency planning; and
   n. Further integrate LRB into GoI systems.

INTRODUCTION TO THIS DOCUMENT

6. This Final Evaluation Report for the UNDP/ILO assisted project Creating Jobs: Capacity Building for Local Resource-Based Road Works in Selected Districts in Aceh and Nias (the Rural Roads Project or RRP) has been formulated by a two person team of independent evaluators with an independent Roads Engineer providing road condition reports for the Aceh parts of the project (Annex 1). The Terms of Reference for the Evaluation Team Leader is given as Annex 2.
7. This report is the result of analysis of primary and secondary data including information and inputs from key relevant stakeholders through a series of interviews and visits conducted in Jakarta, Banda Aceh, Pidie and Bireuen Districts of Aceh and Nias and Nias Utara Districts of North Sumatra. Importantly, this report provides the opportunity to assess lessons learned and good practices in order to identify key areas which are replicable for the future. It looks at necessary conditions for sustainability and provides recommendations that it is hoped will be used as a basis for design and management for results in future ILO and UNDP activities in Indonesia.
8. The evaluation team has developed, in addition to the standard table of contents for the evaluation, a set of 6 boxes, each of which outlines the stories from participating communities and contractors and the good practices used in implementing the project.
9. UNDP also organised a reference group (final evaluation presentation). This report has also accommodated comments, suggestions and additional information from the reference group and from a project closing event the team attended in Jakarta.

DESCRIPTION OF RRP

10. The Capacity Building for Local Resource-based Road Works in Selected Districts in Aceh and Nias (Rural Roads Project or RRP) was formulated by UNDP/ILO in cooperation with Badan Rehabilitasi dan Rekonstruksi (Aceh-Nias), (Aceh-Nias Rehabilitation and Reconstruction Agency or BRR) and district governments in Aceh and Nias in late 2005. The project has aimed to provide assistance in the restoration of road networks in Aceh and Nias through the ILO Local Resource Based works approach, which provides local employment through road works undertaken through local contractors in cooperation with district Public Works authorities. Government of Indonesia coordination of the project has been through the Ministry of Manpower and Transmigration (MoMT) and BAPPENAS. The project is funded through the Multi-Donor Trust Fund for Aceh and Nias (MDF) with UNDP as the Partner Agency (through the Crisis Prevention and Recovery Unit or CPRU) and with ILO as the Implementing Agency.
11. At programme inception in March 2006, RRP was budgeted at US$6.42million. A second phase began in July 2008 with additional funding of US$5.38 million. Following a 9 month extension from September 2010 using accrued interest of US$0.357 million, a final phase requiring US$2.1 million is being implemented with completion due in November 2012. Total funding for RRP has been US$14.26 million. Table 1 summarises the phases of RRP.

Table 1: The phases of RRP

Phase	Start	Completion	Notes	Budget
1	March 2006	June 2008	Full approval of GoI March 2007. Implementation in Aceh Besar, Pidie, Bireuen, Nias and Nias Selatan	6,420,000
2	July 2008	December 2009	Cost and time extension. Implementation in Pidie, Bireuen, Nias and Nias Selatan[3]	5,379,220
2a	January 2010	September 2010	9 month no cost extension. Implementation in Pidie, Bireuen, Nias and Nias Selatan	0
2b	September 2010	August 2011	9 month extension using accrued interest. Implementation in Pidie, Bireuen, Nias and Nias Selatan (actually ran for 11 months) [4]	362,411
3	Dec 2011	November 2012	Planned for July 2011 commencement but delayed approval. Implementation in Pidie and Bireuen	2,100,000
				14,261,361

12. RRP has aimed to:
    a. **Output 1)** capacitate district government and small-scale local contractors in undertaking local resource based road works;
    b. **Output 2)** provide the techniques, standards, systems and strategies for this approach; and
    c. **Output 3)** involve the local communities in the provision of district and other rural roads.
13. These aims are more fully articulated in project output statements which have been subject to some minor modification during the three phases of RRP. Please refer to the effectiveness sections on each output for more detail.

EVALUATION PURPOSE, SCOPE & OBJECTIVES

14. This section is extracted from the Consultant's Terms of Reference (as per Annex 2). "The main purpose of this evaluation is to assess the relevance, performance and success of the activities undertaken by the project. It also shall examine achievements, good practices and lessons learned from the project in order for the UNDP, ILO, the Ministry of Manpower and Transmigration and/or other relevant technical ministries, the Government of Aceh (GoA) and the donor (MDF) to identify key areas which are

[3] Some minor irrigation works were also conducted in the districts Aceh Jaya, Aceh Barat and Nagan Raya (West Coast Aceh). These irrigation works were included on the request of the BRR.

[4] An additional 2-month no cost extension was requested and approved by MDF in June 2011.

replicable and the necessary conditions for sustainability. Knowledge and information obtained from the evaluation will be used as basis for better design and management for results of future ILO and UNDP activities in Aceh and in the post crisis recovery sector in general as well as in the conventional development works. The evaluation also supports public accountability of the Government of Indonesia, UNDP, ILO and the MDF.

15. The evaluation will examine the progress, achievements, good practices and lessons learned from the implementation of local resource based road works in the project's selected districts in order to give feedback to the ILO Jakarta Office and the project team on areas for improvement. The analysis will help UNDP, the GOI and the MDF on key areas that are replicable and necessary conditions for project achievements and progress to be sustainable.
16. The evaluation shall include all activities undertaken by the ILO project during phase 2 and the current project period (Phase 3)[5]. That is, ILO road rehabilitation activities in Nias since May 2007 to May 2009, and up to August 2012. The evaluation should look at the effectiveness and efficiency of ILO's immediate and medium-term response to the employment and infrastructure needs in Aceh and Nias as they relate to the broader context of the Masterplan on the Reconstruction of Aceh and Nias, the UN Framework in the reconstruction process, Aceh and Nias development agenda, and as appropriate the reintegration process.
17. The evaluation shall verify good practices and lessons learned from the implementation of the project. At the end of the evaluation a set of practical recommendations for immediate adoption/application should be made available of the project team and further integrated into UNDP and ILO practices in similar future projects. The study shall identify approaches and/or activities that can be scaled up in the extended period and issues to be further worked on to ensure deep capacity building in the current target districts.
18. Specifically the evaluation will evaluate the following aspects:
    a. To gain insights into what has worked well and not well from design and actual implementation of the LRB approach in Aceh and Nias - with a focus on the impacts on women and vulnerable groups (including pay equity and gender equality at the worksite) and attention to other cross cutting issues including advocacy, participation and environment;
    b. To identify factors affecting partnerships and capacity building - the types, significance and sustainability of the partnerships which the project has facilitated, and determining the impact of the capacity building which has been undertaken with beneficiaries - what has happened to the people who have been trained by the program;
    c. Capacity development and tools at the district level to enhance the district governments to increase the capacities for planning, budgeting and programming investments in rural infrastructure, aiming at sustaining investments already made (including planning and budgeting for maintenance);

[5] After discussion with ILO in Jakarta and with the Evaluation Manager in UNDP it was agreed that the evaluation should attempt to cover all three phases as a complete project entity.

d. To capture a more comprehensive understanding of the clients (government, community, national government partners, donors etc) satisfaction with the project - the efficiency, effectiveness and (of?) the services provided;
e. To assess effectiveness and achievements of the project's outputs;
f. To identify good practices and lessons learned and recommendations to sustain benefits of the project and for future projects".

19. In doing so, the evaluation is using the standard OECD/DAC Evaluation Criteria for Evaluation of Development Assistance namely, relevance, effectiveness, efficiency, impact and sustainability. The additional criteria of acceptability is also included.

EVALUATION APPROACH, METHODOLOGY & DATA ANALYSIS

20. This evaluation has been undertaken based on the use of the six UNDP evaluation criteria of relevance, appropriateness, effectiveness, efficiency, impact and sustainability, which are each covered in turn in below. We provide a section on gender issues and note lessons. The report concludes with recommendations. The evaluation used the following approach and methodology:
21. **Secondary data collection:** The team undertook a desk study of key documents, including the program design and reporting materials and extensive technical documentation produced by ILO. Further documentation was sourced through ILO including earlier evaluations and a range of studies and technical material. Secondary data collection was augmented with materials provided by key respondents in Aceh and Nias. Key documentation examined is given in Annex 3.
22. **Primary data collection in Jakarta:** Key meetings in Jakarta included those with the Multi-Donor Fund, the Ministry of Manpower and Transmigration, BAPPENAS and colleagues from UNDP and ILO. The evaluation team also attended an ILO/MoMT organised workshop in Jakarta which focused on the replication of RRP in the future (likely to be through adaptation of the Padat Karya programme).
23. **Primary data collection in Aceh and Nias:** Meetings and interviews commenced in Banda Aceh on 15/10/12 and were followed by visits to roads in Aceh Besar District. During 17 to 20/10/12 the team conducted meetings and field visits in Pidie and Bireuen Districts of Aceh Province. During 23 to 25/10/12 similar visits and meetings were conducted in Nias.
24. **Interviews, discussions and respondents:** The team elicited responses on how capacities to build and maintain local roads and to generate local employment have changed and been built. This was done through a mixture of in-depth interview and group discussion techniques. The evaluation involved a wide range of respondents involved in RRP including ILO staff, key staff from administrative, planning and technical agencies with a particular focus on the district level in Aceh and Nias. In Aceh the team was joined by a civil engineer who contributed to the evaluation, through visual assessment of road condition on a significant sample of ILO supported rural roads. Persons consulted throughout the evaluation exercise are listed in Annex 4. We do not specifically list the many community members consulted but are very grateful for the time they gave to us.
25. **Key questions:** Key questions used for data gathering as outlined in the inception report for the evaluation are given in Annex 5. The Team presented a generalised set of questions which were adapted to the roles and participation of various stakeholders

involved in the RRP project, and a specific set of questions that relate to the three individual outputs of RRP.

26. **Feedback:** Opportunity for participative feedback was arranged with the ILO Team in Aceh at the end of the in-field evaluation period in this province. This gave the evaluators the opportunity to present and test their initial findings and recommendations. A similar participative feedback meeting was not possible in Nias (please refer to limitations of the evaluation below). The findings and recommendations were also further refined during data analysis and report preparation in Jakarta.
27. **Data analysis:** The team undertook regular reflection sessions whilst in the field. The purpose of these sessions was to ensure that the team members had the opportunity to share what they have learned and to establish further data needs on an ongoing basis. Consolidation of data was undertaken in Jakarta after the visit to Aceh. This also revealed data gaps and allowed the team to request further data from UNDP and ILO in Jakarta.
28. **Report preparation:** Prior to preparation of a draft report the evaluation team made a verbal and Powerpoint presentation to UNDP and ILO colleagues and also participated in a closing workshop for RRP (both in Jakarta) and received feedback from these events. This feedback has been utilised in preparing this final document. The last phase in Jakarta has also been an opportunity to gather any further information needed from national agencies and from UNDP and ILO, thus contributing to the evaluation report.
29. **Statement of independence and standards from evaluators:** The evaluators have consulted UNDP resources on evaluation, its norms, standards and ethics. These norms, standards and ethics have been adhered to during the evaluation. The evaluators are familiar with the OECD DAC criteria for evaluation. The evaluators are completely independent from UNDP and ILO Jakarta and at all times presented themselves as such to respondents.
30. **Limitations of this evaluation:** The following are noted as limitations of this evaluation:
    a. The road condition information sought and presented as part of this evaluation is limited to Aceh, where the evaluation's engineer was able to undertake visual condition inspection of a significant sample of roads and one irrigation project constructed under RRP. This included projects in Aceh Besar, Bireuen and Pidie Districts. Budgetary limitations precluded a similar exercise in Nias. The team leader and evaluation member who visited Nias are not from an engineering background and cannot make professional judgement of condition of projects visited on the island (beyond noting that to the layman conditions appear to be good).
    b. Concurrently with RRP Phase 3 in Aceh, ILO has implemented the Nias Islands Rural Access and Capacity Building Project (RACBP) under a separate funding arrangement with MDF (not involving UNDP). Many of the current staff of the RACBP were involved in the RRP Phases 1 and 2, either in Aceh or Nias. Unfortunately, the RRP evaluation visit came in the final weeks of RACBP, and during a week in which RACBP was preparing for its own evaluation. This evaluation team was not accompanied to the field by any of the staff involved in the construction of roads and bridges under RRP. Interviews with RACBP were

limited to one formal meeting and meetings in the evenings with a selection of senior staff (for all which we are grateful).

c. While the team was able to undertake interviews with a small selection of key Provincial Government officials in Banda Aceh, it was unable to meet with a key respondent from the North Sumatra Bappeda office in Medan. It should also be noted that a visit to the District Government of Aceh Besar was not undertaken, as it was considered a priority to spend more time in the districts of Pidie and Bireuen where activities in Phase 3 have been undertaken.

d. When the RRP commenced in 2006, Nias had the two districts of Nias and South Nias. In October 2008 a further three administrative areas were established: the districts of West and North Nias and the municipality of Gunung Sitoli. The evaluation team was only able in the time available to visit communities and road/bridge projects in Nias and North Nias Districts. The team consulted with government colleagues in Nias District who had been involved in phases 1 and 2 of RRP when Nias District included what are now North and West Nias Districts and Gunung Sitoli Municipality. The team did not consult with government officials from South, West and North Nias districts or the municipality.

FINDINGS

a. Comments on design and monitoring of RRP

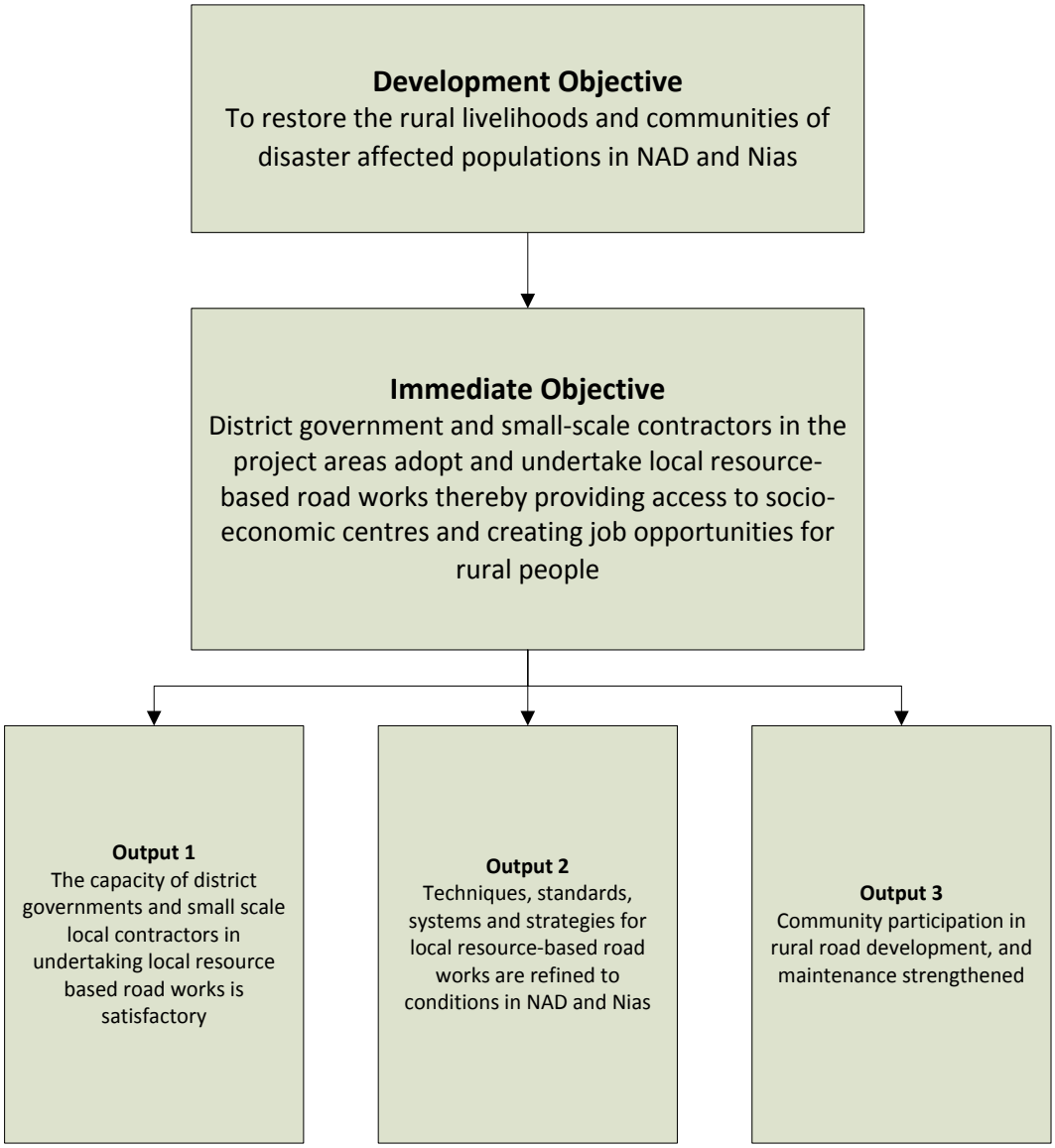
31. The original design of RRP was finalised in 2007 in the form of the Project Document (Prodoc). The broad framework for the RRP design is summarised in Figure 1 below.

32. **Sufficiency in design:** It is useful in a design process to attempt a test of *sufficiency*, which means in the case of the above framework that we ask the question "if the intended results of outputs 1, 2 and 3 are achieved then will this be sufficient to lead to the immediate and development objectives of the project being achieved"? The framework above states that if district government and local contractors have a satisfactory capacity to undertake local resource based road works; techniques, standards, systems and strategies are refined (and by inference utilised); and community participation in rural road development and maintenance has been strengthened, then districts will be able to undertake local resource based road works and the project will have contributed to the restoration of rural livelihoods and disaster affected communities. The evaluation team views this as a simple and reasonable statement of development logic (sometimes referred to as a "theory of change").

33. **A logical and consistent project structure:** Furthermore, this broad logical framework has been in place for the entire period of the project's three phases. However, within this framework the activities that the project has implemented have changed. While the development objective has remained the restoration of livelihoods and communities, the successive phases of RRP have seen a clear move away from the initial needs to construct, as a response to the disasters that befell Aceh and Nias in 2004 and 2005, towards a more focused effort on capacity building of governments, contractors and communities. While we question below, under "effectiveness" whether efforts in this regard could have come earlier, i.e. whether the Phase 3 focus as an exit strategy might have been more comprehensively commenced in Phase 2, we are convinced that the change of emphasis has been logical and fitting for the

emerging development needs of Aceh. Nias was not covered in Phase 3, but is covered by the RACBP, which also lays considerable emphasis on capacity. RACBP is not covered by this evaluation.

Figure 1: RRP Broad Design Framework as per Prodoc



N.B. For the extensions to Phase 2 and for Phase 3, Output 1 reads: "The capacity of district government and small-scale local contractors in undertaking road works is satisfactory".

34. **Monitoring of the RRP has been relatively straightforward**: The evaluation team is able to see a consistent set of indicators used by the project throughout, with of course additions and modifications as additional activities were added. In making this assessment the team has reviewed a reasonable selection of monitoring materials as follows:

    a. Project documents (designs) for all phases;

b. A selection of ILO quarterly monitoring reports (QMR) for each of the years 2008, 2009, 2010 and 2012 (but not for 2006, 2007 or 2011);

c. A selection of Internal Project Assurance Reports (IPAR) for the same years as in b) above; and

d. Annual Reports for 2006, 2010 and 2011.

35. While we question why it is hard for UNDP or ILO to present a complete set of such reports and whether this is a data retention or access problem, we are satisfied that indicators and their measurement have been consistent with the designs presented in the project documents.

b. Relevance

36. This section comments on the relevance of RRP and aims "to evaluate the extent to which intended outputs of the project are consistent with national and local policies and priorities and the needs of intended beneficiaries. It also aims to evaluate the extent to which the project was able to respond to changing and emerging development regulations, priorities and needs in a responsive manner".

37. It is useful to document RRP's relevance to national programmes and corresponding UN policies and programme over two consecutive periods of national planning. We conclude that RRP has largely been able to move with the times in terms of being relevant to changes in national and local needs.

38. **Relevant to RPJMN 2004 - 2009 and crisis recovery.** Indonesia's Medium Term Development Plan (Rencana Pembangunan Jangka Mengenah Nasional or RPJMN) 2004-2009, included (in its final version) reference to the disasters and the need for emergency response, recovery and reconstruction phases. The disaster recovery aspects of the RPJMN were clearly linked to the UNDP's Country Programme Action Plan for 2006 - 2010 (and to the disaster recovery, peace supporting and poverty reduction elements of the current UN Partnership for Development Framework for Indonesia). Given that RRP emerged from disaster recovery needs in both Aceh and Nias and from cooperation with BRR in phase 1, it was clearly able to respond to recovery needs in both areas and was thus relevant to those needs, including needs as expressed in the BRR Master Plan. It is important therefore for UNDP and ILO to be able to draw lessons from the disaster recovery phase offered by RRP.

39. **The extent of direct and indirect disaster damage**: It is worth noting that despite the project's grounding in response to the tsunami and the earthquake, many locations chosen for RRP activity in Aceh were not directly disaster affected. In Pidie, few of the locations of the rural roads constructed are near enough to the coast to have been tsunami affected. The team is unsure of how many Bireuen locations were tsunami affected (and did visit one that had experienced modest tsunami damage with no loss of life). The east coast districts of Bireuen and Pidie suffered less tsunami damage than districts on the west coast. Aceh Besar was nearer the epicentre of seismological activity and locations chosen likely suffered significantly more damage from earthquake activity, as did Nias Island in the later earthquake of May 2005. The evaluation team has not gathered specific data of earthquake and tsunami damage in either province to warrant any further major comment on this or to correlate damage with specific location choice. Nor is the team competent to comment technically.

