



Evaluation Summary



International
Labour
Office

Evaluation Unit

Evaluation of Nias Islands Rural Access and Capacity Building Project – Final Evaluation

Quick Facts

Countries: Indonesia
Final Evaluation: October-December 2012
Mode of Evaluation: Independent
ILO Administrative responsibility: ILO Country Office for Indonesia and Timor-Leste
Technical Area: EIIP, Post-disaster Rehabilitation
Evaluation Management: Maria Sabrina de Gobbi
Evaluation Team: Kaj Thorndahl, Krishna S. Pribadi
Project End: 31 December 2012
Project Code: INS/10/02/IDA, INS/11/50/IDA (related to INS/09/02/IDA)
Donor: Multi Donor Fund (US\$ 16 million)
Keywords: Roads, trails, bridges, capacity creation, national heritage, water supply, natural disaster and rehabilitation

Background & Context

Summary of the project purpose, logic and structure: The Nias Islands' Rural Accessibility and Capacity Building Project (RACBP) support the implementation of the Reconstruction Continuation Plan of the Government of Indonesia following the tsunami of 2004 and an earthquake in 2005.

The project focuses specifically on the infrastructure sector in rural areas. It is implemented in 21 sub-districts in the Nias Islands. Its duration is from October 2009 to December 2012 (39 months) and its budget is US\$ 16 million. It aims to facilitate post-disaster economic recovery and poverty alleviation by creating an enabling environment for improved livelihood and human development in the Nias Islands. RACBP is implemented by ILO, and is funded by the Multi Donor Fund (MDF) administered by the World Bank. The RACBP has been designed to fill some of the gaps in the rural access network, but also to develop the local capacity to plan, construct and maintain the network in the future.

Present Situation of the Project: The RACBP ends together with the MDF in December 2012, i.e. 2 months after the visit of the evaluation. The project is likely to produce the required outputs: roads and trails are a little below target, bridges far exceeding the target, cultural heritage on target and training are a little above target. The outputs produced are of good quality. A number of works were still ongoing at the time of evaluation but all except one (a water supply scheme) are likely to be completed by the end of December 2012.

Purpose, scope and clients of the evaluation: The purpose of the evaluation is to assess the overall relevance, effectiveness, efficiency and

sustainability of RACBP and includes an assessment of progress in terms of delivery of the expected outcomes, its timeliness and its adherence to budget. The evaluation will be of use for the Government of Indonesia at all levels including the Ministry of Development for the Disadvantaged Regions, the Ministry of Manpower and Transmigration, the Ministry of Public Works, The National Planning Ministry/Bappenas and associate counterparts at the provincial and local levels, the MDF, donor agencies and the ILO units involved

Methodology of evaluation: The evaluation has applied the 6 evaluation criteria as defined in the ILO evaluation policy: (i) Relevance and strategic fit of the intervention, (ii) validity of intervention design, (