However we do note that the all districts covered by the project did suffer significant indirect damage from the disasters in the form of less visible losses to the local economy, livelihoods and social services. It is also believed that Bireuen and Pidie (probably among other districts) received significant numbers of internally displaced persons after the earthquake and tsunami and this also placed an additional burden on these districts. While therefore, most of the Aceh locations visited by the team would certainly not have been tsunami damaged, we do understand that selection of locations was based on the request of local governments, with proposals ranked by the project team with these factors in mind. The project team undertook extensive consultations during this process.

40. **The wider socio-impact of the disasters:** The socio-economic effects of the disasters were widespread in that the economies of both areas were extensively affected in the aftermath of the disasters. The disruption to transportation and access to markets and services, and to food and products from outside the project area undoubtedly caused significant hardship for the people of all the project areas, particularly those from the poorest and most disadvantaged groups. This alone justifies a coordinated UN response such as RRP, both in the year or so after the disasters and indeed in the longer-term. It is also noted that both ILO and UNDP were highly active in the project areas before RRP came into existence. RRP can therefore be seen as a relevant and logical extension to disaster response and recovery efforts by both agencies.

41. **Specific relevance to wider recovery efforts:** Disaster recovery is a complex set of activities and very variable in scope depending on the type and scale of the disaster. The Indian Ocean Tsunami was clearly from a global perspective the most extensive and damaging disaster in living memory. It also arguably required the most complex and extensive humanitarian response and ongoing recovery effort ever attempted on a global basis. Discussion on who did what, when and what they learned will continue to be undertaken for a long time to come and is particularly relevant now that Aceh and Nias are ending their period of transition. Participants in this debate include: the Governments of Indonesia and the affected provinces and districts; the international community including other governments, multi-lateral and bilateral donors; UN agencies; NGOs, civil society groups and local communities.

42. We note from this perspective that RRP has been particularly relevant to two important aspects of recovery; the restoration of public infrastructure and the recovery of livelihoods. Coming as it did after significant ILO and UNDP contributions to the humanitarian response, RRP has been able to offer special and highly relevant contributions in these two areas. RRP did not specifically aim at governance or social cohesion, food security, environmental, permanent shelter or water supply aspects of recovery. However we believe the project has been able to indirectly contribute to these aspects. The restoration of road infrastructure allows work to be undertaken on a very wide range of recovery efforts including longer-term recovery of livelihoods. The focus on an initial "kick start" to livelihoods through community employment in road building is also relevant to the wider recovery effort. The impacts of RRP, which are covered below, clearly reinforce the relevance of the project to longer-term economic and livelihoods recovery. RRP has therefore been complementary to other programs and projects aiming more specifically at other areas of recovery.

43. **RRP was also relevant to peace building:** Of little mention in RRP documentation, probably for reasons of political sensitivity in the early stages of RRP, is the relevance of a project like RRP to the establishment and maintenance of peace in Aceh. It is clear enough that ex-combatants have returned home since RRP commenced and project management reports that participation of ex-combatants and conflict affected people has been significant, although there has been no specific study on this. The evaluation team cannot comment on this for specific RRP road locations. Some ex-combatants are now in positions of influence in the new Aceh political paradigm. Rural roads connect people to the democratic processes and centres of power. This is an additional relevance to RRP that was not explicitly address in design.

44. **Relevant to RPJMN 2010 - 2014 and longer-term development.** The RPJMN for Indonesia from 2010 to 2014 includes four priority themes to which the aims of RRP are most relevant and with which RRP is consistent. In various ways these themes are embraced by the UN's higher level global policies and the Millennium Development Goals, as per ILO's aims to create sustainable rural employment and UNDP's focus on poverty reduction and capacity for disaster recovery. Furthermore they clearly link in a variety of ways to the UNPDF for Indonesia. The most relevant RPJMN themes are:

    a. **Poverty reduction** - which has aimed to reduce absolute poverty in Indonesia from about 14% to between 8 and 10%. This theme includes within it Indonesia's major programs of PNPM Mandiri and various programs for credit for work and cooperative development. RRP has certainly been relevant to and complementary with national efforts to alleviate poverty by creating employment during road construction and ongoing opportunities for employment and income as a result of road access;

    b. **Food production and security** - which has aimed through a range of programs to raise rural productivity, food self sufficiency and security and farmer incomes. This has included the development of rural infrastructure including roads and irrigation. RRP complements and is relevant to the efforts to raise food production and security so that rural people in Aceh and Nias have access to markets and to the purchase and transport of farming tools and supplies. In its latest phase, its efforts to help people gain better access to their plantations have been particularly relevant to this development theme;

    c. **Infrastructure development** - while national plans for roads and bridges are clearly aimed at the development of nationally owned and managed transport infrastructure, the national government does provide support for provincial and district roads and bridges through a variety of decentralisation and de-concentration mechanisms, as well as in the Aceh context access to oil and gas derived funds. It is also noted that rural roads are designed to link rural communities into the network of more major roads. In this sense RRP has directly assisted a large number of rural people to better link into Indonesia's growing road network; and

    d. **Development of "left" behind areas** - these are the more remote and disadvantaged areas of Indonesia that are targeted specially in national plans. A wide range of programmes result from this including accelerated efforts for increasing production and incomes (and thus employment) as well as better rural

infrastructure and access to services for these areas. Aceh Besar, Pidie and Bireuen are all classified as left behind areas as are the districts of Nias. RRP has directly contributed therefore to this national theme.

45. **Relevance to local programmes.** Road building for rural areas is a subject of considerable interest and thus relevance to the more than 400 districts of Indonesia. In discussions with officials in the three district headquarters the team visited, rural road construction is clearly on the agenda. The inclusion of the important element of marrying employment creation to road and bridge building is relevant to the needs of these districts. The extent to which the local resource based approach has been effective from the perspective of local plans (and we believe it has) is covered in the section below on effectiveness. The extent to which it will continue in the future, at least in its current form (and we believe this may be more problematic) is covered in the section on sustainability. Nevertheless the inclusion of ILO assisted roads in the databases of Bireuen and Pidie Districts clearly shows that a major and relevant contribution has been made. The issue of maintenance is of course highly relevant to road access needs in the future, even if this is also a problematic issue.

46. **Relevance of demonstration:** The demonstration of the LRB approach to governments, contractors and communities has been relevant to district needs. Although the approach was naturally not mainstreamed at project commencement and still is not mainstream policy nationally or locally, transport infrastructure for rural areas of course is highly relevant. There are challenges to take the mainstreaming agenda forward, but the demonstration to officials, businesses and village people (men and women) that LRB does work has been a relevant exercise as it offers them a workable option for the future. Its relevance to the social and economic needs and aspirations of village people was well articulated in the communities visited.

47. **Relevance to emerging governance issues:** Finally on the topic of relevance, it is worth mentioning that while RRP was not designed to do so, it could have been more relevantly linked to emerging governance, particularly in Aceh where a range of innovative approaches has been and is being developed to address inter-alia transparency and accountability in government tender and purchasing processes; the selection, accreditation, training and promotion of public servants; and the transparent availability of information to the public. Governance is an area in which UNDP has extensive experience but this was not linked into RRP. In later sections of this document we try to develop the theme of emerging governance opportunities as something that may be of use in programmes like RRP in the future.

c. Appropriateness

48. The inclusion by UNDP of appropriateness as a separate evaluation criterion is intended to help evaluate cultural acceptance as well as feasibility of the UNDP/ ILO Rural Roads Project. While relevance examines the importance of the initiatives relative to the needs and priorities, appropriateness examines whether the initiative as it is operationalised is acceptable and feasible within the local context.

49. **High client satisfaction:** We open this section with the unequivocal comment that RRP has at its completion attained a high level of client satisfaction. It is harder to say

objectively that this has been so throughout the project's three phases, although project produced material suggests that this has been so.

50. **Appropriateness in the community:** Accepting that the most important clients of the project are the communities that the new or rehabilitated roads serve, i.e. the beneficiaries, it is abundantly clear that the communities visited by the team are thankful that they now have decent access to town and to the farm/plantation and the socio-economic benefits that this access brings. Their appreciation (and thus the appropriateness of RRP for them) is clearly more concerned with the longer-term benefits that rural roads bring than in the initial financial benefits of having employment in road and bridge building (this in itself is a measure of appropriateness). In some places it was hard to find people who had worked in the construction phase. We were also unable to meet anyone who had gone on to make more of long-term employment in road building. This is likely related to cultural or ownership issues - people do not necessarily welcome workers from other villages, and therefore do not see that it is relevant for them to work elsewhere. Nevertheless it is clear from the former road workers we did meet that the short-term employment and income generated was appropriate for them.

51. **Appropriateness for women:** The women that we met have responded well to employment opportunities offered by RRP construction. We were not able to meet women construction workers in all places we visited. However, in locations where we did talk with them they were able to articulate the value and benefits of the work for them and their families very well. In one location we were told by the women that as many women as men worked on the road and in one location that more women than men had been involved. In all locations we believe that women were paid the same as men.

52. **Appropriateness for local government:** Local government has been very supportive of RRP in all three district headquarters visited, even though there was no official government budget for their involvement. The District Government of Bireuen is a shining example of this, where champions for local road building and for road maintenance told the team that RRP had been very appropriate for them[6]. We have no direct feel for local political support for RRP as we did not interview current politicians. However it is clear from secondary sources that politicians in all areas welcome road developments. Their support for road maintenance is a different matter, with consistent stories from government officials that budget proposals for maintenance are routinely knocked back by local councils.

53. **Appropriateness for provincial government:** Respondents from the Provincial Government of Nanggroe Aceh Darussalam, to the extent that the team was able to meet them, were very supportive of the project, seeing opportunities for the future to encourage LRB approaches in districts. In particular the opportunity was raised for districts to propose this type of development as part of their submissions for Otsus Migas (Special Autonomy Oil and Gas Funds). It is difficult for us to tell however just

[6] Although the team notes that due to changes following the recent district election in Bireuen, these champions are no longer in their former official positions.

what the province will do to encourage this in the future. Our interview base was too shallow. ILO and UNDP may wish to follow this up, if this has not already been broached. We understand from project staff that planners in North Sumatra would like to encourage LRB approaches in the future.

54. **Appropriateness for contractors:** Aceh contractors interviewed by the team, both in a group over coffee in Pidie and alongside current construction in Bireuen, were all clearly glad to have the business that ILO has brought them. Most reported that they had received repeat contracts. They all reported that tendering, contracting and work requirements were very clear and transparent. Some said explicitly that they had been able to grow their business, with one respondent reporting that he is now able to own and run a dump truck. However, project staff and a couple of community members also reported that not all contractors have performed well. Statistically, it is not surprising to find that there have been a few contractors prepared to cut corners on contracts. We did not meet these people. We were unable to meet any contractors from Phases 1 and 2 in Nias.

55. **Appropriateness for the National Government:** Both BAPPENAS and the Ministry of Manpower and Transmigration would clearly like to take the LRB approach further. The team attended part of a UN/MoMT arranged workshop in Jakarta and saw that enthusiasm is high. Although we understand that in the earliest stages of RRP finding an institutional home for the project was a long process, and it is not entirely clear as to how the National Government will take this further in 2013/14 (ILO is working on this with the ministries concerned), it is clear that at the final stages RRP and the LRB approach are seen as appropriate by the National Government. Latest consultations with MoMT suggest that the Ministry is considering a two-phase approach by firstly in 2013 adopting and mainstreaming into Padat Karya good practice from the LRB approach and secondly in 2014 to initiate pilot projects for LRB in selected areas within the Government's six economic corridors.

56. **Appropriateness to long-term local government needs remains to be seen:** Is LRB appropriate from a long-term development perspective to the likely needs of local government around Indonesia? Will it be as administratively and politically accepted elsewhere? At this stage this is hard to ascertain. More work clearly needs to be done on this to see whether it can be so.

57. **ILO/UNDP agency collaboration on LRB in the future:** Is it appropriate for UNDP and ILO to collaborate on a project of this nature? The appropriateness of this aspect seems in hindsight to be clearer at project commencement, when the project was a natural extension to UN disaster recovery response, than it is now with the project finishing as an agent of change for longer-term development (noting of course that this transition is in itself relevant and appropriate to emerging needs in the two provinces). The evaluation team understands the pragmatic reasons for UNDP being the MDF Partner agency and ILO being the Implementing Agency in the first two phases of RRP and that now ILO can itself act as a Partner Agency - with the RACBP in Nias project being a case in point. We also understand that relations between ILO and UNDP in regard to managing their different roles in RRA have not always been as smooth as they could have been. Nevertheless there is scope for further collaboration in the future. Both UNDP and ILO are members of the Early Recovery Cluster and both can now point to successes from RRP as being relevant to their respective role in early

recovery in the future: ILO from the perspective of livelihoods and transport infrastructure recovery; and UNDP from the perspective of the complementarity of LRB with other recovery strategies. In particular we have recommended that LRB or some form of community based reconstruction be firmly incorporated into contingency planning. It is harder to see a role for CPRU in an expanded Padat Karya program for instance, although UNDP might wish to see this in terms of poverty reduction. We do not know whether there will be formal relations between ILO and UNDP on the LRB approach in the future. However, such arrangements should be considered by both organisations, perhaps through a focus on contingency planning.

d. Effectiveness

58. This section aims to evaluate the extent to which the intended results of the UNDP/ ILO Rural Roads have been achieved. This includes an assessment of cause and effect - that is attributing observed changes to project activities and outputs. Assessing effectiveness involves three basic steps: 1) Measuring change in the observed output, 2) Attributing observed changes or progress toward changes to the initiative and 3) determining UNDP/ ILO Rural Roads contribution toward observed changes.

Overall effectiveness of RRP

59. The development objective of RRP is "to restore the rural livelihoods and communities of disaster affected populations in Aceh and Nias". Its immediate objective is "District government and small-scale contractors in the project areas adopt and undertake local resource-based road works thereby providing access to socio-economic centres and creating job opportunities for rural people". Analysis of progress against the development objective is more about impact than effectiveness. It is covered in the section on impact.

60. **RRP largely effective in attaining its immediate objective:** We believe that RRP has largely been effective in attaining its immediate objective. District governments have been involved in the project and show that they do have the capacity to take on the LRB approach. The local contractors engaged have embraced the approach and are capable of implementing it. ILO has provided significant training opportunities to boost these capacities and has backed this up with extensive and available guidelines and standards. The end result is clear: communities near or alongside the locations of physical works have been able to benefit from the immediate work opportunities that the LRB approach has provided and have as a result of the works been able to better access to socio-economic centres.

61. The analysis of effectiveness of RRP is provided in more detail below. This commences with a discussion of the obvious physical changes that the project has brought about - the road, bridge and irrigation works. This is followed by discussion of effectiveness of delivery of each of the three components.

Effectiveness of physical works

62. **Effective in building roads, bridges and irrigation systems:** The most obvious change that RRP has brought about is the rehabilitation/construction of roads, bridges and irrigation installations in rural areas of Aceh and Nias, where before there were tracks or roads in poor condition, or where there were damaged or unusable bridge and irrigation

installations. Table 2 is a synopsis of road rehabilitation or construction projects using data provided by project staff in Aceh, Nias and Jakarta. The evaluation team has seen a good sample of roads in Aceh, plus one irrigation project. ILO field staff accompanied the team. It saw one impressive suspension bridge in Nias, plus three rural road segments. In Nias, the team was accompanied by an ILO Jakarta staff member.

63. Table 2 is informative because it summarises the more obvious physical changes that RRP has accomplished i.e. the rehabilitation/construction of roads in Aceh and Nias. It should also be noted that the data presented in table 2, which uses rounded figures, is in accordance with data provided in the Annual Report for 2011 and also with individual contract summary data provided in the field.

Table 2: Summary of roads rehabilitated/constructed

District	Phase	No contracts	Length km	Cost Rp Mill	Cost/ km Rp Mill	Average Exchange Rate*	Cost US$ '000	Cost/km US$ '000
Bireuen	1	17	20.4	7450	365	9147.63	814	40
Bireuen	2	9	18.6	6960	374	9611.06	724	39
Bireuen	3	6	8.1	2395	296	9260.74	259	32
Bireuen Totals		**32**	**47.1**	**16805**	**357**		**1797**	**38**
Pidie	1	15	20.9	6980	334	9147.63	763	37
Pidie	2	7	17.5	4930	282	9611.06	513	29
Pidie	3	4	6.9	2419	351	9260.74	261	38
Pidie Totals		**26**	**45.3**	**14329**	**316**		**1537**	**34**
Aceh Besar	1	15	21.2	6350	300	9147.63	694	33
Aceh Besar Totals		**15**	**21.2**	**6350**	**300**		**694**	**33**
Nias	1	21	19.9	7867	395	9147.63	860	43
Nias	2	6	8	2797	350	9611.06	291	36
Nias Totals		**27**	**27.9**	**10664**	**382**		**1151**	**41**
Nias Selatan	1	15	15.8	6140	389	9147.63	671	42
Nias Selatan	2	7	13.1	4022	307	9611.06	418	32
Nias Selatan Totals		**22**	**28.9**	**10162**	**352**		**1090**	**38**
Phase 1 Totals		**83**	**98.2**	**34787**	**354**	**9147.63**	**3803**	**39**
Phase 2 Totals		**29**	**57.2**	**18709**	**327**	**9611.06**	**1947**	**34**
Phase 3 Totals		**10**	**15**	**4814**	**321**	**9260.74**	**520**	**35**
Project totals		**122**	**170.4**	**58310**	**342**		**6269**	**37**

*Exchange rate averages for each phase obtained from http://www.oanda.com/currency/historical-rates/

64. In addition to the road rehabilitation and construction shown above, the 2011 Annual Report also notes further RRP physical works. This includes periodic and routine maintenance in Aceh and Nias, bridge works in Nias and irrigation projects in Aceh. It is noted that the project received requests from BRR for urgent assistance in Aceh on irrigation and bridges. During Phase 2, five irrigation projects were undertaken in Nagan Raya, Aceh Jaya and Aceh Barat Districts, which are outside the designated project area

(and which we did not see). The total cost for Phase 2 irrigation work was Rp1,517,215,900, estimated at $US157,860. RRP also responded to a BRR request for bridge works in Pidie Districts. During Phase 3 the project also undertook two irrigation projects in Pidie (one of which we visited). The total cost for Phase 3 irrigation work was Rp1,164,576,660, estimated at $US125,750. This evaluation did not specifically plan its visits against periodic and routine maintenance activities, and we are not sure how many of the roads we visited have been part of maintenance packets provided under RRP. Nevertheless the information given above represents very significant achievements.

65. **RRP did not fully meet roads targets in phase 1:** Targets for road lengths given in the Project Document were not fully achieved during Phase 1. The Project Document for Phase 1 aimed at rehabilitating 130km and maintaining 117 km. The Project Document for Phase 2 stated that by March 2008 the RRP had achieved 97 km of rehabilitated roads and 81.5 km of maintained roads (75% and 70% of targets respectively). The roads targets for phase 1 were likely over-ambitious and this resulted in revised accumulative targets for Phase 2.

66. **RRP met revised accumulative roads targets during Phases 2 and 3:** The Project Document for Phase 2 gave accumulative targets for the two phases of 169 km of rural roads rehabilitated and 161 km maintained. According to the 2011 Annual Report an accumulative total of 156 km of road had been rehabilitated, a satisfactory 92% achievement of target. During the various extensions of Phase 2 maintenance targets had risen from 161 to 177 km. In fact the project reports that it has more than achieved its target for maintenance, (230 km or 144% of the original Phase 2 accumulative target). We understand that much of this was for routine maintenance. We conclude that once the more realistic targets had been set, the project was able to be effective in meeting them. The project also reports that all targets were achieved for roads during Phase 3 (subject to final completion of 3 roads in Aceh in December 2012).

67. **Bridge targets a little unclear:** We are unable to make definitive comment here on the targets set and achievements made for bridges and irrigation projects, as the comparative data is unclear. In the cost estimates for Phase 1, bridge works were subsumed within roads contracts with an assumption that there would 1 small bridge to be rehabilitated for every 5km of road. The budget given in the Phase 2 Project Document gives estimates of 5 units of bridges and culverts for Aceh (a BRR request) and 12 units of bridges and river crossings for Nias. It is unclear what the term "unit" means in this context. The 2011 Annual Report states in retrospect that 3 temporary bridges were rehabilitated in Nias in Phase 1, but that these projects were not part of original targets. For Phase 2 the report states that 10 bridge/culvert works were completed against a target of 12, which appears to be well above the target stated in the Phase 2 design, although it is unclear where the additional bridge/culvert works were undertaken; and 10 bridge/crossing works were completed against the target of 12, which appears to be close to the original target for Nias. However, an engineering report from Nias states that 6 bridge projects have been completed. We can only conclude that either the targets for bridges were unclearly defined, or that the project has needed to be adaptive in its response to the needs for bridges.

68. Irrigation targets achieved: The Prodoc for Phase 2 estimates that a total of 2.28 km of irrigation works would be undertaken. The 2011 Annual Report states that 0.85 km of

rehabilitation and 2.18 km of maintenance were undertaken; a total of 3.03 km. The target has been achieved.

69. **Evaluation sampling of works:** The evaluation engineer visited 35 out of 63 roads projects in Aceh (i.e. 56%) and one irrigation project. Projects were chosen at random from the same data set used to construct Table 2. The engineer undertook visual condition sampling.

70. The entire team visited 6 roads projects in Aceh, 3 roads and 1 bridge project in Nias. Also visited by the entire team was 1 irrigation project out of 5 (20%). The Nias sample of 4 out of 49 rehabilitated roads or bridges and 5 projects for periodic maintenance is clearly much lower and is not sufficient to qualify as a significant random sample (4 out of 54). However we see no reason to doubt that all of the roads and irrigation works on the ILO list have either been completed (in Nias this is 100%) or are very near completion. As per paragraph 66 we are uncertain about the targets for bridge projects. We also visited roads in Aceh that were still being constructed at the end of Phase 3.

71. **A high percentage of roads constructed in Aceh are in good condition:** Of the 32 roads in Aceh for which a visual condition inspection was conducted 2 were observed to be in excellent condition (6%), 18 in very good condition (56%), 2 with good condition (6%), 4 in fair condition (13%) and 6 in poor condition (19%). 3 further roads had not been completed. Readers are directed to the appended engineering report for details of these roads, including photographs and details of types of damage observed and detailed ratings for condition (Annex 1). Given the normal wear and tear due to rainfall and traffic, damage at this stage to some roads constructed in earlier years of RRP is inevitable if, as we suspect, routine and periodic maintenance have not always occurred. We conclude that the construction of roads using the LRB approach in Aceh has been very largely effective.

72. **Roads were still under construction in Aceh:** Three roads projects in Aceh were yet to be finalised at the time of the team's visit. One of these was for all intents and purposes complete and was very useable; one was observed to be progressing to completion and was passable in a 4-wheel drive vehicle, although access was limited by incomplete culverts. One of these projects was impassable due to rain and therefore not able to be observed. The completed condition of these three roads is thus not measurable. However the attached Engineer's report shows photos and gives some comment on progress and technical issues.

73. **Projects seen in Nias appear to be in good condition:** The suspension bridge visited is based on a design from Nepal and is a masterpiece of engineering, at least to the layman. It uses steel from Java which was galvanised in Medan. It is highly functional at the end of RRP. It links motorcycle tracks on both sides of a river that used to deny regular access to villagers for much of the three month heavy rain season. We understand that this bridge was finally completed under the supervision of RACBP engineers. According to villagers it has received one periodic maintenance effort from RACBP. Some of the hexagonal nuts holding it together might now benefit from tightening, but this is a non-technical judgement. The three roads projects visited in Nias were also functional at the end of phase 3 and appeared to the non-technical eye to be in good condition. A few spots of minor damage were observed and no-one interviewed

on site could recall any maintenance post-construction. The roads sectors seen in Nias were effectively constructed.

74. **Economic effectiveness of roads likely variable:** Like most of the roads projects reported for Nias the roads we saw there are of less than 1 kilometre length. Although we understand that the choice of such lengths and locations was primarily to meet the district government needs, it is likely that these shorter road sectors are less economically effective, especially if they are simply linking sectors constructed by other implementers, and if these latter are in deteriorating condition. This simply states the obvious that the longer the road sectors are the more people and vehicles will be able to use them. By contrast the later roads in Aceh that specifically aim to better link communities with their plantations are longer and wider. We consider them to be significantly more effective in an economic sense with commensurate long-term impacts. They demonstrate an effective location strategy.

Effectiveness of Output 1 - Capacity of district governments and contractors

75. Output 1 is stated in the Prodoc as being: "The capacity of district governments and small scale local contractors in undertaking local resource based road works is satisfactory".

76. **Good progress in district government capacity building:** The evaluation team is of the opinion that the RRP has effectively achieved its targets in training and capacity building for district government officials. In fact it has achieved in excess of its targets for the number of people trained. It is clear from our discussions with Bappeda and Public Works Managers in Pidie and Bieuen that they have appreciated being involved in the LRB approach and now know how to implement it. In Nias it is harder to differentiate the training and capacity building outcomes of RRP from those of RACBP but we do note that Bappeda and Public Works were positive about the benefits of LRB and the support they received as agencies. Capacity building and training for these agencies has been logically designed and delivered well by ILO staff and their consultants and trainers through the three Phases. Furthermore, the ILO teams have clearly been able to back up classroom and workshop training with excellent and painstaking supervision in the field. This has allowed considerable reinforcement of the LRB approach in a practical and effective sense. The project has also undertaken a considerable amount of training of trainers, with significant focus on this in phases 2 and 3. In a broad sense we do not see how the project could have gone much further with this aspect of capacity building for LRB, given the design that it had.

77. **Public Works training in excess of targets:** At the end of Phase 2, RRP reported that it had trained a total of 184 Public Works officials, against an original target of 100. This is an impressive achievement. During Phases 1 and 2, Public Works was involved in a comprehensive range of technical training in regard to the LRB approach: with (inter alia) sessions on tendering, contracting, construction and supervision. Details of this training can be found in various completion and annual reports. The evaluation team is satisfied that training provided has been logical, well focused and targeted to enable Public Works officials to grasp the concepts and practice involved the LRB approach. In discussions during the evaluation visits it was clear that managers in the various Public Works offices have also been satisfied with their agencies' involvement and growing capacity.

78. **Road data outcomes:** In Phase 3, the project has focused its training largely on building capacity for planning and management of investment in roads. The team saw a final training session for trainers in Bireuen which was targeted at Public Works and Bappeda officials who have involved in the development and management of the project supported data system. We viewed the data system and consider it to have been comprehensively developed through the project and implemented by Public Works. It is a geographic information system (GIS) that combines layered mapping with detailed information on road locations, classifications and condition. It is noted that in Bireuen the database has been expanded to include information on other socio-economic infrastructure. Public Works staff have been trained to collect data using Global Positioning System (GPS) handsets, to enter data, produce reporting outputs and manage the system. This has been very effective. There are two issues we note: Public Works offices have not yet entered contract costing information, citing this as "confidential" (this is a governance and public accountability issue; the system enables this information to be entered); and the system used is not compatible with other systems used nationally (and we do not apportion blame on the project for this either; since the advent of regional autonomy the use and spread of such nation-wide compatible systems has been more difficult).

79. Targets for women not attained: By a clear margin the majority of the public works trainees were men and the project was able to train in excess of twice the number of men it had targeted. The project did not achieve its targets for women; in fact it trained less than 50% of the women it had targeted (30% overall was the target). The team notes however that many of the trainees were field roads supervisors, the vast majority of whom are men. Interestingly, both of the heads of the public works sections most involved in the project in Aceh (Bireuen and Pidie Districts) are female engineers. All of the other Public Works officials we met are men. In Nias everyone we met from Public Works are male. We do not consider the project to have particularly failed in this regard, as it is quite clear that public works offices in Aceh and Nias (and likely elsewhere) are heavily male dominated. The emergence of female managers is of course not a project achievement. But it does perhaps show that increasingly women are taking both technical and managerial roles in transport infrastructure.

80. **Other agency capacity developments - Planning**: We are convinced that Bappeda in all three districts we visited has developed a keen interest in the LRB approach and sees that programs of this nature can play a vital role in employment generation and more widely in social protection and poverty reduction. They have enthusiastically accepted that this can and should enter into the overall district planning framework. In Aceh the project has also helped them to develop transport infrastructure master-plans for Bireuen and Pidie Districts. At the time of our visit these documents were not finalised, but were close to finalisation. They are comprehensive documents outlining in some detail priority locations for roads, wharves, agricultural, public bus stations etc. They also deal with infrastructure data management and road management systems and give summary information on road conditions. They put these planning aspects clearly into the context of population, land use and the economy and we believe they will be of considerable use in the future. Bappeda in both districts has also received the GIS software and the training in its use alongside their Public Works counterparts. However, Bappeda actually needs a fully layered spatial planning system within which roads data is

one important element. The project did not and was not intended to produce this result. For future LRB activities, a useful addition to the data system would be to introduce disaster risk and contingency planning mapping layers. This would help in early identification of likely road damage in the event of a disaster and in prioritisation of road restoration, as well as in the identification of key routes for the provision of relief services.

81. **Other agency capacity developments - Regulation:** Bireuen District is also achieving some very useful results in legislating and regulating for community based approaches to road maintenance. The District has, with considerable project support, produced a Bupati's law (Peraturan Bupati) defining in some detail the approach and two Bupati's decisions (Keputusan Bupati): one defining the public works role in community road maintenance; and one defining sub-districts in which the approach is to be implemented. It is noted that the role of both the former District Secretary (an ex-Public Works roads engineer and ex-Head of BAPPEDA) and the Head of BAPPEDA (at the time of interview) as champions for local road development and maintenance has been exemplary and vital for this development. (Please refer to footnote 6 on the current status of these respondents). The team was warmly welcomed by them on two occasions and was very encouraged to hear their positive views on the LRB approach and prospects for community road activity in the future. We note, however, that a further hurdle exists: the appropriation of a budget for community based maintenance in 2013. District Councils have in the past been reluctant to provide significant budgets for road and bridge maintenance through any programme, viewing new construction or rehabilitation projects as more desirable. We suspect that this has been very discouraging for public servants wishing to develop district maintenance capacities.

82. **Other agency capacity developments - Social Office**: We have been less convinced that the variously titled Social, Manpower and Transmigration offices in the districts have been able to develop significant capacity through the project or ownership in its results, although that should not interpreted to mean they have not supported the project or been involved in it. We have found it hard to see solid outcomes for these agencies. They are involved in road building through the nation-wide Padat Karya scheme, but they are not involved from the technical perspective and have to rely on encouraging public works engineers to provide supervision on an honorarium payment basis (a practice we do not view as being particularly effective). Also to date the Padat Karya approach has been entirely labour based and does not allow the use of any heavy equipment. This may change in the future, and we hope that LRB can offer at least a good alternative to this. The project has clearly focused more on its capacity building efforts on Public Works and BAPPEDA. We conclude that in the future capacity building for the social agencies will be vital, if LRB is to enter Padat Karya and wherever it is implemented.

83. **LRB has yet to be mainstreamed in local government:** However, if the aim was to convince local authorities that LRB is the way to go in the future, then RRP has been less effective, given the time it had available. It is clear however that the LRB approach is now under discussion at the national level between the Ministry of Manpower and Transmigration and Bappenas and there is considerable interest in adapting the Ministry's nationwide programme of Padat Karya to include major elements of the LRB approach. If this does happen this will be a major win for the approach and it could be

a major outcome for social protection and poverty reduction in Indonesia. However, it is yet to be made clear just how the national government will achieve the integration of LRB into Padat Karya. This issue is taken up again in the section below on sustainability.

84. **Capacity building for contractors effective in Aceh:** The ILO approach of using small contractors in Indonesia has been validated through RRP. It is clear that capacity has been built in the pre-qualified, selected and contracted businesses concerned at least in Aceh. The team was able to talk openly with a group of them in Pidie District, and with individual contractor representatives on site in Bireuen. We were unable to meet any contractors in Nias. We are unable to comment specifically on contractor achievements for Nias. However our contractor respondents indicated that they have learned and are comfortable with and confident in the LRB approach. Notwithstanding these positive comments, There may have been some cases where contractors have not met the standards required. This is not a litany of woes, and only one example is given, but we did see one contractor who was allowing skilled labourers to mix cement in wheelbarrows rather than buckets, with some concern therefore for resulting concrete quality and strength.

85. **Open, transparent and collegiate approach:** From discussions in Pidie and Bireuen, we are satisfied that contractors have welcomed the ILO approach and appreciate the openness and transparency in the way they have been engaged and the collegiate manner in which they have been treated. They have been able to adopt a labour-intensive approach to construction and this has clearly been well targeted at the smaller contractor organisations. These are the companies that will generally have turnovers of less than Rp2.5 billion per year (and are thus more likely to be Commanditaire Vennootschap (CV) or limited partnership companies rather than Persusahan Terbatas (PT) or limited companies. They do not have large amounts of money to invest in heavy equipment, so this kind of project is intrinsically attractive to them.

86. This is not "rocket science": The LRB approach to roads is not (and should not be) highly technical. It does allow a simple set of processes for construction and supervision to be put into place by small companies, under the guidance of ILO and Public Works engineers. It allows the contractors to relatively easily produce roads of very reasonable quality through the management of groups of village people. We do not wish to buy into the arguments for or against the use of cold mix and hot mix techniques, save to say that the environmental advantages of cold mix may be partially outweighed by the general difficulty of obtaining the components locally. We suspect the use of galvanised steel cabling and decking components for bridges may stretch the capacity of small contractors, and this may bring needs in the future for continued supervision support for bridge construction and maintenance. However this is justifiable in terms of the very clear socio-economic benefits small suspension bridges can bring. Irrigation engineering is also more complex, especially if it requires the progressive blocking off of a river to construct weirs. Again this might stretch the capacity of some small contractors.

87. **No significant issues with using community labour:** Furthermore, we note that small contractors were already familiar with managing labour, either at the labourer or artisan level. None we met objected to using people from local communities, and they

all recognised that for previously unskilled labour this did mean an investment from them in terms of making sure that labourers were well informed as to what were required to do. One contractor went a stage further and stated quite clearly that his company fully understands and supports the social and economic aims of the LRB approach. Some contractors were specifically praised by community members for their sympathetic approach to the village.

88. **Gains through the contracting approach:** The contracting system used by ILO is not without its problems. This refers to the incompatibility of the system with that used by Public Works and particularly to the scoring system used by the Government in which price is given a high weighting. We were told emphatically by local government respondents that they cannot use the ILO system for pre-qualification and tendering; its use by Public Works would be contrary to government regulations on tendering. Nevertheless contractors do like it. Many have been able to win repeat contracts, which clearly indicates that they have gained capacity. The evaluation team notes that it has sighted evidence that suggests that some repeat contracts were in different locations. Training in tendering and contracting appears to have been effective in preparing contractors for their responsibilities. No contractors suggested to us that they had any significant issues in terms of payment or meeting their financial reporting obligations (although we do not wish to seem definitive on this as we did not meet any problem contractors). We recommend that more work could usefully be done in the future to further review ILO and GoI systems for tendering and contracting with a view to establishing how the ILO systems for LRB might be better integrated within government systems in the future (this is formally included in the recommendations section).

89. **Some concern on workplace health and safety:** While this is not a particularly major issue in the wider sense of effectiveness of raising contractor capacity, we are not convinced that workplace health and safety has always been appropriately managed. The use of steel capped boots is appropriate for road construction projects. Most people we saw at work were not so equipped. Allowing children to be on the side of the road while their mothers are helping to level roads may be socially acceptable and therefore welcomed. It is surely not advisable from a safety perspective, even if the children are accompanied by a responsible adult who is not working on the road. We do note, of course, that workplace health and safety in construction in Indonesia is much easier to enforce on large scale construction projects and by large contractors. For small contractors it would require strict oversight and for communities awareness raising.

Effectiveness of Output 2 - Techniques, standards, systems, strategies

90. Output 2 is stated in the Prodoc as being: "Techniques, standards, systems and strategies for local resource-based road works are refined to conditions in Aceh and Nias".

91. Much of the discussion on effectiveness in capacity building for government and contractors given above also applies to Output 2. The two outputs are clearly interlinked. The efforts under Output 2 to adapt techniques, standards, systems and strategies of clearly contribute to the achievement of increased capacity under Output 1. With the discussion above in mind, we simply wish to add the following points.

92. **Comprehensive and clear set of documents available and used:** We have reviewed the extensive series of manuals produced by RRP. They are logically sequenced and deal with the successive stages of the LRB approach: pre-qualification and tendering, contract management, supervision and administration and the technical standards for and approaches to construction using community labour. Each manual is produced in English and Bahasa Indonesia. The project has been effective in the process of adapting established ILO practice for the Indonesian context. It is also clear that ILO practice for the LRB approach benefits from considerable experience in other countries. The project has used these technical manuals as a basis for the training for government and contractors that has been central in capacity building and transport infrastructure efforts. This aspect of Output 2 has been very effective. Local governments now have an extensive set of guidelines for the LRB approach at their disposal. These can be used in the future in other areas of Indonesia (with where necessary further adaptation).

93. Building capacity to train has faced funding problems: RRP has built upon its training efforts with government officers in Aceh to try to help build local capacity for training for the LRB approach (this was not attempted in Nias, we suspect because this was intended to be covered under RACBP). Ultimately work on this in Aceh has not been fully successful because the Bireuen and Pidie governments have been unable to appropriate budgets for training in construction and maintenance along the lines of the LRB approach. MOUs were signed with both district governments at an early stage in the project, which stipulated commitments by the districts to provide resources for ongoing training through existing public works training units. The project accordingly went ahead to review training needs and to assist the districts to produce their own plans for training. By the end of Phase 2 recommendations were produced for both districts and also for the Provincial Government of Aceh and were accompanied by budget planning support to try to mainstream the training programmes. However, by the end of Phase 2 it was apparent that the districts concerned would not be able to mobilise funds for this purpose through their legislatures.

94. Phase 3 continuation: We understand that the situation at the end of Phase 2 with difficulties in obtaining local funds for training has not changed during Phase 3. Much of the thrust for Phase 3 has been the need, to the extent possible, to follow up on capacity development efforts, particularly in planning and budgeting (as well as to undertake remaining priority works). We have already noted the successes during phase 3 of the database/GIS system, the master plans for transport infrastructure and legislative development in Bireuen. These are the main contributions the project has made to the development of systems for transport infrastructure planning in its final months. We suspect that more could have been achieved in this area if the project had adopted a strategy of funding ongoing training at an early stage through transferring funds to local government.

Effectiveness of Output 3 - Community participation

95. Output 3 is stated in the Prodoc as being: "Community participation in rural road development, and maintenance strengthened". Much of what has been achieved through community involvement is more comprehensively described in the section above on effectiveness of physical works and the section below on long-term impact. With this in mind, we simply wish to add the following points.

96. **Labour expectations largely met:** The evaluation team is in no doubt that output 3 has largely met expectations in creating days of employment in the construction process. Table 3 shows the number of days worked generated by RRP over phases 1 and 2 by phase and district.

Table 3: RRP work days created by gender Phases 1 and 2

Phase and gender	Target	Aceh Besar	Bireuen	Pidie	Other*	Total Aceh	Nias	Nias Selatan	Total Nias	Total	% of target
Phase I - men	142,800	22,704	37,685	35,037	0	95,426	34,748	29,529	64,277	159,703	112
Phase I - women	61,200	6,476	10,489	9,226	0	26,191	16,957	15,785	32,742	58,933	96
Total Phase I	**204,000**	**29,180**	**48,174**	**44,263**	**0**	**121,617**	**51,705**	**45,314**	**97,019**	**218,636**	**107**
% women	**30.0**	**22.2**	**21.8**	**20.8**		**21.5**	**32.8**	**34.8**	**33.7**	**27.0**	**90**
Phase II - men	158,200	0	28,628	24,857	7,093	60,578	46,436	30,103	76,539	137,117	87
Phase II - women	67,800	0	14,325	7,374	1,018	22,717	18,253	13,622	31,875	54,592	81
Total Phase II	**226,000**	**0**	**42,953**	**32,231**	**8,111**	**83,295**	**64,689**	**43,725**	**108,414**	**191,709**	**85**
% women	**30.0**		**33.4**	**22.9**	**12.6**	**27.3**	**28.2**	**31.2**	**29.4**	**28.5**	**95**
Phase I + II - men	301,000	22,704	66,313	59,894	7,093	156,004	81,184	59,632	140,816	296,820	99
Phase I + II - women	129,000	6,476	24,814	16,600	1,018	48,908	35,210	29,407	64,617	113,525	88
Total Phase I + II	**430,000**	**29,180**	**91,127**	**76,494**	**8,111**	**204,912**	**116,394**	**89,039**	**205,433**	**410,345**	**95**
% women	**30.0**	**22.2**	**27.2**	**21.7**	**12.6**	**23.9**	**30.3**	**33.0**	**31.5**	**27.7**	**92**

* **Other** districts are Aceh Barat, Aceh Raya and Nagan Raya, with project activity only in Phase 2. Data is aggregated for these districts.

97. **Significant "kick-start" contribution**: In the Phase 1 Prodoc the initial target for days of work created was 325,000, with the anticipation that 30% of these would be for women. By the time of the proposal for Phase 2 this Phase 1 target had been revised to 204,000 days, with 30% for women as shown in Table 3 (this correlates with the comment on downward projections for roads projects in Phase 1 as mentioned above). This seems more of a statement of what was actually achieved than a specific target. However, we do view the overall achievement of 440,000 days of work as being impressive and effective for the relatively modest level of funding that RRP has achieved.

98. ILO estimates wages as averaging Rp55,000 per day, this means that a total of Rp24.2 billion or $2.59 million was injected into the local economies concerned, just over $350,000 per year on average. While this may be at first sight a modest achievement, we do believe that in rural areas of Indonesia, such levels of contribution are quite significant and much valued. Furthermore, we consider these contributions to employment and income to be a "kick start". The full value to participating communities comes from the longer-term impact. We have not been able to calculate in money terms what the impact of RRP has been. However, the impacts are clearly positive and strong (see section on impacts for details).

99. Close to targets for women's participation: RRP has achieved 88% of its target for the employment of women as labourers through roads and bridges contracts. This equates to 27% of the workforce being women throughout Phases 1 and 2 with a similar figure for Phase 3. While this is a little short of the original 30% targeted, we do not view this to be a serious shortfall. Mobilising women and demonstrating to them that they can take a part in road construction and maintenance have been effective. It is noted that given most of the skilled labourers required for the type of irrigation projects supported by RRP are male, the participation of women in irrigation work was low.

100. Wage parity achieved: We also note that the project has been effective in ensuring that females received the same remuneration as males. In all locations but one we were informed that this policy had been applied. We did hear in one location in Nias that women had earned less, but this was not borne out by project records that showed that men and women both signed as having received the same wage rate, at least for one month. We accept the project record.

101. **Opportunities for skill advancement:** Clearly those community members for whom RRP was their first opportunity for road work have gained skills in the process. These people were taken on unskilled but they can now claim that they have basic labouring skills which can be of use for them in the future if other project opportunities arise (for instance under Padat Karya or PNPM). While the skills required are basic they are important for the construction of roads. This aspect of the project has been effective. However, the project was not intended to bring about any skills transitions towards more skilled construction work, as this would likely require significant training through government accredited vocational training institutions. There might have been a case for the project to sponsor or encourage training of this nature, but by the time sponsored individuals would have graduated the roads project in their villages would have long been completed. This should not be seen as a criticism or shortfall of the project as it was designed. This aspect might however be considered in initiatives in the future, particularly if it could have a focus on encouraging women to become formally skilled road workers and thus be eligible for the higher rates of pay. We did not hear of any women who had been employed as stone masons or cement operators, but this probably reflects the reality that there are very few women with these skills.

102. **Cultural resistance to working in other villages:** To our knowledge there have been few (if any) occasions where community members have been able to be hired for repeat work on other LRB projects, except where multiple contracts have been awarded for work in the same vicinity. It is possible that contractors have hired people for other non RRP contracts, but we didn't hear that this has happened. Discussions with villagers tend to suggest that culturally people do not feel comfortable working in other villages and that therefore they would not feel comfortable with people from other villages working on their roads. We feel this is a positive statement of their ownership of their village projects, but not of prospects for labour mobility. We further note that RRP did not aim for labour mobility as it had availability of local village workers as a site selection criterion.

e. Efficiency

103. The team was asked to "evaluate how economically resources or inputs (such as funds, expertise and time) were converted to results. An initiative is efficient when it uses resources appropriately and economically to produces the desired outputs".

104. **Summary of expenditure:** Recently obtained financial data suggests that up to March 2011 the expenditure for RRP for technical assistance and operations related to construction was at around 20% of the total. For training and capacity building elements the corresponding expenditure rate on TA and operations was higher at just over 70%. This reflects the human resource intensive nature of capacity building and training activities. Neither of these two levels of TA expenditure are considered inappropriate for RRP. Table 4 shows overall contributions, expenditure and balance as at end June 2012 but with no further data on the percentages for technical assistance and operations. Table 4 shows overall contributions, expenditure and balance as at end June 2012. It is estimated that of the total of $12.97 million spent through RRP, $6.27 million has been spent on roads contracts, and a total of $0.28 million has been spent on irrigation projects. We have no firm data for the total spent on bridges, but taking the figures for roads and irrigation only, the total spent on physical works was at minimum $6.55 million or 50.5% of total expenditure over the three phases. Of this (as noted above) some $2.59 million, or 20% of total expenditure has gone to communities in the form of wages (or 40% of construction costs). Given the expenditures required for training, capacity building and staffing, this is considered to be a good overall financial performance.

Table 4: Contributions and expenditure of RRP

Phase/contribution description	Contribution, expenditure, balance
Phase I	6,420,000
Phase II	5,379,220
Phase III	2,100,000
Accrued Interest	362,411
Total Contribution	14,261,631
Cumulative expenditure as of Q2/12	12,971,261
Balance (end of Q2-2012)	**1,290,370**

105. **Reasonably on track to meet expenditure target:** At the end June 2012 the latest figures available show the project was reasonably on track for utilisation of the entire allocation. The evaluation team acknowledges that the last few months of most projects usually require acceleration in expenditure. Our observations in Aceh suggest that this has been happening. Of course, we cannot say that all of the allocation will have been used by project closure, because that assessment depends on figures that at this stage are not yet available.

106. **Road construction costs are variable:** Our calculation of RRP road costs (i.e. the costs per kilometre of contracts to construct or rehabilitate roads) is between $30,000 and

$40,000. It is not appropriate to be more specific about this as costs per kilometre per contract clearly vary with the level of rehabilitation, with the classes and types of road built, with the choice of materials and the negotiated cost of labour and contractor profits. Materials costs vary depending on whether they are purchased outright or, as in some locations visited and for some materials such as sand and gravel, provided as a community contribution, with a need to pay only for trucks to bring the materials to site. The requirements for culvert works and drainage is a variable of location and topography with road width clearly a factor.

107. **Labour costs vary:** Labour costs have been variable, but RRP managers report that the average for unskilled workers was around Rp55,000, while skilled workers (masons and builders) received up to Rp100,000. However we note that most labour has been paid for on a piece-work basis so these estimates are open to some interpretation. We have no knowledge of the allowable contractor profit on labour or of comparable wages in other projects and industries for the districts concerned.

108. Road costs are within project expectations: The Phase 1 Prodoc estimated for budgetary purposes that of $3.9 million for roads, 20% or $780,000 would be spent on full rehabilitation of 25 km of road, equating to about $30,000/km. By comparison 72% or $2.81 million would be spent on partial rehabilitation of 105 km of road, equating to about $27,000/km. The Prodoc of 2008 is more specific about road costs per kilometre and reports costs for Aceh in Phase 1 of $36,635 and for Nias $43,779. For Phase 2 estimates were $40,000 for paved roads and less than $20,000 for farm roads. Inflation of construction costs throughout the project period is to be expected, with national inflation at between 4 and 6% per annum - source http://www.inflation.eu). If we accept original cost estimates by the project at these two points, average expenditures by the project throughout both phases of between $30,000 and $40,000 are clearly within the range of costs approved and have thus been efficient when measured against project standards.

109. **Efficient in mobilising labour:** With the comments above under effectiveness of mobilising communities to work on roads project, we simply wish to state RRP has also been efficient from a cost perspective in this aspect. Our estimate of the injection of $2.59 million into communities against a total project expenditure of $6.27 million (on roads) represents a decent percentage of contract costs being provided directly to communities.

110. **Efficient adaptation of existing ILO materials:** The fact that ILO has come to RRP with extensive experience of the LRB approach globally has brought efficiencies in the production of technical guidelines and materials outlining the LRB approach and its standards and methods. These have been adapted to Indonesian circumstances and well translated.

111. **Efficient use of project staff:** In terms of use of ILO field staff, a lot has been done with relatively few people. We note there should have been one more district engineer in Aceh in Phase 3. This came from the need to respond to additional works requests in Aceh, and resulted in a shortfall of technical staff in Phase 3. This not the fault of the project and the team has coped very well, particularly the one district engineer who has covered two districts.

112. **Efficient use of office facilities:** The provision of field office space by BAPPEDA in Banda Aceh and by the local government in Bireuen and Pidie is appreciated as being a useful in-kind contribution by provincial and district government. ILO has only had to pay modest contributions for use of and services for these facilities and this is considered an efficient, although not unusual arrangement.

113. **Better value for money:** While it is clear from the above that we consider RRP to have been quite reasonable value for money, could it have been more efficiently delivered? We do note that at times cash flow for RRP was problematic. For the period January to September 2010, the project continued for an interim extension utilising accrued interest. The later project hiatus of mid to late 2011 was most unfortunate as it saw staff lay-offs and re-hires resulting from delays in negotiating Phase 3, particularly in negotiating approvals from the multi-levels of GoI. The UN agencies, the donor group and the Government agencies did not contribute well to project efficiency during these interludes. The affect on morale of staff was likely considerable. Improvements to cash flow are possible if the approach of "extensions on extensions" is avoided and if parties can recognise that delays occur and plan their negotiations to commence at an earlier stage. We also suggest that a more comprehensive use of the talent spectrum available within UNDP and ILO might have brought more efficiencies (and possibly more impact) as might have the recognition that longer-term planning frames are beneficial.

f. Impact in restoring livelihoods and communities

114. The team has been required to "evaluate changes in human development and people's well -being that are brought about by development initiatives, directly or indirectly, intended or unintended". This is most appropriately done by evaluating RRP at the development objective level. The development objective of RRP has been "to restore the rural livelihoods and communities of disaster affected populations in Aceh and Nias". We examine livelihoods and community impact separately below, and conclude that RRP has good stories to tell in regard to both of these aspects.

115. **RRP's own evidence of impact on livelihoods:** Without access to specific baseline and post project data on the extent to which rural livelihoods have been restored in the specific communities served by the RRP project, comment on RRP's impact in contributing to the development objective is of a broad, not detailed, nature. Simply put, we are not aware of baseline surveys having been carried out in each road location prior to works being undertaken against which any specific measure of change can be made (this should be considered in longer-term development applications of LRB). The best information available from RRP is the 2010 study of 13 road areas entitled "Benefits of Improved Access". This is a useful document and outlines a number of social and economic benefits to the communities studied. It concludes, for instance, that households received cash injections as a result of work on projects of about $145 each and that about 4000 or approximately one third of households received this benefit. This equated to 104,000 days of work, of which 28% were carried out by women.

116. **The economic "kick-start" of roads projects has led to impact:** Initial employment opportunity alone does not equate to long-term restoration of livelihoods or

communities, although some respondents to the study did report that they used wages to invest in other enterprises. But the "kick-start" that a better road can provide does appear to have been an effective development measure and has contributed to positive impact. The Benefits Study points out increased demand for local transport services, including motorcycles and trucks, improvements to local agricultural productivity and employment, establishment of retail outlets and greater opportunities for them to make decent profits, some mobility of road building workers (the more skilled such as masons). The evaluation team's own, if less structured, observations and interviews lead us to concur that these conclusions are correct. We also report that village interviewees consistently mentioned more efficient use of time in getting produce to the market and higher profits from not needing middlemen. We also conclude that better roads mean more even distribution of income over the year; spectacularly so in the case of the bridge seen in Nias, which has allowed 12 month access, where before rains meant very poor, unreliable and sometimes dangerous access for 3 months of the year.

Box 1. Impact & Good Practice
Desa Kreb, Kecamatan Padang Tijie, Kabupaten Pidie, Aceh

The project built two types of road in this village. One is a 'cold-mix road' and the other is a plantation road.

Pic. 1 The plantation road, Pic. 2 The cold-mix road

The community was involved in the construction works for both roads with equal opportunity for working between men and women. Both genders worked on similar activities such as carrying stone, spreading gravel, etc. They worked intermittently for about 4 months in total, approximately 20 working days each per month. For the un-skilled workers, both men and women were paid the same wage of Rp 50.000 per day.

The new roads bring many benefits for local people, especially for the host community. According to the interview with the community, it used to take them about three hours to go to the plantations by foot where they grow cocoa, pinang, durian, etc. They could only go to the plantations once a day. But now it takes them less than one hour to go there and they can go about four to five times a day.

Furthermore, they can now also use motorcycles or small trucks which makes the process of transporting and selling fresh products easier since they now have easy access to their plantations. There are six people with small trucks in the village, which is a good indicator that people are now able to use vehicles for their businesses because of the new road.


Pic.1- Group of women; Pic.2- A boy collecting durian on the new road

The group of women that we interviewed said that the community had gained many benefits from the new bitumen road. They now have better access to services such as health centres and schools. They said if they ever needed an ambulance, the road is now big and good enough for one to come. Good fresh cocoa product gets them Rp.25.000/kg where old (not fresh) cocoa is worth only Rp. 17.000/kg.

The women expressed their gratitude for having a new road. They said that it is now easy for them to go to town to go shopping or even just to chat and meet more people in the town centre. When asked would they go and work in another place for similar project --since they now had skilled-- they said they probably would, but they need to see where it was first.

Box 2. Impact & Good Practice
Cot Kruet and Alue Gandai, Kabupaten Bireun


Pic 1 & 2 The road construction

The 5.95 kilometres of gravel road passes through several villages on its way to the plantations in the hills. Even though it was still being constructed when we visited, the road had already brought significant impact to the people in the area and beyond. The Village Secretary and some community workers told us that now people can go to the plantations easily. This might be exaggerated information, but they said that since morning there had been 50 motorcycles passing by to go to the plantations. They probably wanted to show how much change that had been made by rehabilitating the once muddy road and building a drainage system on the both sides in various places.

Before, the community had difficulty to get to their plantations (where they grow banana, palm oil, pinang, cucumber, chili, soybean, cacao). If it rained, they had to walk because motorcycles cannot use the muddy track. Sometimes they didn't dare to go to the plantations during rain, as they were afraid of getting trapped in the hills because it took them hours to go back home.

Before, they had to use a motorcycle taxi *(ojek)* to sell their products to Bireuen or Medan. They used to pay Rp.3000/kg for one trip to Bireuen**.** Now they have the option of still using an *ojek* or they can sell their products directly to the market and cut the *ojek* cost save some money.

117. **Bireuen - economic development:** We do note from statistics kindly provided by the Aceh Statistics Bureau (Biro Pusat Statistik Aceh) that in Bireuen District some 5200 people of almost 11,000 registered for employment with the local Office of Manpower in 2006 were not placed by the end of the year. At the end of 2011, these figures had reduced to 2800 of just under 6000. In the same period the overall population had risen from 355,000 to 398,000 (i.e. we are seeing positive changes in employment despite population growth). From 2006 to 2011, rice production in the district rose from 164,000 to 222,000 tonnes, rubber marginally from 520 to 540 tonnes, pinang or areca nut from 4,240 to a much higher 11,680 tonnes and cocoa from 3,240 to 11,890. These commodities are chosen as examples because they were most often mentioned by village respondents in all districts met during the evaluation. We were unable to obtain similar comparisons for Pidie District and have no such data for the Nias districts at all. It might be worth ILO trying to access such data for future reference.

118. **Care in interpretation of livelihoods data:** Care needs to taken in interpreting data such as this in the context of effectiveness of the RRP. Firstly, this comparison data is at district level, for one district only. Secondly a drop in registration for employment certainly looks encouraging. However, registration for employment is voluntary and a drop may mask the use of alternative means to seek employment. The data provided does not cover an estimate of unemployment or partial employment, which would be more reliable. Thirdly despite spectacular rises in pinang and cocoa production, commodity production is elastic to price. It is noted for instance that rice prices have risen drastically in recent years and this is actually a burden to local consumers. Cocoa is noted for price volatility. Fourthly we do not have comparative data for farm gate prices for these commodities. Nevertheless it is hard not to conclude that in at least these aspects Bireuen has made encouraging progress in livelihoods since 2006, which was a critical year after the disaster.

119. **Attributing livelihood change to RRP:** How much can we attribute economic changes of this nature to a project like RRP? Attribution of project benefit at the development objective or goal level is always difficult. Nevertheless we do see positive benefit at the village level from the Benefit Survey and we do view this as being within the context of (at least in the case of Bireuen) a revitalising district economy. The indisputable positive benefits of RRP are certainly acting in accordance with the trends shown from Bireuen District. RRP has been in the right place at the right time and in this sense has contributed to restoring livelihoods and has had significant positive impact at the local level.

120. **RRP's own evidence of impact on communities:** How much has RRP contributed to positive change in the restoration of communities? We interpret this to mean the ability in some cases to rebuild and to re-establish social and cultural life, strengthening of social cohesion and the ability to access social services. The Benefit Study states that some 61,500 people from 75 villages in the vicinity of the 13 villages studied were able

to benefit from improved road access brought by the project. It states that an extrapolation of this data would indicate that some 123,000 people in 150 villages were able to benefit from project transport infrastructure improvements up to July 2010. This seems to be a reasonable extrapolation. As the majority of works under RRP were by this stage completed, this is a useful measure of benefit and impact of the project in terms of the number of communities and people served in the first two phases. We have no figures for incremental benefits made since that time and we have no accurate baseline of conditions just after the disasters against which to make more meaningful comparisons.

121. Nevertheless we know from the survey and from our interviews that the rehabilitated roads have meant easier access to social services such as health and education. Villagers also stated that they appreciated having more consumer goods, less interruptions to journeys, more access to traders and increased availability of products coming into the villages. Discussions along the sides of roads during the evaluation support these conclusions (please refer to the boxes in this document).

Box 3. Impact & Good Practice
Gido Lahemo Susension Bridge, Kabupaten Nias

Pic. 1 A motorcycle passed the bridge; Pic 2 A family of a farmer live near the bridge

This bridge is believed to be the first galvanized suspension bridge in Nias. The design itself was inspired by similar ILO bridges in Nepal. For this particular construction, the project couldn't use the local contractor's services due to capacity limitations, available resources and equipment, as well as the difficult topography of Nias. Construction relied on ILO and the community. The community was heavily involved in the bridge foundation construction and carried stones and gravel across the river. The community also contributed some materials (sand, gravel, etc) and a warehouse for keeping the materials safe and dry.

According to our interview, bridge construction took more than a year. There were approximately 48 people who worked on construction; twenty (20) person per day, with eight (8) being women. They told us that men received Rp. 30.000 (Rp.40.000-50.000 for skilled workers) while women were paid Rp. 25.000 per day (ILO has since told us that this was not correct; wages were the same for men and women). The community told us that before ILO came it was unusual for women to work on construction. But now they are getting used to the idea since they did gain benefit from it.

The bridge has brought many benefits for the community. Before it was built, the people had trouble going to the town center (where most of public amenities /services are located) and faced difficulties to cross the river, especially during rainy season when it was flooded. The old

bridge was twisted and not safe at all to use.

When floods came, there was no way at all to cross the river, even if there was an emergency or a need to go to the hospital or attend national school examinations. Floods sometimes took one week before receding.

Before, it took pupils approximately two or three hours to go to school, now it only takes half to one hour to do so .

People said that they now have easy access to the town center and to services. It is now easier for them to have a better social life. They can go to church and attend wedding ceremonies, as well as visit relatives in other villages.

Also, they now have easy access to their plantation (where they plant rubber, cacao, pinang). Most importantly, they now have all year incomes by selling their crops and are not worried about floods blocking access to markets.

122. **Bireuen - community development:** The 2006 and 2011 statistics from Bireuen are harder to interpret in this regard although they do show positive trends. There has been a rise in the number of children attending kindergarten from 4150 to 6135; the number of kindergartens from 85 to 113. State high school student numbers have risen modestly from 11,700 to 12,400 with a stable 57% of these being female. Annual state high school graduations have risen from 2450 to 3250 with around 60% of these being female. Vocational school numbers have risen modestly from 1790 to 1959, with male students consistently at around 75%. Annual graduations from vocational schools have correspondingly risen with a steady 71% of males graduating. Conversely state primary and middle school student numbers seem to have dropped in the period between 2006 and 2011 (although this may have been taken up in the Islamic school system). The number of households enjoying clean water facilities has risen from 72,000 to 77,000; the number of village health posts from 591 to 617. The number of patients attending public hospitals has dropped significantly, but the number of days care has risen from 33,000 to 58,000 (although this might indicate better data collection).

123. **Care in interpretation of social data:** Again care is needed in interpreting Bireuen social data. Data is at a district level for one district (although sub-district analysis might be possible). We do not have comparable data for other districts served by RRP. Data on schools and health services also likely reflect demographic changes that are not discernible. We do not know about migration in and out of the district or changes in the age structure of the population. Neither do we know how many people required ongoing health treatment as a result of the disaster, or whether there have been major outbreaks of disease between 2006 and 2011.

124. **Attributing community change to RRP:** Again we conclude that RRP has been in the right place at the right time and in this sense has contributed to restoring communities and has had a positive impact. We do see positive impact at the village level from the Benefit Survey and we do view this as being within the context of (again the case of Bireuen) a district that is improving in its coverage of social service. Discussions during the evaluation confirm this. Local roads undoubtedly contribute to this by allowing people to demand services that the government and others are supplying. Determining whether RRP has had a positive impact on social cohesion and cultural life is frankly beyond the scope of this evaluation - this would require a much more detailed study and we see no data from RRP itself on these aspects. But overall, the indisputable positive community benefits of RRP are certainly consistent with the trends shown in Bireuen. In

terms of definitions used by the Early Recovery Cluster, benefits through RRP have largely been in terms of livelihoods and community infrastructure. We have mentioned elsewhere in this report that opportunities to bring benefits in terms of governance, particularly in the areas of public accountability and roads advocacy should be considered for future activities, and as above there may be opportunities to examine social cohesion issues as well, perhaps in relation to the establishment and operation of road user groups. We do note that measurement of impact on communities in both of these areas is harder to undertake and may call for a baseline study at the commencement of activities.

g. Sustainability

125. The team has been required to "evaluate the extent to which benefits of the UNDP/ ILO Rural Roads continue given external development assistance has come to an end. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and, based on that assessment making projection about the national capacity to maintain, manage and ensure the development results in future.

126. **Roads, bridges, irrigation of benefit into the future**: Clearly the physical infrastructure constructed under the project will last into the future. As noted by the team, much of the construction under Phases 1 and 2 is still in good condition. There is some damage appearing in roads constructed in earlier years, and without routine and periodic maintenance road condition will naturally worsen with time. The condition for sustainability of the infrastructure is thus that the districts put into place routine and periodic maintenance regimes, although these are currently not adequately in place. If this is done, communities will continue to enjoy the very clear benefits that the project has helped them achieve. At this stage Bireuen is more likely than either Pidie or Nias to go further (and we cannot comment on Aceh Besar). Bireuen District is looking seriously at community maintenance activities and may well achieve a reasonably substantial programme for 2013 onwards. Essentially long-term sustainability of maintenance regimes will depend on three main factors which are covered immediately below.

127. Road classification issues: Of some importance to sustainability of roads constructed under RRP, and thus an issue to look at in the future, is the allocation of funding related to classification of roads. RRP has worked on both district and village roads. Districts roads maintenance and construction is funded under district funding (public works) and thus in turn can be funded from decentralisation, de-concentration and local revenue sources. Once a road has been classified as a district road it is a district asset and as such is eligible for district maintenance funding through public works (and should from a legal sense automatically attract some funds to the extent they are available). Village roads are not funded in the same way. The evaluation team does not have firm data on village road budgets in the districts visited. However we understand that villages do receive funding through various channels, such as PNPM, Padat Karya, Otsus Migas (in the case of Aceh) and other decentralisation grant mechanisms. However, village road maintenance funding is dependent on village heads and councils making a case for this to the funders. In short if villages want their roads to be maintained, they have to seek the funding themselves or use their own funds or their labour on an in-kind basis. Therefore funding is less guaranteed. Furthermore, villages need to do this on an annual

basis. In the future, this may affect sustainability of some of the village roads constructed under RRP and in future programs may warrant direct assistance to villages to make proposals.

128. Administrative, factors for maintenance: Firstly public works officials need to understand the vital importance of maintenance in protecting their district investments in transport infrastructure. We believe they do, and that they are going ahead to plan such programmes. This is clearly in an advanced stage in Bireuen and progress has been greatly accelerated by administrative champions for maintenance. Furthermore Bireuen and Pidie now have transport infrastructure master plans which they can use.

129. Political will for maintenance: Secondly, administrators need to be able to convince local politicians that it is entirely in the district's long-term interests to protect investments and thus free up funds for further construction in other areas. We do not believe this is yet guaranteed in the two districts in Aceh, again with conditions in Bireuen for this clearly more conducive to sustainability through maintenance. We are unsure of the extent to which RACBP has been able to influence either administrators or politicians in the Nias districts, but do understand that this has been on the RACBP agenda.

130. Community involvement and advocacy: Thirdly, long-term sustainability will be greatly enhanced if community awareness of and involvement in maintenance continues to develop. RRP has engendered some community maintenance is Aceh and we suspect that with community contracting approaches being used by RACBP in Nias, the chances of ongoing community involvement in maintenance may be progressing well. Without being privy to RACBP results, we can only say that for Aceh local champions and actors will still need to work hard on this. Communities clearly expect the government to pay for maintenance, whether the village undertakes it itself or not. In the case of district level roads the district will need to pay from funds appropriated through the District Councils; in the case of village roads, the villages will need to pay from funds they receive from various sources. Key therefore will be advocacy for maintenance at both levels, which literally means demanding from administrators and politicians that it happens. We do not believe that sufficient momentum for this advocacy is yet in place in the locations we visited in Aceh.

Box 4. Impact & Good Practice
Ombolata, Kecamatan Lahewa, Kabupaten Nias Utara

This is a very interesting site where the evaluators found a segment of the road that was in good condition, with other non RRP segments in poorer condition. The good segment was built by the UNDP/ILO rural-road project.

Some men at a *warung* told us that they were happy with the quality of the road, even though the length is only 1.2 km . They made a comparison with the other parts of the road (built by other/local government programmes) which have been gradually deteriorating.

According to them, they can now see the different quality of roads. And they are very thankful for that and undertake simple maintenance by themselves such as cutting grass in front of their houses. This *"gotong royong"* maintenance has been led by the head of village and was not necessarily inspired by the project.

A man who worked as a skilled worker during the construction said that his skills had improved. He is now able to work for similar projects, for instance using the 'cold-mix' technique. He said that he has 'mastered' the technique, even though he has not had further work and is still unemployed.

131. **The LRB approach needs more support to continue:** The sustainability of the RRP/LRB approach is not particularly likely if the districts are left to do this themselves. Districts will need further support. It is clear that RRP has helped district officials to achieve knowledge, understanding and experience of the LRB approach. People can do it. However it has not been possible to institute a sustainable training program in Aceh (and this was not attempted in Nias under RRP). Additionally, Public Works agencies can only utilise their own tendering and contracting arrangements for building roads. For LRB to continue therefore some adaptation of these steps in the approach would need to be made and it is likely that districts will still need support to institute training programmes. On a positive note however, we feel that districts do now have a new option for the way they build and maintain local transport infrastructure. Administrators understand and welcome it. Contractors are clearly capable of offering to work with this approach. It is too early to make a definitive statement on sustainability of the approach. ILO might like to consider revisiting Pidie and Aceh in the future to get a better understanding of the extent to which governments are promoting LRB and to which contractors are submitting tenders based on the approach.

132. **Wider national support is needed:** More broadly, sustainability in the participating districts will depend on which provincial, national or international agencies are able to provide continued funding support and how much they will be able to provide. As above we feel that districts would welcome this with some modifications as appropriate. At this stage the national government has signalled that it likes the approach and is currently discussing how it might be incorporated into the nationwide MoMT Padat Karya programme. Recent discussions have indicated that MoMT thinking is that good practices should be mainstreamed into Padat Karya in 2013 and pilot projects established in economic corridors in 2014. Bappenas, MoMT, and ILO/UNDP are working together on this. The evaluation team feels it is too early to state categorically just how and where LRB will be adapted and widely adopted through Padat Karya. We do know that two broad ideas have been discussed; one for a nation-wide thrust, which would see in excess of 400 districts being involved; and one for a pilot approach in selected areas. While we cannot make suggestions as to specific locations, we are of the opinion that some kind of pilot approach would make sense.

133. **A role for ILO in Padat Karya:** Whenever and however LRB is introduced into Padat Karya, ILO will undoubtedly be called upon to provide TA support to MoMT. We understand that this is already on the agenda, but are not privy to discussions on how this will go ahead and be funded. This work could in fact be quite a significant role for ILO is the future.

134. **Technical support for Social Offices:** While Social, Manpower and Transmigration office in districts have well in excess of 20 years experience in Padat Karya including in the building of community roads without the use of heavy equipment, they are not technical road building agencies per se, with this role being the responsibility of Public Works. We are of the view that more sustainability will be achieved if Padat Karya is able to directly fund public works engineers for a supervisory role. We believe this will require inclusion of funds for public works agencies in the Padat Karya budget and supporting local regulations to ensure that Public Works offices have this role in their mandates. The continued ad hoc use of honoraria for engineers is unlikely to promote sustainability. Please note that we did not review Padat Karya per se in either province (and were not asked to), so we cannot comment on the extent to which Padat Karya effectively builds roads or tracks or bridges. Additionally if donor funding support is to be considered for the roll-out of LRB through Padat Karya, it needs to be noted that it is very difficult for donors to provide direct funding at the local level. Therefore if donor funding is to be used to support the roll out of LRB through Padat Karya, it would be very prudent to undertake work as early as possible on examining ways in which this can be done. Donors do contribute to the PNPM funding mechanism and UNDP has been instrumental in establishing the DIPA funding mechanism with the Ministry of Home Affairs. We are unsure whether either of these funding mechanisms would be appropriate for Padat Karya, but they can provide valuable lessons.

135. **Direct funding support for MoMT:** Sustainability of a roll out of LRB through Padat Karya would undoubtedly be premised on significant government funding (with possibly some donor funding) for MoMT. There will need to be significant amounts of work done on preparing the guidelines, standards etc for LRB in Padat Karya formats. The ILO suite of documentation is a great basis for this. It is not particularly difficult for donor funding to be used directly by national agencies if this option is to be considered.

h. Gender

136. Gender issues are not included in the criteria for evaluation of RRP, and have been where appropriate commented upon throughout this evaluation report. However we consider it useful to draw together evaluation comments on gender in one place.

137. **RRP has managed gender issues well:** This project has actually recognised gender issues quite well from beginning. Even though gender was not included separately as one of project goals, it was included as a broad strategy and was highlighted in targets for activities. As stated in the Phase 2 Project Document on the issue of Project Strategies:…"the project pays special attention on gender equality concerns within the project and promotes equal access to participation of women and men in all stages of activities."

138. **Women involved in early consultations:** While data on women's participation on the construction is available and comprehensive, project information on how women (and

also men) were able to have equal access in the decision making process for selecting road works is not clear. Based on interviews with women in some villages, there was an indication that the initial socialisation of the project involved all community members, including women. We are unclear as to whether the community was involved in the final decision making or not, but the socialisation itself did inform communities and encouraged them to participate. It also stressed the importance for women to be involved in roads projects.

139. **Women's roles may have changed post disaster:** It is actually a challenging task for infrastructure projects that are usually referred to as "heavy work" and therefore male-dominated, to accommodate women workers. But this perception may have changed overall within the context of post disaster reconstruction and rehabilitation (and to some extent in Aceh, post-conflict). Many women had to step up and become heads of family and therefore be the breadwinners.

140. Nevertheless, we have not seen a statement on how the project selected women workers in the first place. This might have allowed verification as to whether the selection was based on, for instance prioritisation of female heads of family. The involvement of women workers (at the target of 30% of the total workforce) in the project was mandatory for the contractors and stipulated in their contracts. Therefore the onus for selection was on the contractors and implementation of this was based on the situation at each location.

141. **Gender balance in workforce targets achieved:** Based on the Annual Report for 2011, in total the involvement of women in the workforce had reached an accumulative 28% (which is very close to the target of 30%). We consider it likely that this a good result compared to similar work executed by others. It is also a good sign that women can facilitate their entry into a male-dominated sector (infrastructure) and contribute to the breakdown of gender stereotypes. However the achievement of the 30% target for women trainees in Public Works was clearly not achieved, for reasons largely outside the control of the project.

Box 5. Impact & Good Practice
Desa Naubok Badeuk, Kecamatan Tangse, Kabupaten Pidie, Aceh

Figure 1& 2. The road that connecting the settlement with the plantation

The community , who worked on road construction, said that they have had many benefits from the road. Before the road was built, it took them more than two hours to go to the plantation where they plant cacao, durian, coffee, paddy, etc. Now it only takes fifteen minutes

The community , who worked on road construction, said that they have had many benefits from the road. Before the road was built, it took them more than two hours to go to the plantation where they plant cacao, durian, coffee, paddy, etc. Now it only takes fifteen minutes to do so.

The men and women that we interviewed said that they also had benefits from working on the construction. Both men and women were paid the same wages for a day's work which was between Rp. 60.000 to Rp.70.000. They both worked on the same unskilled activities. They brought their own lunch and drinking water to work in order to save money. Some of them said that the extra income that they received for being construction workers was spent on daily needs and children's school requirements.

What was interesting from the interview was the relations that the community had with the contractors. The women who were interviewed said that the contractors were kind to them. They allowed them to take small children to the work place. This might seem as an unsafe condition for children, but from the perspective of the women this it easier for them to keep an eye on the children while working. The contractors also kindly took them to the nearest health center if they were sick.

142. **Are cultural perceptions different between Aceh and Nias?:** We suspect that the 'cultural' or 'social' acceptance for women in infrastructure works may be somewhat different between Aceh and Nias. In Aceh, even though there are still patriarchal social (and religious) norms, the women workers we met were well accepted and were able to articulate their views equally well. In some villages that we visited, there were equal numbers of men and woman working on the project. In one place, Desa Neubok Badek, Kecamatan Tangse, Kabupaten Pidie, twice as many women as men worked on the project. By contrast in Nias, at the Gido Lahemo Suspension Bridge, Kabupaten Nias, there were only eight (8) women who worked on the project. The male head of the bridge work unit considered it unusual for women in Nias to work on construction. Nevertheless, this observation is not necessarily conclusive, because a) the evaluation visit sample was limited and b) project records actually indicate a slightly higher percentage of women working on projects than for Aceh. We simply offer this observation as food for thought.

143. **Equal work for equal pay:** Based on interviews, in most of the villages we visited in Aceh, both men and women have had equal access to work. They also received the same wages for un-skilled works (this varied between Rp.30.000 to Rp.50.000). This aspect of the LRB strategy has been implemented well. Women mostly worked on "un-skilled" tasks such as washing stone, spreading gravel, surfacing the road etc and they usually worked in rotation. We are not aware of any women being employed as skilled labourers.

144. In Nias, at Gido Lahemo Bridge we were told that the women only received Rp.25.000 whereas men working on similar tasks were paid Rp.30.000. This is probably not true because ILO's payroll list shows that men and women signed for the same amount of wages on this project for the month of August 2009, which was Rp.30.000 per day.

145. **Benefits welcomed by women:** From interviews, all women that we met said that they were thankful to be part of the work and for the income that contributed mostly to their daily needs and also to their children's need (for instance books, uniforms, stationery, etc). None of them said they bought new clothes for themselves, but many mentioned they were happy that now they could go to the market more easily.

146. **Contractors acknowledging needs of women:** In some places, the contractors seemed to acknowledge the special needs of women workers. For instance: the women who were interviewed in Desa Nabouk Badeuk in Kecamatan Tangse Kabupaten Pidie said that the contractors were kind to them. They allowed them to take small children to the work place. While this cannot be seen as a good practice from the workplace safety perspective, from the women's perspective this made things easier for them to keep an eye on the children while working. The women also said that the contractors also kindly took them to the nearest health center if they were sick.

147. **Skill challenges for women:** Even though this project can be considered as successful in meeting the target of 30% women in the workforce, the project did not attempt (nor was designed to) to upgrade of the "soft" skills of women in the community; for instance involvement in simple administration and finance. Similar it was not designed to train women in the "hard" skills i.e. to become trades-persons. Rather than focusing only on the number of women working in construction work, perhaps it would also be also good to consider this element of capacity building within future projects. This could help women to find jobs in other places after the project finishes, as such skills are clearly in demand.

148. **Female involvement in maintenance:** We have noted that maintenance of transport infrastructure is still a challenge for the future. But women have also been involved in maintenance activities under RRP. We have found it difficult to find people who remember being active in maintenance, but we did meet one woman in Desa Meunasah Blang, Kecamatan Peudada, Kabupaten Pidie who told us that she was involved (in a team of 8) in road maintenance in 2008 - 2009.

149. **Increasing women's participation:** We conclude that while the road contracting industry is assumed to be a pre-dominantly male-oriented business, the project has managed to increased participation of women in construction. This is considered a project strength.

LESSONS LEARNED

150. The following are considered to be key lessons learned from this evaluation regarding the implementation of RRP.

151. **LRB as a strategy in disaster response and recovery:** It is clear that LRB as a contributory strategy for disaster recovery is very relevant and can, as in the case of RRP, be very effective in providing the kick start to enable communities to access social and economic services and to recover their livelihoods. Further development of linkages with other disaster response and recovery efforts would be beneficial. An example might be debris clearing where similar community approaches could be used. It is possible that the LRB approach can be further adapted to be rolled out more quickly in times of disaster particularly in areas prone to tsunami and earthquake. This might include adopting a standing register of small contractors pre-qualified and pre-trained to undertake works such as debris clearance. This would see a pre-developed capacity among governments and the private sector being available for more rapid deployment of the LRB approach and would allow an earlier input from road construction to livelihoods recovery.

152. Timing of local resource based roads programs: Notwithstanding the points made immediately above, timing of a more sustained effort at public infrastructure restoration at the community level does require certain preconditions to have been met. With the possible exception of a community work approach to debris clearing, sustained efforts on roads need to come after the immediate humanitarian response of providing the basics for life. For this reason alone the restoration of priority transport infrastructure such as trunk roads and major bridges will most likely be focused around the use of heavy machinery as owned and operated for instance by civilian or military authorities or large contracting companies. People are also more likely to be engaged in restoration of their homes and moving out of temporary dwellings at earlier stages (noting of course that in some cases in Aceh, housing construction was a long and difficult process). The introduction of LRB as a recovery methodology in mid-2006, some 18 months after the tsunami disaster, was probably a reasonable timing given the generally chaotic nature of Aceh at the time. It would also have been quite difficult to commence the work in more remote parts of the province prior to the conclusion of the peace agreement. However in future disaster recovery efforts, it may be reasonable to introduce an LRB approach (or something similar) at an earlier stage. Similarly, there is no reason why LRB cannot be incorporated into disaster contingency plans.

153. **LRB complements other recovery activities:** It is well documented in this report that LRB (or similar/adapted approaches) does lead to long-term economic and livelihoods impacts. It is worth noting here that it also complements other programs and activities aiming more directly at livelihoods recovery, for instance through re-establishment of cropping, livestock or fishing programs because the roads constructed allow easier access to supplies and markets. It also complements restoration of social services - again the roads allow access to hospitals, schools and other social services. In this sense LRB is viewed as both a valuable socio-economic recovery mechanism in its own right (it produces roads) as well as a complement to other socio-economic recovery efforts. In a wider poverty reduction, non-recovery context, it is also a valid methodology for exactly the same reasons.

154. **LRB in post conflict situations:** In Aceh, the post disaster transition has largely coincided with post-conflict efforts. While it would be unlikely that a purely peace oriented program would call for road restoration, it is fair to say that RRP has contributed to the maintenance of peace in Aceh. Not only have ex-combatants and conflict affected communities been involved, but RRP has also contributed to the access for them to the political process, governance and democracy in the province. It may be worth considering whether an LRB type approach could be utilised in post-conflict restoration of housing, religious and social buildings. More thought is needed on this.

155. **Phase 3 as an exit strategy:** As a general comment, we note that capacity building efforts have been accelerated as the project has progressed through its three phases. Phase 3 in Aceh has been an exit strategy for RRP in Bireuen and Pidie. Nevertheless road works have continued into Phase 3 and were still being completed during our visit. We suggest that the softer elements of RRP could have been accelerated in earlier phases. This does not mean however that capacity building was not a major feature of Phases 1 and 2. It has had significant success. We simply suggest that it is not uncommon for development projects in a wide variety of sectors to intensify capacity

building later in implementation and perhaps too late. RRP has not been an "exception to the rule"

156. **Longer planning lead up time**: Longer planning, approval and preparation periods are essential for capacity building aspects of this kind of project, especially if GoI funding channels are to be considered and if delays are to be avoided. Local governments are able to be willingly and productively involved in the LRB approach, but will need to adapt it and be resourced through their own budgets if the approach is to be used sustainably.

157. **Encouraging community advocacy as well as involvement:** Communities do respond very well to labour opportunities in the LRB approach and welcome the income generation that it produces. Communities welcome and can articulate well the longer-term benefits of a road project. They are much less understanding of the need for their involvement in routine maintenance. Communities probably do yet not feel sufficient ownership of their roads to enable a routine maintenance culture to emerge. The government is seen as the provider and therefore as responsible for maintenance. This is a negative feedback loop because government is not as yet able to give a balanced response to the needs for new roads and for maintenance. Reversing the negative feedback loop could be addressed through earlier focus on these issues and through helping to create enabling and mutually reinforcing environments at community and government levels. This can be stated as creating advocacy for roads and their maintenance and involves as a key the encouragement of ownership and responsibility for roads in the communities (perhaps through road user groups). Essentially this is a governance not a technical issue.

158. **Contractors as agents of change:** Contractors appreciate the clarity and transparency of the LRB approach and can also be co-opted as agents of change in the rural environment. Evidence from RRP shows that contractors have no inherent objections to hiring local people as long as they understand the need for preparing unskilled workers for their roles and are resourced to do this. Small contractors are also local people, who largely do not have access to major resources. The LRB approach is therefore attractive to them both as a source of income and as a potential contribution from them to local development. Their understanding of themselves as agents of change can be usefully promoted.

Box 6. Impact & Good Practice
Four Small Contractors in Kabupaten Pidie, NAD

Pic.1- interview session with the contractors in coffee shop

The contractors told us that the ILO/UNDP road project was the first time for them to use the labour-base approach. Some of them were very articulate and explained about the economic and social benefits/value of using LRB approach in road construction.

It was also interesting to find out their views on good quality. They said that they now understand that the labour-based approach has its advantages, not only in constructing good quality roads but also providing appropriate profits for their businesses.

They said that this project had also taught them to be more professional in their work. Getting paid based on progress has taught them to perform in a more effective and efficient manner. They also feel confident about audits. They feel less confident when they are involved in local government projects. They referred the UNDP/ILO project as "sportive" whereas the local governments are more "political". They also mentioned that they feel freer from moral burden since they didn't need to cut the budget and jeopardise quality.

Some of them said that they were able to save profits to buy equipment as investment. Some of them are getting more projects (from local government). Some of them have been able to grow their business.

Some of the contractors have secured projects from local government, even though none of these were using the LRB approach. They said that even though they feel that LRB is a great approach and therefore should be replicated by local government, they also realised this is not likely to happen in the near future.

159. **The role of champions:** The role of local political/administrative champions in encouraging community approaches to local road projects is well noted. If they can be assisted to push for local regulation and budget, the impact they can have will be multiplied.

160. **Engendering a culture of maintenance:** Much still needs to be done on the issue of engendering a culture of maintenance for rural roads. The roots of this problem are both cultural and political. Technical agencies know that maintenance on a routine and periodic basis is essential and efficient but are not encouraged by the political results of their past efforts. Communities can grasp the importance of maintenance but mobilising them to do it voluntarily is a challenge. Systematic tools like the road management information system, the use of geographical information systems and five year master-plans can encourage the culture of maintenance.

161. **Opportunities for governance development:** RRP could have benefited more from efforts to link the LRB process to wider governance developments, especially in Aceh where a number of innovative approaches to public accountability and public service effectiveness have been embraced. Of particular importance in the LRB context would have been sustained work on engendering community advocacy for maintenance and on extending the transparency and accountability of the LRB approach into existing government practice.

162. **Knowledge management:** Experience in a wide range of programs/sectors suggests that knowledge management, if it is to be fully effective, needs attention from the very beginning. A culture of regular reflection on what has happened, been successful or not and why is invaluable as is the ability to document the process and its results.

RECOMMENDATIONS

163. The following are the recommendations resulting from this evaluation.

164. **Recommendation 1: Continue to focus on LRB in Indonesia:** The UN should continue to focus on the LRB approach in Indonesia in the future. It offers valuable contributions to local social and economic development and brings significant impact. It focuses on initial and long-term employment and livelihoods and strengthens community access to social services. It offers a valuable channel for early recovery. Future design efforts should carefully consider the comparative advantages of ILO and UNDP and seek to maximise their use in implementation so that a fuller use is made of ILO and UNDP strengths and talents.

165. **Recommendation 2: Integrate LRB with other UN efforts:** Future LRB work should be seen as part of larger and longer-term initiatives to tackle MDGs and poverty reduction as well as a valuable methodology in recovery. In this regard ILO brings a range of well tried methodologies (including LRB, and migrant workers) and UNDP brings extensive experience of working directly with government (in crisis recovery, poverty reduction and governance for instance). This means more fully exploiting the comparative advantages that the two organisations bring. Complementarity of this nature should be utilised to develop, for instance, stronger governance and advocacy mechanisms for roads construction and maintenance in participating villages; UNDP's democratic governance expertise could be utilised for this. As another example, in some parts of Indonesia, the excellent work ILO has done in economic empowerment for migrant workers and their families might also be combined with an LRB approach to develop stronger local business capacity to further exploit the gains that roads bring to the economy. Such combined approaches could be powerful tools for both crisis recovery and longer-term development efforts.

166. **Recommendation 3: Multiply and replicate LRB within wider GOI programmes :** Future LRB work should be within the context of GoI's own efforts to multiply the impact of rural road construction and maintenance and to link it to poverty reduction. This means much larger programs with much wider geographical scope. It means, for instance, finding ways for MoMT to benefit from consistent TA and other support if it wishes to adapt LRB for Padat Karya. ILO should support GoI to find feasible methods to do this, even if this means waiting for one or two years (bearing in mind the need to keep the current momentum going if this is at all possible).

167. **Recommendation 4: Use longer-term planning frameworks for LRB support:** Change in the ways that rural roads are planned, resourced, constructed and maintained is likely to be generational in nature and requires actors to be there for the long haul, especially if multiplication and replication of LRB is envisaged. There is a clear need for longer term programme approaches. Included in this is the need to effectively communicate longer term needs to donors and to avoid the need for extensions on extensions.

168. **Recommendation 5: Be prepared for further adaptation to LRB:** Alternative or adapted approaches to rural roads programmes should be carefully examined. There should be no assumption that "one size fits all". Local governments should be assisted to look at their funding source options (international, national, provincial, district and special funds like Otsus and DIPA) and adapted approaches might be necessary. Clearly local sources of funding can be more sustainable. The ILO approach to tendering and

contracting cannot be adopted within local government, and adaptation to GOI systems is strongly advised.

169. **Recommendation 6: Further develop community ownership and advocacy in LRB:** Future LRB efforts should develop a firmer pillar in community ownership of roads and in advocacy for roads and their maintenance. This is beyond facilitation for community activity and involves developing linkages between the village and the district. It involves creating an enabling environment for community demand to be matched by government supply.

170. **Recommendation 7: Strengthen capacity building for LRB:** In districts covered under the current LRB, the processes of capacity building are not complete. This will be evidenced when local government is able to undertake LRB or something similar on its own, with its own funding base, allocation of technically skilled staff and ongoing funding for training in LRB. If future UN support for LRB eventuates, the current districts should be considered for consolidation of capacity building. In the future, districts capacity building should commence right from the start and this should include the capacity to attract funding from national, provincial and district governments. If necessary donors should also support this through funding channelled via national departments to districts, but measures to ensure that districts can meet their need for growing financial contributions should be built in from the start.

171. **Recommendation 8: Provide LRB capacity building and support for Social Offices:** If future LRB support is to be delivered through Padat Karya it will be vital to ensure that local Social, Manpower and Transmigration offices are given full opportunity and support to develop their roles to deliver LRB projects. This should include their full involvement in all training, their familiarisation with the use of contractors and limited levels of heavy equipment and support for their facilitation roles with communities. Funding through the social offices should be assured to make this happen, along with a clear allocation of funds for Public Works offices to provide the technical supervision that Social offices are not equipped to provide.

172. **Recommendation 9: Continue to use and develop LRB tools:** The tools for local government that have been developed under RRP including the GIS and support for regulation should be utilised and/or adapted in future rounds of LRB. Whether compatibility of the GIS with national and provincial roads data systems is possible is an open question, but this should be investigated further. The manuals produced for RRP should remain available for future LRB efforts and if necessary further adapted.

173. **Recommendation 10: Strengthen LRB skills development for women:** Future rounds of LRB activity should consider very carefully the prospects for unskilled women workers to develop their skills so that they can earn higher wages. This might involve sponsorship for selected women to go on and study at vocational training centres. Support for the valuable roles that women can take in leadership, administration and financial management of local roads projects should also be provided.

174. Recommendation 11: Ensure knowledge management in LRB from the start: Knowledge management as an essential tool for learning and programme development should be built in to future LRB work from the earliest stages. This should include a greater focus on consolidating learning through regular opportunities for stakeholders to reflect on successes, challenges, lessons and good practices. It should also involve a

consolidated effort from the start by participating UN agencies to ensure that learning and monitoring documentation and reports are kept on one easily accessible server, are given consistent, recognisable and dated file names and are released through suitable media for use by stakeholders as appropriate. This focus should not wait till later stages in projects.

175. **Recommendation 12: Document fully the use of LRB as a recovery strategy:** ILO and UNDP should jointly fully document the use of the LRB approach as a recovery mechanism, and this should be provided as a reference to the Early Recovery Cluster effort. This should include analysis of how LRB provides support for recovery of livelihoods and restoration of public infrastructure (roads, bridges and irrigation). It should include consideration of the timing for commencement of the LRB approach within the context of wider recovery efforts. It should include guidelines for choice of the initial locations for LRB activity and on preparations needed in local governments and villages.

176. Recommendation 13: Incorporate LRB into disaster contingency planning: As part of the efforts in the Early Recovery Cluster group, ILO and UNDP should advocate the inclusion of LRB within government disaster contingency plans. This should be based on the documentation called for in Recommendation 11. ILO should also attempt to introduce disaster risk maps into the data systems it has developed for local governments as this would be a very useful tool for contingency planning. It would aid the identification of communities most at risk through loss of transport infrastructure, local roads that link to priority routes for relief and likely priority locations for early LRB activity.

177. Recommendation 14: Further integration with GoI systems: As it moves towards extension of the LRB approach to other areas of Indonesia, ILO should examine carefully options for more closely integrating LRB into GoI systems. This should include (but not be limited to) two priority areas. Firstly there is a need to examine ILO and GoI systems for tendering and contracting to determine how LRB could be directly utilised by GoI agencies at the district level. Secondly there is a need to examine the various options that villages have for obtaining funding for road construction and maintenance in order to better support villages to sustainably manage their roads in the future. The latter would likely call for direct support for villages in planning for and obtaining resources for their roads.

Annex 1 - Road Condition Report

TECHNICAL EVALUATION ON ILO'S ROAD REHABILITATION PROJECT WITH LOCAL RESOURCE-BASED RURAL ROADS

1. Introduction

Project of "Capacity Building on Local Resource-based Rural Roads in Selected District of Aceh and Nias" has been conducted by ILO, involving district government, small scale contractors and community. Road rehabilitation and maintenance in selected district, namely Aceh Besar, Pidie, Bireuen and Nias has been constructed since 2006 until 2012 in this project. Therefore, final evaluation should be carried out at the end of the project on some aspects of the project, including the technical aspect of the road. Ongoing road work project in 2012 contract and small scale irrigation construction in Keumala sub district also include in this evaluation.

Technical evaluation applied was conducting road survey to determine the condition of the pavement in certain times. This type of survey does not assess the strength of the pavement but only to determine the condition of the pavement with direct visual method. This method applied both on the finished and ongoing road works.

2. Conditions of Pavement

Pavement Condition Index (PCI) based on ASTM D6433 – 07 was used to determine the condition of the pavement. The assessment in this method is based on type, level and width of the road damage. The relationship of PCI and condition of the road can be seen in Table 1.

Table 1. Correlation of PCI and condition of the road

Nilai PCI	Kondisi
0 – 10	Failed
11 – 25	Very poor
26 – 40	Poor
41 – 55	Fair
56 – 70	Good
71 – 85	Very good
86 – 100	Excellent

source : ASTM D6433 – 07

Evaluation process consists of the collection of both primary and secondary data. The secondary data was obtained from ILO in Banda Aceh and each district where the road constructed. Furthermore, the primary data was collected on a direct survey conducted from the road location in each district. The result of primary and secondary data were analyzed to calculate the PCI and used to determine the condition of the pavement. After the condition of the pavement was determined, then the condition of the road can be assessed.

3. Result of Condition of Pavement Survey

From the list obtained, there are 61 road rehabilitation projects for 3 districts, consists of 15 projects in Aceh Besar, 22 projects in Pidie and 26 projects in Bireuen. The survey has been conducted on the condition of the road at those 3 district is listed below:

a) 2 projects in Aceh Besar District,
b) 13 projects in Pidie District,
c) 17 projects in Bireuen,
d) New Road work project (2012 contract), assessment conducted in 3 road projects which are 1 project in Pidie and 2 project in Bireuen.

Survey has been done randomly and direct visual data was obtained in the field. Those data were analyzed and resulted the following output:

1. Damage identification
2. Determination of the road size and the amount of road sample
3. PCI for each roadway
4. Recapitulation of PCI and the condition of the road

3.1 Identification of Road Damage

Randomly survey has been conducted on the selected location based on the road list in each district. Details can be seen in Table 2.

Table 2. Identification of Road Damage

No	Roads	Figure	Type of Damage
Aceh Besar District			
1	Ajee Cut-Cot Surui-Cot Bada (0+000 – 2+200)	 	Edge cracking, Potholes, Longitudinal & transverse cracking.
2	Psr. Samahani-Luthu (0+000 –		Potholes,

	2+800)	   	Rutting, Depression, Edge cracking, Lane/shoulder drop off, Longitudinal & transverse cracking.
Pidie District			
1	Bambong-Glee Ceurih (0+300 – 0+900)		Potholes, Patching & utility cut patching, Edge cracking, Depression, Weathering/raveling, Lane/shoulder drop off.

		   	
2	Bambong-Glee Ceurih (0+900 – 1+550)		Longitudinal & transverse cracking, Weathering/raveling, Edge cracking, Potholes, Alligator cracking.

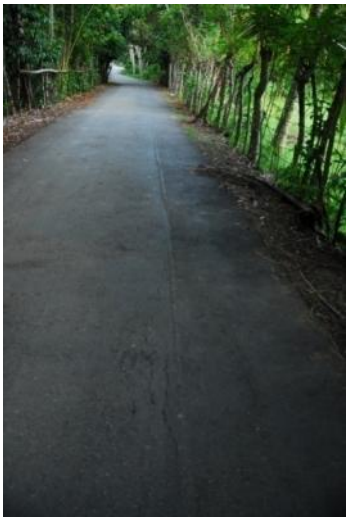
		   	
3	Bambong-Glee Ceurih (1+550 – 1+900)		Longitudinal & transverse cracking, Potholes, Weathering/raveling, Alligator cracking.

		  	
4	Bambong-Glee Ceurih (1+900 – 2+500)		No damage, has been overlaid by PEMDA
5	Ulee Cot Seupung-Kr.Seumidun (0+000 – 1+360)		Potholes, Weathering/raveling, Edge cracking, Longitudinal & transverse cracking, Alligator cracking.

		 	
6	Glinco-Leupeun (0+000 – 0+660) and Leupeun-Kampong Pisang (0+000 – 1+435)	 	Longitudinal & transverse cracking, Edge cracking, Potholes, Patching & utility cut patching,

			
7	Kp. Pisang-Treung Campli (A) (0+000 – 1+950)	 	Depression, Edge Cracking, Potholes, Longitudinal & transverse cracking.
8	Kp. Pisang-Treung Campli (B) (1+950 – 4+100)		Longitudinal & transverse cracking, Alligator cracking, Edge cracking.
9	Cot Geulumpang-Unoe (0+000 – 0+420)		No damage.

10	Sue Cukok-Pulo Tu-Dayah Blang Manki (0+000 – 2+090)	   	Potholes, Weathering/raveling, Block cracking, Alligator cracking,
11	Kr. Seumideun-Lhok Kajhu-Pulo Ie (0+000 – 2+600)		Longitudinal & transverse cracking, Alligator cracking,

		   	
12	Pulo Ie-Jabal Ghafur (A) (0+000 – 2+400)		Longitudinal & transverse cracking, Edge cracking, Potholes, Weathering/raveling

			
13	Pulo Ie-Jabal Ghafur (B) (2+400 – 4+111)	   	Longitudinal & transverse cracking, Edge cracking, Potholes.

Bireuen District			
1	Kedai Peudada-Teupok Baroh (2+700 – 3+100)		Edge cracking, Pothules, Weathering/raveling.
2	Kedai Peudada-Teupok Baroh (3+100 – 3+610)		
3	Kedai Peudada-Teupok Baroh (3+610 – 4+120)		
4	Kedai Peudada-Teupok Baroh (4+120 – 4+560)		
5	Kedai Peudada-Teupok Baroh (4+560 – 5+020)		
6	Kedai Peudada-Teupok Baroh (5+020 – 6+500)		
7	Kedai Peudada-Teupok Baroh (6+500 – 8+139)		
8	Simpang Nalan-Kr. Nalan (0+000 –		Depression,

	2+000)	    	Alligator cracking, Edge cracking, Potholes, Longitudinal & transverse cracking.
9	Simpang Nalan-Kr. Nalan (2+000 – 3+500)		
10	Simpang Nalan-Kr. Nalan (3+500 – 5+090)		
11	Cot Tube-Cot Krueng (0+000 – 2+100)		Weathering/raveling, Potholes, Depression, Edge cracking,

		    	Longitudinal & transverse cracking, Alligator cracking.
12	Cot Tube-Cot Krueng (2+100 – 4+200)		
13	Cot Tube-Cot Krueng (4+200 – 5+810)		
14	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (0+000 – 1+500)		Alligator cracking, Potholes, Weathering/raveling, Edge cracking, Depression,

			
15	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (1+500 – 3+000)		
16	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (3+000 – 4+500)		
17	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (4+500 – 6+560)		
			

3.2 Determination of Road Size and the Amount of the Road Sample

Determination of the road size and the amount of road sample were obtained directly in the road location. This is related to the limitation of time and the road location which are reached 3 districts.

Although the amount of sample is limited but the data is enough to characterize the condition of the road from each location. It can be seen in Table 3.

Table 3. Determination of the Road size and the Amount of Road Sample

No	Road No. Code	Road Name	Length x width (m)	Sample Amount	Size of each sample (m2)	Total area of road (m2)
Aceh Besar District						
1	MDF/UNDP/ILO-AB-12	Ajee Cut-Cot Surui-Cot Bada (0+000 – 2+200)	2200 x 3	3 (100 x 3)	300	6600
2	MDF/UNDP/ILO-AB-15	Psr. Samahani-Luthu (0+000 – 2+800)	2800 x 3.5	3 (100 x 3.5)	350	9800
Pidie District						
1	MDF/UNDP/ILO-PD-02	Bambong-Glee Ceurih (0+300 – 0+900)	600 x 3.5	3 (100 x 3.5)	350	2100
2	MDF/UNDP/ILO-PD-03	Bambong-Glee Ceurih (0+900 – 1+550)	650 x 3.5	2 (100 x 3.5)	350	2275
3	MDF/UNDP/ILO-PD-04	Bambong-Glee Ceurih (1+550 – 1+900)	450 x 3.5	2 (100 x 3.5)	350	1575
4	MDF/UNDP/ILO-PD-05	Bambong-Glee Ceurih (1+900 – 2+500)	550 x 3.5	-	-	1925
5	MDF/UNDP/ILO-PD-06	Ulee Cot Seupung-Kr.Seumidun (0+000 – 1+360)	1360 x 3.5	3 (100 x 3.5)	350	4760
6	MDF/UNDP/ILO-PD-09	Glinco-Leupeun (0+000 – 0+660) and Leupeun-Kampong Pisang (0+000 – 1+435)	2095 x 3.5	2 (100 x 3.5)	350	7332.5
7	MDF/UNDP/ILO-PD-11	Kp. Pisang-Treung Campli (A) (0+000 – 1+950)	1950 x 3.5	2 (100 x 3.5)	350	6825
8	MDF/UNDP/ILO-PD-12	Kp. Pisang-Treung Campli (B) (1+950 – 4+100)	2150 x 3.5	2 (100 x 3.5)	350	7525
9	MDF/UNDP/ILO-PD-13	Cot Geulumpang-Unoe (0+000 – 0+420)	420 x 3.5	-	-	1470
10	MDF/UNDP/ILO-PD-14	Sue Cukok-Pulo Tu-Dayah Blang Manki (0+000 – 2+090)	2090 x 3.5	2 (100 x 3.5)	350	7315
11	MDF/UNDP/ILO-PD-16	Kr. Seumideun-Lhok Kajhu-Pulo Ie (0+000 – 2+600)	2600 x 3.5	2 (100 x 3,5)	350	3900
12	MDF/UNDP/ILO-PD-17	Pulo Ie-Jabal Ghafur (A) (0+000 – 2+400)	2400 x 3.5	1 (100 x 3.5)	350	8400
13	MDF/UNDP/ILO-PD-18	Pulo Ie-Jabal Ghafur (B) (2+400 – 4+111)	1711 x 3.5	2 (100 x 3.5)	350	5988.5
Bireuen District						
1	MDF/UNDP/ILO-BR-01	Kedai Peudada-Teupok Baroh (2+700 – 3+100)	400 x 3.5	5 (100 x 3.5)	350	1400
2	MDF/UNDP/ILO-BR-02	Kedai Peudada-Teupok Baroh (3+100 – 3+610)	510 x 3.5			1785
3	MDF/UNDP/ILO-BR-03	Kedai Peudada-Teupok Baroh (3+610 – 4+120)	510 x 3.5			1785
4	MDF/UNDP/ILO-BR-04	Kedai Peudada-Teupok	440 x 3.5			1540

		Baroh (4+120 – 4+560)				
5	MDF/UNDP/ILO-BR-05	Kedai Peudada-Teupok Baroh (4+560 – 5+020)	460 x 3.5			1610
6	MDF/UNDP/ILO-BR-06	Kedai Peudada-Teupok Baroh (5+020 – 6+500)	1480 x 3.5			5180
7	MDF/UNDP/ILO-BR-07	Kedai Peudada-Teupok Baroh (6+500 – 8+139)	1635 x 3.5			5722.5
8	MDF/UNDP/ILO-BR-10	Simpang Nalan-Kr. Nalan (0+000 – 2+000)	2000 x 3.5	5 (100 x 3.5)	350	7000
9	MDF/UNDP/ILO-BR-11	Simpang Nalan-Kr. Nalan (2+000 – 3+500)	1500 x 3.5			5250
10	MDF/UNDP/ILO-BR-12	Simpang Nalan-Kr. Nalan (3+500 – 5+090)	1590 x 3.5			2170
11	MDF/UNDP/ILO-BR-18	Cot Tube-Cot Krueng (0+000 – 2+100)	2100 x 3.5	6 (100 x 3.5)	350	7350
12	MDF/UNDP/ILO-BR-19	Cot Tube-Cot Krueng (2+100 – 4+200)	2100 x 3.5			7350
13	MDF/UNDP/ILO-BR-20	Cot Tube-Cot Krueng (4+200 – 5+810)	1610 x 3.5			5635
14	MDF/UNDP/ILO-BR-23	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (0+000 – 1+500)	1500 x 3.5	6 (100 x 3.5)	350	5250
15	MDF/UNDP/ILO-BR-24	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (1+500 – 3+000)	1500 x 3.5			5250
16	MDF/UNDP/ILO-BR-25	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (3+000 – 4+500)	1500 x 3.5			5250
17	MDF/UNDP/ILO-BR-26	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (4+500 – 6+560)	2060 x 3.5			7210

3.3 PCI for each Road

From the identification and determination of the amount of road sample, PCI can be obtained for each road. Then the average PCI can be calculated. PCI for each road can be seen in the following table.

Table 4. PCI in each Road

No	Road Name	PCI						Average PCI
		1	2	3	4	5	6	
Aceh Besar District								
1	Ajee Cut-Cot Surui-Cot Bada (0+000 – 2+200)	64	83.5	82	-	-	-	76.5
2	Psr. Samahani-Luthu (0+000 – 2+800)	39	84	85.5	-	-	-	69.5
Pidie District								
1	Bambong-Glee Ceurih (0+300 – 0+900)	22	31.5	48.5	-	-	-	34
2	Bambong-Glee Ceurih (0+900 – 1+550)	37	20	-	-	-	-	28.5
3	Bambong-Glee Ceurih (1+550 – 1+900)	30	73	-	-	-	-	51.5
4	Bambong-Glee Ceurih (1+900 – 2+500)	Overlay by PEMDA						
5	Ulee Cot Seupung-Kr.Seumidun (0+000 – 1+360)	64.5	73	69.5	-	-	-	69

6	Glinco-Leupeun (0+000 – 0+660) and Leupeun-Kampong Pisang (0+000 – 1+435)	92	66.5	-	-	-	-	79.25
7	Kp. Pisang-Treung Campli (A) (0+000 – 1+950)	82	81	-	-	-	-	81.5
8	Kp. Pisang-Treung Campli (B) (1+950 – 4+100)	72	87	-	-	-	-	79.5
9	Cot Geulumpang-Unoe (0+000 – 0+420)	No damage found						
10	Sue Cukok-Pulo Tu-Dayah Blang Manki (0+000 – 2+090)	91	79.5	-	-	-	-	85.25
11	Kr. Seumideun-Lhok Kajhu-Pulo Ie (0+000 – 2+600)	75	82	-	-	-	-	78.5
12	Pulo Ie-Jabal Ghafur (A) (0+000 – 2+400)	74	-	-	-	-	-	74
13	Pulo Ie-Jabal Ghafur (B) (2+400 – 4+111)	82.5	87.5	-	-	-		85
Bireuen District								
1	Kedai Peudada-Teupok Baroh (2+700 – 3+100)	88.5	90.5	78	58	87.5	-	80.5
2	Kedai Peudada-Teupok Baroh (3+100 – 3+610)							
3	Kedai Peudada-Teupok Baroh (3+610 – 4+120)							
4	Kedai Peudada-Teupok Baroh (4+120 – 4+560)							
5	Kedai Peudada-Teupok Baroh (4+560 – 5+020)							
6	Kedai Peudada-Teupok Baroh (5+020 – 6+500)							
7	Kedai Peudada-Teupok Baroh (6+500 – 8+139)							
8	Simpang Nalan-Kr. Nalan (0+000 – 2+000)	79	35	32	49	12	-	41.4
9	Simpang Nalan-Kr. Nalan (2+000 – 3+500)							
10	Simpang Nalan-Kr. Nalan (3+500 – 5+090)							
13	Cot Tube-Cot Krueng (0+000 – 2+100)	93	80	67	49	88	60	72.83
14	Cot Tube-Cot Krueng (2+100 – 4+200)							
15	Cot Tube-Cot Krueng (4+200 – 5+810)							
16	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (0+000 – 1+500)	33	35	48	15	33	14	29.67
17	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (1+500 – 3+000)							
18	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (3+000 – 4+500)							
19	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (4+500 – 6+560)							

3.4 Recapitulation of PCI and Condition of the Road

Condition of the road can be obtained by investigating the recapitulation of PCI and the condition of the road. It can be seen in Table 5.

Table 5. Recapitulation of PCI and condition of the road

No	Road	Average PCI	Road Condition
Aceh Besar District			
1	Ajee Cut-Cot Surui-Cot Bada (0+000 – 2+200)	76.5	Very good
2	Psr. Samahani-Luthu (0+000 – 2+800)	69.5	Good
Pidie District			

1	Bambong-Glee Ceurih (0+300 – 0+900)	34	Poor
2	Bambong-Glee Ceurih (0+900 – 1+550)	28.5	Poor
3	Bambong-Glee Ceurih (1+550 – 1+900)	51.5	Fair
4	Bambong-Glee Ceurih (1+900 – 2+500)	Overlay by PEMDA	Excellent
5	Ulee Cot Seupung-Kr.Seumidun (0+000 – 1+360)	69	Good
6	Glinco-Leupeun (0+000 – 0+660) and Leupeun-Kampong Pisang (0+000 – 1+435)	79.25	Very good
7	Kp. Pisang-Treung Campli (A) (0+000 – 1+950)	81.5	Very good
8	Kp. Pisang-Treung Campli (B) (1+950 – 4+100)	79.5	Very good
9	Cot Geulumpang-Unoe (0+000 – 0+420)	No damage found	Excellent
10	Sue Cukok-Pulo Tu-Dayah Blang Manki (0+000 – 2+090)	85.25	Very good
11	Kr. Seumideun-Lhok Kajhu-Pulo Ie (0+000 – 2+600)	78.5	Very good
12	Pulo Ie-Jabal Ghafur (A) (0+000 – 2+400)	74	Very good
13	Pulo Ie-Jabal Ghafur (B) (2+400 – 4+111)	85	Very good
Bireuen District			
1	Kedai Peudada-Teupok Baroh (2+700 – 3+100)	80.5	Very good
2	Kedai Peudada-Teupok Baroh (3+100 – 3+610)		
3	Kedai Peudada-Teupok Baroh (3+610 – 4+120)		
4	Kedai Peudada-Teupok Baroh (4+120 – 4+560)		
5	Kedai Peudada-Teupok Baroh (4+560 – 5+020)		
6	Kedai Peudada-Teupok Baroh (5+020 – 6+500)		
7	Kedai Peudada-Teupok Baroh (6+500 – 8+139)		
8	Simpang Nalan-Kr. Nalan (0+000 – 2+000)	41.4	Fair
9	Simpang Nalan-Kr. Nalan (2+000 – 3+500)		
10	Simpang Nalan-Kr. Nalan (2+400 – 3+500)		
11	Cot Tube-Cot Krueng (0+000 – 2+100)	72.83	Very good
12	Cot Tube-Cot Krueng (2+100 – 4+200)		
13	Cot Tube-Cot Krueng (4+200 – 5+810)		
14	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (0+000 – 1+500)	29.7	Poor
15	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (1+500 – 3+000)		
16	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (3+000 – 4+500)		
17	Cot Tunong Timu-Cot Mirah Pati-Cot Paloh Raya (4+500 – 6+560)		

Based on the survey and data analysis, it can be seen that the damage of the road has been gained in 30 from 32 roads. Damage obtained in some variation such as: alligator cracking, block cracking, depression, edge cracking, lane/shoulder drop off, longitudinal and transverse cracking, patching and utility patching, potholes, rutting, and weathering/raveling. In some location the damage of the road has been shown a severely damage category. That condition can generate discomfort for the road users such as pedestrian, cyclist and motorcyclist. From those 32 roads that has been surveyed, there are 2 road with excellent condition, 18 roads with the very good condition and 2 roads with fair condition and 6 roads with poor condition.

Based on the result, the roads need to be maintained periodically. The road has been constructed from 2007 until 2010. The roads are 2 until 5 years old now. In association with the requirement of road rehabilitation age, the road must be maintained periodically to retain its better condition. Consequently, service period of road can be achieved and appropriate with its period of age plan.

4. Technical Evaluation on the ongoing Road Works (2012 contract)

For the ongoing road work project, survey was conducted in 3 locations, 1 road in Tangse (Pidie District) and 2 roads in Bireuen District.

4.1 Farm Road (Tangse, Pidie District)

This road constructed by selected material (sirtu) and used by the community to mobilize their agricultural products. The evaluation of this road has been done by visual method. The survey was conducted in the rainy weather. From the observation, it was obtained that the pavement is in good condition and compacted (Fig. 1. and Fig. 2). The drainage is also in a good condition.

From the observation, box culvert is in a good condition, but there is no information in designing the box culvert, whether the water discharges were taken into account or not. As in the location, at the medium raining showed enough big water discharges (Fig. 3).

In certain point of location, the trail of the waterways in the shoulder of the road can be seen although the ground slope has been planted (Fig.4).

Fig. 1. Condition of Pavement

Fig. 2. Condition of Pavement

Fig. 3. Box culvert section

Fig. 4. Water flow at raining

Fig. 5. Trail on shoulder

4.2 Farm Road 1 (Bireuen District)

This road was paved by selected material (Sirtu) and has been used by the community to transfer their agricultural products. The road is 6 km length which is divided into 4 section that has been constructed by 4 different contractors. From the observation, it can be seen that the road works is underway where the roadway has been filled with landfill and half of the drainage has been constructed. The works can be seen in the following figure.

Fig. 6. Landfilled Roadways

Fig. 7. Drainage works with stone masonry

The roadway has been stripped, filled with the landfill, and compacted. This road work is not finished yet and cannot be used as it is raining and slippery (Fig 6). The drainage has been constructed with stone masonry. It can be seen that the floor of the drainage was eroded by the heavy rain water flow in it (Fig 7).

From the inspection in the road work location, there are some inappropriate tools used to measure the mortar which is not in the training. It is shown that the devices which were used to measure the mixture of the mortar are not in the standard. Here, the wheel barrow used to measure the sand for the mortar instead of the wooden bucket (Fig. 8).

Fig. 8. Devices for measuring and transporting

Figure 9, Figure 10, and Figure 11 Ongoing Box culvert work

Fig. 9. Box Culvert Work

Fig. 10. Foundation work for Box Culvert

Fig. 11. Steel work

4.3 Farm Road 2 (Bireuen District)

This roadway also used by the community to transport their agricultural products. The observation on for this road cannot be carried out as the road cannot be passed because of the raining. The condition of the road at Sta. 0 can be seen in Figure 12.

Fig. 12. Road condition at Sta. 0

5. Technical Evaluation on Small Scale Irrigation

Technical evaluation for this small scale irrigation was conducted visually on the condition of the construction. The following picture showed the condition of construction.

Fig. 13. Condition of Irrigation

Fig. 13. and Fig. 14. show the irrigation is in a good condition. Damage and cracking are not found at the wall and the floor of the irrigation. There is also no damage found at the dam which can be seen in Figure 15.

Fig. 14.
Condition of irrigation and water gate

Fig. 15.
Condition of Dam

Annex 2: Evaluation Terms of Reference for Team Leader

Terms of Reference

Position: Evaluation Consultant (International as team leader)
Closing date: (14 September 2012)

I. Position Information

Title: "UNDP/ILO Project on "Creating Jobs: Capacity Building on Local Resource-based Rural Roads in Selected District of NAD and Nias"
Department/Unit: PMEU
Reports to: PMEU Evaluation Manager
Duty Station: Jakarta
Expected Places of Travel (if applicable): Aceh
Duration of Assignment: Mid of September to Mid of October 2012 (30 effective working days)

Need for presence of IC consultant in office:
√ partial (the consultant is required to present his/her evaluation plan and findings in the beginning and end of the evaluation exercise)
☐intermittent (explain)
☐full time/office based (needs justification from the Requesting Unit)

Provision of Support Services:

Office space:	☐Yes	√ No
Equipment (laptop etc):	☐Yes	√ No
Secretarial Services	☐Yes	√ No

If yes has been checked, indicate here who will be responsible for providing the support services

Signature of the Budget Owner: Siprianus Bate Soro, Crisis Recovery Programme Manager

II. Background Information

The road sector was one of the worst affected sectors by the December 2004 Tsunami in Aceh and the subsequent March 2005 earthquake in Nias. Consequently, there has been a continued need to restore the road networks in many parts of NAD and Nias. The UNDP/ILO-assisted Project entitled "Creating Jobs: Capacity Building for Local Resource-based Road Works in Selected Districts in NAD and Nias" (herein after referred as the Rural Roads project) was formulated in consultation with BRR and district governments in Aceh and Nias to respond to the above mentioned need. The project has the following immediate goals:

- Enhance the capacity of district government and small-scale local contractors in undertaking local resource-based (LRB) road works;
- Provide the techniques, standards, systems and strategies for this (LRB) approach;

and

- Involve the local communities in the provision and maintenance of district and other rural roads.

Project activities were designed to give financial and technical support to district Public Works agencies and small scale contractors to undertake a local resource-based road (LRB) rehabilitation approach to rehabilitate and maintain 130 kms of rural roads and thereby generate 350,000 worker days.

In that regard, the Multi-Donor Trust Fund for Aceh and Nias (MDTFANS) approved the project in December 2006 for a 24-month duration with an initial budget of USD 6,420,000. It was clearly understood based on international experience that for the project to successfully achieve its capacity building goals, notably on the maintenance aspect, a longer duration would be needed. The project implementation started in March 2006 to meet the urgent infrastructure restoration needs, while at the same time a formal process for getting the endorsement from the Government of Indonesia (GOI) was being pursued. The project secured the approval from the Government of Indonesia in March 2007. Following a successful implementation of the initial phase, UNDP and ILO were requested by the local governments and communities in Aceh and Nias to extend the coverage of the project. As a result, on July 2008 the cost- and time-extension of the Project with an additional fund of USD 5,379,220 was approved by the MDF Technical Review Group (TRG) meeting and with the project closing date extended until 31 December 2009. As much of the work was ongoing, the Project obtained a no-cost extension from the MDFSteering Committee, in which the closing date was extended until 30 September 2010. By September 2010, most of the key project activities in the Phase-I in both Aceh and Nias were fully delivered.

On September 2010, utilizing the accrued interest of USD 357,000, the Project was extended until 30 June 2011. The extension was limited to the Aceh cluster of the Project with a focus on putting in place an exit strategy to ensure the sustainability of the investments already made throughout the entire timeframe since the initial phase.

At the end of extension, a 12-month extension was proposed by the Government of Aceh to the MDF and the Government of Indonesia to implement a Comprehensive Exit Strategy for the Aceh Cluster of the Project to ensure the sustainability of the realized investments with total proposed top up funds amounting to USD 2,100,000. This new proposal was endorsed by the Project Board, local government of Aceh, and BAPPENAS and later approved by the Steering Committee of the MDF with the additional funding of USD 2,100,000 and the corresponding time extension until 31 August 2012.

Cummulative achievements made by the project can be summarized as follows. As of 30 June 2011 (Phase II), the project had completed the rehabilitation and maintenance of 148 kms of roads; generated 410,345 worker days (28% women); trained 77 district Public Works officials and 186 contractors' staff; organized 18 women groups for clearing and spreading activities for the road rehabilitation in four districts; involved 25 women in the 12 community maintenance groups (comprising of a mix of men and women); generated training for 74 KDP/PNPM technical and social facilitators/supervisors (20% women); and provided technical assistance and coaching support to 367 trained KDP/PNPM facilitators (18% women) in conducting the training to communities regarding the planning and

implementation of LRB routine road maintenance.

The Phase III of the project, which is currently ongoing, with a total funding of US$ 2.1 million, was originally scheduled for a 12-month implementation from 1st July 2011 to 30 June 2012. However, due to the delay in the approval of this phase until November 2011, the project implementation effectively began in mid-December 2011 with the re-mobilization of the ILO national staff. An extension until 31 August 2012 was subsequently approved for Phase III in consideration of the delay in the starting date of the Phase III.

In the last Project Board meeting taking place in the end of July 2012, the project board has recommended for a further and final three-month no-cost extension (from 1 September to 30 November 2012). UNDP and ILO have coordinated with MDF Secretariat to process the final approval by the MDF Steering Committee.

Phase III has indeed built on the achievements of the Phase II and has aimed at completing a comprehensive exit strategy for the Project in Pidie and Bireuen Districts, including an operational and capacitated database and GIS systems, a functional community-based routine maintenance system for district roads (subject to the necessary requested regulations and requested funding approvals having been cleared by the relevant authorities), and the completed model for District level roads' master plan. This last phase seeks to ensure that the LRB approaches, which have been successfully demonstrated over the past five years, will be sustained, and that the lessons learned can be mainstreamed in the Aceh Province and further replicated in other parts of Indonesia through. The replication at the national level will be incorporated in the Government's infrastructure investment strategies and programmes, including the Labour-Intensive Infrastructure Programme of the Ministry of Manpower and Transmigration. As of April 2012 the following cumulative results were achieved:

- 178 local Public Works staff have improved capacity to rehabilitate district and rural roads;
- 341 staff of small-scale local contractors received training on LRB approaches and technologies, as well as financial and management trainings;
- Improved road connectivity through the rehabilitation of 154 kilometers of rural roads and 10 kilometers of bridges applying the LRB approach;
- 74 National Community Empowerment Programme (PNPM) facilitators trained in the planning and implementation of community-based road maintenance;
- 229 kilometers of rural roads received routine maintenance;
- A substantial reduction in travel time to markets and other important local social and economic infrastructure facilities and services;
- An increase in the area under agricultural cultivation;
- A substantial increase in the value of agricultural land along the improved road;
- Increased business opportunities for small business entrepreneurs along the roads.
- Basic road Management Information Systems (MIS) and related road Geographic Information System (GIS) developed by the project;
- 156 staff of District Public Works and BAPPEDA received training on road MIS and GIS with total trainee-days of 398;

- Five-year district road master plans for the districts are under development;
- Handbooks on road routine maintenance training, LRB training manuals, and technical guidelines produced for local government;
- Contractor capacity assessment study, impact study, and cost-benefit study conducted and shared.
- District governments working to integrate community-based road maintenance.

A satisfaction survey conducted in May – June 2010 by the Project concluded that the communities are satisfied with the selected roads and the rehabilitated roads.

Three project reviews were conducted: the first independent mid-term review took place in May 2007; the training/capacity building review, in March 2008; and the second mid-term review in October 2009. Those three reviews noted the satisfactory progress and recommended project extension. These reviews, together with other technical reviews, highlighted the contributions the project has made to the infrastructure sector in Aceh and Nias with regards to:

- introduction of high quality appropriate employment-intensive road techniques that are technically and financially feasible for implementation by district Public Works and local small scale contractors in Aceh and Nias;

- improvement of the skills of district Public Works officials and small scale contractors in road contract management and road techniques as a result of on-site coaching; and

- generation of social and economic benefits of the Local Resource-based Infrastructure Rehabilitation approach by maximizing employment opportunities of local workers, gradually increasing the number of women workers at work site, integration of environmental concerns in road design and work methods, and using an objective cost-estimation in road works and transparent contracting procedures.

The first two reviews noted that the project's capacity building goals cannot be realistically achieved in 24 months. A longer project duration is needed in order to provide an exit strategy particularly on local capacity building for district Public Works and local contractors in the infrastructure. This will enhance project impacts. Specific critical areas to be addressed during the extension (i.e. phase II) were:

- institutionalizing the project training and capacity building approach by involving local institutions that have the mandate to provide training to district Public Works officials and small scale contractors;

- integration of work methods and contract conditions, i.e., the International Federation of Consulting Engineers (FIDIC)'s contract short form, and contracting procedures into district Public Works contract system and standards of practices; and

- mainstreaming maintenance concerns into district Public Works and strengthening the supervision skills of KDP community facilitators and technical personnel so that they are able to guide villagers in their choices of road types and recognize the long-term cost-benefit of road maintenance.

In the latest mid-term review report, there is also a critical issue regarding the limited facilitation skills of the project staff towards building the government capacity and that this can hinder effective the capacity building. This influences the coordination between the project and the district government, which tend to focus on coordination matters rather than technical assistance. The awareness building in the LRB principles of the district governments is essential to achieve the project outputs and objective and ensure the sustainability. Besides, the facilitation itself is actually only part of an effective capacity building approach.

III. Evaluation Purpose

The main purpose of this evaluation is to assess the relevance, performance and success of the activities undertaken by the project. It also shall examine achievements, good practices and lessons learned from the project in order for the UNDP, ILO, Ministry of Manpower and Transmigration (MOMT), and or other relevant technical Ministries, the Government of Aceh (GoA) and the donor (MDF) to identify key areas which are replicable and the necessary conditions for sustainability.

Knowledge and information obtained from the evaluation will be used as basis for better design and management for results of future ILO and UNDP activities in Aceh and in both the post crisis recovery sector in general as well as in the conventional development works. The evaluation also supports public accountability of the Government of Indonesia, UNDP, ILO and the MDF.

IV. Evaluation Scope, Objectives and Criteria

The proposed evaluation will examine the progress, achievements, good practices, and lessons learned from the implementation of local resource-based road works in the project's selected districts in order to give feedback to the ILO Jakarta Office and the project team on areas for improvement. The analysis will help UNDP, the GOI, and the MDF on key areas that are replicable and necessary conditions for project's achievements and progress to be sustainable.

The evaluation shall include all activities undertaken by the ILO project during Phase II and the current project period (phase III). That is, ILO's road rehabilitation activities in Aceh and Nias since May 2007 – May 2009, and up to August 2012. The evaluation should look at the effectiveness efficiency of ILO's immediate and medium-term response to the employment and infrastructure needs in Aceh and Nias as they relate to the broader contexts of the Master Plan on the Reconstruction of Aceh and Nias , the UN Framework in the Reconstruction process, Aceh and Nias's development agenda, and as appropriate the reintegration process.

The evaluation shall verify good practices and lessons learned from the implementation of the project. At the end of the evaluation, a set of practical recommendations for immediate adoption/ application should be made available of the project team, and further integrated in to UNDP and ILO practices in similar future projects. The study shall identify approaches and/ or activities that can be scaled up in the extended period and issues to be further

worked on to ensure deep capacity building in the current target districts.

Specifically, the evaluation will evaluate the following aspects:

1. To gain insights into what has worked well and not well from design and actual implementation of the LRB approach in Aceh and Nias – with a focus on the impacts on women and vulnerable groups (including pay equity and gender equality at the work site) and attention to other cross-cutting issues including advocacy, participation and environment.

2. To identify factors affecting partnerships and capacity building – the types, significance and sustainability of the partnerships which the project has facilitated, and determining the impact of the capacity building which has been undertaken with beneficiaries – what has happened to the people who have been trained by the programme.

3. Capacity development and tools at district level to enhance the district government's to increase their capacities for planning, budgeting and programming investments in road infrastructure, aiming at sustaining investments already made (including planning and budgeting for maintenance)

4. To capture a more comprehensive understanding of the clients (government, community, national government partners, donors, etc) satisfaction with the project – the efficiency, effectiveness and the services provided.

5. To assess effectiveness and achievement of the project's outputs.

6. To identify good practices, lessons learned and recommendations to sustain benefits of the project and for future projects.

In doing so, the evaluation exercise shall use the standard OECD/DAC Evaluation Criteria for Evaluation of Development Assistance namely, Relevance, Effectiveness, Efficiency, Impact and Sustainability (for detailed: see pages 168-170 Handbook on Planning, Monitoring and Evaluating for Development Results: http://www.undp.org/evaluation/handbook.);

Relevance: evaluate the extent to which intended output of the UNDP/ ILO Rural Roads project are consistent with national and local policies and priorities and the needs of intended beneficiaries. Also evaluate the extent to which the project was able to respond to changing and emerging development regulations, priorities and needs in a responsive manner.

Appropriateness: Evaluate cultural acceptance as well as feasibility of the UNDP/ ILO Rural Roads project. While relevance examines the importance of the initiatives relative to the needs and priorities, appropriateness examines whether the initiative as it is operationalized is acceptable and feasible within the local context.

Effectiveness: evaluate the extent to which the intended results of the UNDP/ ILO Rural Roads have been achieved. This includes an assessment of cause and effect- that is attributing observed changes to project activities and outputs. Assessing effectiveness involves three basic steps: 1) Measuring change in the observed output, 2) Attributing observed changes or progress toward changes to the initiative or determining UNDP/ ILO Rural Roads contribution toward observed changes.

Efficiency: evaluate how economically resources or inputs (such as funds, expertise and

time) were converted to results. An initiative is efficient when it uses resources appropriately and economically to produces the desired outputs.

Sustainability: Evaluate the extent to which benefits of the UNDP/ ILO Rural Roads continue given external development assistance has come to an end. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and, based on that assessment making projection about the national capacity to maintain, manage and ensure the development results in future;

Impact: evaluate changes in human development and people's well -being that are brought about by development initiatives, directly or indirectly, intended or unintended.

V. Evaluation Questions

The consultant will develop list of questions that will help generate information that are needed. Below is sample of questions for reference for the evaluators:

- Were stated outputs or outcomes achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outputs
- To what extent have the outputs contributed to the outcomes
- Has the project partnership strategy been appropriated and effective
- What factors contributed to effectiveness or ineffectiveness
- What have been the benefits of the project on men and women? How has the project addressed any gender gaps or issues?
- How have tools, trainings, practices, methodologies and other instruments introduced enhanced the capacity of beneficiaries and contributed to sustainability?
- To what extent has the capacity development work and infrastructure works been relevant and adequate?
- What has been the impact of the local-resource based approach with regards to employment generation and socio-economic well-being?
- What lessons can be learned that would inform future initiatives?

Evaluation questions must be agreed by the project board who commission the evaluation.

VI. Methodology

The evaluator will design detailed step by step work plan that specifies the methods the

evaluation will use to collect the information needed to address its purpose and objectives. The overall approach and methodology should ensure the most reliable and valid answers to the evaluation questions and criteria within the limits of resources (for more detail see pages 172-177 of Handbook on Planning, Monitoring and Evaluating for Development Results): http://www.undp.org/evaluation/handbook.

Data Collection Methods

Primary data: The consultant may use questionnaires to collect primary data from beneficiaries, stakeholders, key informants, and expert panel. The data can also be collected through direct observation, interviews, focus group, and case studies. The project team will provide main data generated through monitoring during project implementation cycle. The information includes: Project document of UNDP/ ILO Rural Roads (this include: Result Resources Framework with detail indicators, baseline and target), Quarterly Monitoring Report, Mid Term review, Minutes of Board Meeting, Project Fact Sheet, Donor Report, and M&E plan.

Secondary data: Secondary data will be collected by the consultant from other sources that have direct relevance for the evaluation purposes. This includes among other: National Planning Document (RPJM); Monitoring and Evaluation report of relevant projects / programme;

Stakeholder consultations: The consultations should include the following stakeholders: 1) beneficiaries, 2) reference groups, 3) national, provincial, and district counterparts, 4) UNDP staff and ILO project staff and management, and 5) other UN and non-UN projects, particularly those working on post-disaster coordination, capacity development, and or asset transfer and management.

Data analysis: The evaluators will develop the procedures used to analyse the data collected to answer the evaluation questions and criteria. It should details the various steps and stages of analysis that will be carried out, including the steps to confirm the accuracy of data and results.

Findings: should be presented as factual statements based on an analysis of the data. They should be structured around the evaluation questions and criteria.

Conclusions: Should be comprehensive and balanced, and highlight the strengths, weakness of UNDP/ ILO Rural Roads

Recommendations: The report should provide practical, feasible recommendations.

Lessons Learned: The report should include discussion on lessons learned for the evaluation that is newly gained from the particular circumstances.

VII. Evaluation Products (Deliverables)
At the minimum the product should include : • Evaluation inception report: An inception report should be prepared by the evaluators before

going into the full fledged data collection exercise

- Draft Evaluation report: The Planning Monitoring and Evaluation Unit (PMEU) UNDP-Indonesia and Project Board will review the draft evaluation report to ensure that the evaluation meets the required quality criteria
- Final evaluation report

Review/approval time required to review/approve the outputs prior to authorizing payments:

No	Deliverables	Payment	Due date
1.	Inception report	20%	Day 6
2.	Draft evaluation report	40%	Day 23
3.	Final evaluation report	40%	Day 30

Submit the expected written outputs above in printed and soft versions; MS Word (.doc) format including power point presentation when necessary.

VIII. Required Competencies

The evaluation team will consist of one international consultant (as the team leader) and one national consultant (as team member)In addition, ILO may provide an international consultant through their headquarters to assist the evaluation team.

The international consultant should have the following competencies:

- Experience in monitoring and evaluation, including demonstrated experience in program assessments/evaluations;
- A background in civil engineering, preferable with experience in local resource-based infrastructure investment projects;
- Familiarity with monitoring and evaluation techniques including in-depth interview; focus group discussion and participatory information collection techniques;
- Strong analytical skills;
- Experience in working with government agencies (central and local), civil society organizations and international organizations. Direct experience in Indonesia is an asset;
- Experience in evaluating capacity development projects, particularly in post-disaster recovery context;
- Understanding of capacity development issues in Indonesia;
- Strong experience and understanding in post-disaster recovery works;
- Experience in employment generation or livelihoods projects
- Understanding of Indonesian government systems, especially policy and budget development at the district and provincial level;
- Good interpersonal and cross-cultural communication skills
- Ability to work efficiently and independently under pressure, handle multi tasking situations with strong delivery orientation;
- Experience in leading evaluation teams. A good team player committed to enhancing and bringing additional value to the work of the team as a whole
- Advanced proficiency in operating Microsoft office applications
- Fluent written and oral English

IX. Recruitment Qualifications

- Education: Master degree in a relevant field
- Experience: Minimum of 10 years, in developing, monitoring, managing and evaluating development projects
- Familiar with issues pertaining to post-disaster recovery, infrastructure and capacity development
- Ability and experience to lead evaluation teams, and deliver high quality reports
- Language Requirements: Excellent communication skills in English. Knowledge of Bahasa Indonesia is an asset.
- Understanding of cultural and socio-economic context and development challenges in Indonesia.

X. Time Frame for Evaluation Process

Activities	**Time Frame**
Briefing of evaluators	Day 1
Desk Review	Day 1 to Day 5
Finalizing the evaluation design and methods and preparing the detailed inception report	Day 6
In-country evaluation mission (visit to the field, interviews, questionnaire	Day 7 to day 17
Preparing the draft report	Day 18 to day 23
Stakeholder meeting and review of the draft report (for quality assurance)	Day 26
Incorporating comments and finalizing the evaluation report	Day 27 to day 30

Annex 3: Key documents consulted

- Project Documents for "Creating Jobs: Capacity Building fo Local Rsource-based Road Works in Selected Districts in NAD and Nias"
- Annual Reports
- Mid Term Reviews
- Internal Project Assurance Reports (IPAR)
- Quarterly Monitoring Reports
- Country Programme Action Plan (CPAP)
- Series of Project Manuals UNDP-ILO, 2010 :
  - Book 01 - "Pra-Lelang: Pekerjaan Jalan Berbasis Sumber Daya Lokal";
  - Book 2 – "Petunjuk Administrasi dan Prosedur Pelaporan oleh Pengawas Kimpraswil"
  - Book 3 – "Mobilisasi Kontrak";
  - Book 4 – "Pedoman Metode Pekerjaan";
  - Book 5 – "Gambar Panduan"
  - Buku Panduan 1 – Mengatur untuk Menjaga Jalan Agar Tetap Dalam Kondisi yang Baik", ILO, 2009
- Series of Publication:
  - "Benefits of Improved Road Access";
  - "Effect on the Training of Contractors on their Employability and Business Opportunities";
- Consolidated data on "ILO Local Resouce-Based Approach Road Rehabilitation in Nias Island"- August, 2010, prepared by Lazuardi Buana;
- "Pedoman Umum Padat Karya Infrastruktur", Kementerian Tenaga Kerja dan Transmigrasi, 2011;

Annex 4: Persons and agencies consulted

JAKARTA

Time	Activity	Venue
Monday, 08 October 2012		
10:00 – 11:00	Kristanto Sinandang *(UNDP-Assistant Director CPRU)* Siprianus Bate Soro *(UNDP-Programme Manager CPRU)* *Hester Smidt (UNDP- M&R Officer)*	UNDP Office, Menara Thamrin
14:00 – 15:30	Peter van Rooij *(ILO - Director of Country Office)* Riska Efriyanti *(ILO- Reporting Officer Nias-RACBP)* Chandra Manalu *(ILO- Programme & Reporting Officer)* Mike Shone *(ILO- Senior Adviser EIIP Jakarta)* Emma Allen *(ILO- Technical Officer EIIP)*	ILO Office, Menara Thamrin
Tuesday, 09 October 2012		
09:10 – 10:45	I Ketut Cakera *(Ministry of Manpower- former Director of PKK PTKSI)* UNDP	UNDP Office, Menara Thamrin
11:30 – 12:30	M. Zuhri *(Ministry of Manpower-Sub Direktorat Padat Karya)*	Ministry of Manpower Office
15:39—16:30	Hester Smidt *(UNDP- M&R Officer)*	Epokka
Wednesday, 10 October 2012		
09:30—13:00	Lokakarya "Pendekatan Berbasis Sumberdaya Lokal Melalui Pembangunan Infrastruktur Pedesaan dalam Rangka Penciptaan Lapangan Kerja" UNDP/ILO, Bappenas, Ministry of Manpower	Ruang Tridharma, Ministry of Manpower
10:30—11:30	Shamima Khan *(Multi Donor Fund- Manager)*	MDF Office
14:00—15:30	Aryawan Soetiarso Poetro *(BAPPENAS- Direktur Kawasan Khusus & Daerah tertinggal)* Hermani *Wahab (BAPPENAS)*	BAPPENAS Office
Thursday, 11 October 2012		
10:00 – 11:00	Chandra Manalu *(ILO- Programme & Reporting Officer)* Mike Shone *(ILO- Senior Adviser EIIP Jakarta)*	ILO Office, Menara Thamrin

Aceh

Banda Aceh, Aceh

Time	Activity	Venue
Monday, 15 October2012		
09:30 – 10:45	Steve Schmidt *(ILO -Chief Technical Adviser RR NAD)* Emil Salim *(ILO -National Project Coordinator)*	ILO Office
13:30 – 14:30	Warqah Helmi *(BAPPEDA- Secretary)*	BAPPEDA Office
16:30 – 17:30	Steve Schmidt *(ILO -Chief Technical Adviser RR NAD)* Emil Salim *(ILO -National Project Coordinator)*	ILO Office
Tuesday, 16 October 2012		
09:30 – 10:30	Hermawan (Tim Otsus—Head of Secretariat)	Grand Nanggroe Hotel
11:00 –12:00	Razuardy Ibrahim (former Sekda Kab. Bireun/Civil Engineer)	Lamprit
14:00—16:00	Erik Lyby (ILO—Senior LRB expert) Steve Schmidt *(ILO -Chief Technical Adviser RR NAD)* Emil Salim *(ILO -National Project Coordinator)*	ILO Office

Kabupaten Pidie, Aceh

Time	Activity	Venue/Location
Wednesday, 17 October 2012		
10:15—12:00	Meeting with local government representatives: Isnaini Ibrahim *(BAPPEDA)* Ridwandi *(BAPPEDA)* Ismail Fadhil *(Head of Dinas Sosial)* Muhamad Nazar *(Plt Kepala Dinas Bina Marga & Cipta Karya)* Andi Muliana Nur *(Kabid Bina Marga)*	BAPPEDA Office
14:00 – 15:30	Meeting with local contractor representatives: Razil (CV. Menanti Fajar) Bustami SE. (CV. Wirya Karya) Ferinika (CV. Surya Ajie) Rizal (CV. Tijue Jaya)	Taufik Coffee Shop
16:00—17:00	Meeting with ILO's Field Team Yusrizal (District Engineer Pidie & Bireun) Akhyar (DatabaseSpecialist) Razi (GIS Specialist) Emil Salim *(ILO -National Project Coordinator)* Erik Lyby (ILO—Senior LRB expert)	ILO Field Office (Public Works Compound)
Thursday, 18 October 2012		
10:00 – 11:30	Site Visit: Women's group meeting *(workers)* Zakaria (Secretary of Village/*Sekdes*) Supriadi *(owner of a small warung)*	Desa Kreb, Kecamatan Padang Tiji
	Site Visit: Bahrun Jamil *(local informal leader)* Djailani Hasan *(local informal leader)* Nurhaida M. Syari *(woman worker)* Nurdin (worker)	Desa Neubok Badeuk, Kecamatan Tangse
	Site Visit: Irrigation site	Kecamatan Keumala Dalam

Kabupaten Bireun, Aceh

Time	Activity	Venue/Location
Friday, 19 October 2012		
10:00 – 11:30	Meeting with local government representatives: Yanfitri *(Head of BAPPEDA)* Raden Yus Rusmadi *(Head of Dinas Pekerjaan Umum, Pertambangan & Energi)* Rita Hayati *(Kabid. Bina Marga)* Ridwan *(Dinas Sosial dan Tenaga Kerja)* M. Zubair *(Biro Hukum)* Rachmat M. *(BAPPEDA)*	BAPPEDA Office
	Site Visit: *a woman working on maintenance 2008 to 2009*	Desa Meunasah Blang, Kecamatan Peudada
	Site Visit: A man (*community)*	Gampong Hajat, Kecamatan Jeunieh
	Site Visit: Four men in coffee shop	Gampong Lhok Pulam
Saturday, 20 October 2012		
	Site Visit: Ahlan (MCT for Kab. Bireun) Fauzan (Sekdes) Maimun (local Contractor)	Cot Kruet, Alue Gandai

	Ibnu Nazar (community worker) Abdul Azis (local Contractor)	
	Site Visit: *2 local contractors* *One community worker, plantation owner)*	Balee Daka', Kecamatan Plimbang
Monday, 22 October 2012		
	Meeting with Emil Salim *(ILO -National Project Coordinator) and* Erik Lyby *(ILO—Senior LRB expert)*	ILO Office

Banda Aceh, Aceh

Time	Activity	Venue
Monday, 15 October2012		
08:45 – 10:00	Meeting with Emil Salim *(ILO -National Project Coordinator) and* Erik Lyby *(ILO—Senior LRB expert)*	ILO Office

Kepulauan Nias-North Sumatera

Time	Activity	Venue/Location
Tuesday , 22 October 2012		
	Site Visit: Nabahatisaro *(ILO -Site Supervisor)* Saharudin Narugu *(Head of TPK Jembatan/community & farmer)* *A*mawarni *(skilled worker on the bridge construction, owner of warung)* Sibayamanis *(worker in the bridge fondation construction)*	Jembatan Gido Lahemo, Kec. Gido Kab. Nias
	Site Visit: Pak Ahmad *(staf Kecamatan Gunungsitoli Idanoi)* Aspeti Larosa *(worker, owner of a warung)* Murni Larosa *(woman, once worked for maintenance)*	1,2 km road at Desa Dahana, Kec. Gunungsitoli, Kota Gunungsitoli
	Bernard Nazara *(Kasi Infrastruktur, BAPPEDA Kabupaten Nias)*	BAPPEDA Kab. Nias Office
19:45 – 21:00	Lazuardy Buana *(site engineer)* Jane Torney *(consultant)* *Soni? (consultant)*	Tri Ji Wan Restaurant, Kota Gunungsitoli
Wednesday, 23 October 2012		
	Site Visit: Two men in small warung Luthe *(warung owner)* Atosokhi Lase *(skilled worker on the road construction)*	1,2 km road at Kecamatan Ombolata Lahewa, Kab. Nias Utara
15:15 – 16:15	Mazdan *(PJ. Kepala Dinas PU Kab. Nias)* Nuzlan *(Kasi teknik Perencanaan -Bina Marga)*	Publik Works Office, Kabupaten Nias
Thursday, 24 October 2012		
17:00-17:30	Vanda E. Hafid Day *(ILO-previous Project Officer)*	ILO field Office

JAKARTA

Time	Activity	Venue/Location
Monday , 29 October 2012		
10:45-11.15	Lucky Firnandy *(BAPPENAS, Kasubdit. Kesempatan Kerja, Direktorat Tenaga Kerja dan Pengembangan Kesempatan Kerja)*	BAPPENAS office, 6th floor
14:00-15:30	Kristanto Sinandang *(UNDP-Team Leader CPRU)* Budhi Ulaen *(UNDP-Programme Officer CPRU)* *Hester Smidt (UNDP- M&R Officer)*	UNDP Office, Menara Thamrin
16:15 -16.45	Stephen Rodriques *(UNDP- Deputy Country Director)*	UNDP Office, Menara Thamrin

Annex 5: Key evaluation questions used by the team

General questions regarding the project

1. What have been the roles and responsibilities of respondent agencies within RRP and its activities? (Background to all DAC criteria)
2. What has changed positively in the participating communities and in agencies in Aceh and Nias as a result of RRP, particularly in the enabling environment for them to manage the construction and maintenance of rural roads? Has RRP been able to respond to changing needs, priorities, policies in the districts and provinces? If so what has it been able to respond to? (Appropriateness, effectiveness and impact)
3. How relevant has RRP been to the needs of the districts from the perspective of respondent agencies and their roles? What were the needs as expressed by stakeholders when the project was designed? (Relevance)
4. What is the perception of the actual results or progress achieved? What do respondents think RRP has achieved and why? What do they think it has not achieved and why? Have there been unintended results, either positive or negative? Has the project met the needs as per the design? (Effectiveness)
5. How satisfied have respondents and their agencies been with the performance of the project and the results they have achieved? What are the most important contributions made by the project? Why are these contributions the most important? (Appropriateness)
6. Now that the project is drawing to a close, which results are, in the opinion of the respondents, sustainable into the future, and which not? What will the districts in Aceh and Nias continue to be able to do as a result of RRP? What capacities still remain to be developed in local systems? (Impact and sustainability)
7. What programmes and activities are respondent agencies intending to follow up and implement in the future? How will these be funded and managed? (Sustainability)
8. What lessons and good practices have emerged through RRP that can be sustained in Aceh and Nias? Could they be utilised elsewhere? (Sustainability)
9. How have the various RRP activities met the needs of women and men? How have both men and women been involved and what has each group gained? (Effectiveness)
10. What have been the respective roles of UNDP and ILO in managing the project to the satisfaction of respondent agencies? What have been the good management practices used by UNDP and ILO, and what have been the shortcomings? What has been the contribution of the respondent agencies in Aceh, North Sumatra and in Jakarta in managing the project? What have been the highlights and the challenges in their contributions? (Effectiveness)
11. How have financial resources been allocated through RRP? What have been the highlights and the challenges in the use of funds? Have financial mechanisms met the needs of the programme in a timely and efficient manner? (Efficiency)
12. In the opinion of respondents and their agencies, have human resources been used well in the programme? Have they been able to effect changes in the

way that the district governments operate in managing the challenges of building and maintaining rural roads? (Efficiency and effectiveness)
13. Has project reporting been relevant to agency needs and has it been clear, accurate and timely from their perspective? Do reports provide the information that stakeholder agencies require? How has the information been used? (Efficiency and effectiveness)
14. What have UN programme implementers learned as a result of their work in RRP? What can they now do that they were not able to do before they commenced work with RRP? Have male and female staff members been equally given the opportunity to learn and progress? How have the new skills and capacities contributed to benefits for participating government agencies? (Effectiveness)
15. What have been the successes and challenges of RRP from the perspective of programme staff - in implementation, monitoring and results and financial reporting? Have there been any audits and what were the results?
16. What major risks has the programme had to deal with? How has RRP responded to these and how might it have responded better? (Impact)
What else should the Team know, and are there any questions for the Team from respondents?

Output specific evaluation question sets:
The following are key question sets for respondents involved in the three outputs of RRP and will be chosen from, adapted and augmented as required to reflect the roles and participation of different participants in the outputs of RRP:

Output 1: capacitate district government and small-scale local contractors in undertaking local resource based road works.

1. What are the key decisions, policies and regulations either for transition and recovery in the early stages or for management of rural roads needs that the participating districts of Aceh and Nias have adopted or are in the process of adopting to which RRP support has contributed? (Effectiveness)
2. Which specific capacities have respondent government organisations gained through involvement in RRP? What can the organisations and their staff now do that they were not able to do before RRP? What evidence is there to show that these capacities have been gained? (Effectiveness)
3. What has been the special RRP contribution to these capacity developments? What other support (for instance from other Indonesian and Aceh Government, donor or NGO programmes) has contributed to these results and how have RRP and other support programmes complemented each other? (this includes the work done through Padat Karya and PNPM programmes) (Effectiveness)
4. Which specific capacities have participating contractors gained through involvement in RRP? What can the companies and their staff now do that they were not able to do before RRP? What evidence is there to show that these capacities have been gained? (Effectiveness)

5. What has been the special RRP contribution to these capacity developments for contractors? (Effectiveness)
6. To what extent have both government and contractors welcomed and adopted the LRB approach. What do they see the benefits are to them respectively in utilising this approach? What are the constraints that they see in utilising the approach? Of particular interest here is the extent to which government and contractors welcome and have adopted the roles of communities themselves in road projects (Acceptability)
7. What have been the physical achievements of RRP in terms of roads and other infrastructure? Have agreed roads and other infrastructure been completed on time and to acceptable engineering standards (bearing in mind that the evaluation team will only be able to conduct professional inspections for a sample of roads in Aceh)? (Effectiveness and efficiency)
8. Is there any evidence that further roads projects are being or will be undertaken using the LRB approach? (Sustainability and impact)
9. Is there any evidence that ongoing maintenance is occurring or planned to undertaken using the LRB approach? (Sustainability and impact)

What else should the Team know, and are there any questions for the Team from respondents?

Output 2: provide the techniques, standards, systems and strategies for this approach.
1. Have all the techniques, standards, systems and strategies for the LRB approach been documented and made available in forms usable by participating agencies, contractors and communities. (Effectiveness)
2. Have appropriate training and other capacity building opportunities been provided based on the materials developed for the LRB approach? Have training needs and results been documented? Has the training met the needs of participants in a timely manner? (Relevance, effectiveness and efficiency)
3. Has training been provided in a manner that reflects gender equity considerations? Has gender disaggregated data on training participants been recorded? (Effectiveness)
4. To what extent have participating government agencies been involved in the preparation of LRB materials and feel ownership of them? Is there evidence that these materials will be utilised in Aceh or Nias in the future? Will similar training be provided? Who will manage this and how and when are they planning to do this? (Sustainability)
5. To what extent have UNDP and ILO contributed to the development of a knowledge base on the LRB approach that can be utilised by the two agencies and by Indonesia in the future. (Sustainability and Impact)

What else should the Team know, and are there any questions for the Team from respondents?

Output 3: involve the local communities in the provision of district and other rural roads.

1. What has been the role of communities in the provision of district and local roads? (Background to all DAC criteria)
2. How have community groups been selected and mobilised in RRP? Is there evidence that such groups continue to function after road works have been completed? Are groups continuing to show interest in the maintenance of their roads? Do individuals involved have continued opportunities for employment on similar roads (or other infrastructure) projects? (Effectiveness and sustainability)
3. Have women and men been provided equal opportunities (to the extent targeted) for employment in the construction and/or maintenance of the infrastructure projects undertaken by RRP? Have these opportunities been afforded to people from vulnerable groups (particular through targeting the poorest groups)? (Effectiveness)
4. Have the ongoing benefits to communities been documented throughout the implementation of RRP? In particular, is it possible to make an assessment of the total value of wages going to the participating communities as a result of projects undertaken, with consideration of pay equity for women and men? What were people able to do with the cash that they received for the labour that they would otherwise not have been able to do? (Effectiveness and impact)
5. To the extent possible with available data, is it possible to estimate the wider economic and social benefits of roads projects to communities? Is there evidence that the earning ability of communities has been enhanced, through for instance increased access to markets and commodities, reduced time to distribute produce etc? Have there been benefits in increased access to social services or other less tangible benefits? (Impact)
6. What are the trends in the local economy and social services as published by government? Is it possible to assign an attribution of benefit from the RRP and the LRB approach? (Impact)

What else should the Team know, and are there any questions for the Team from respondents?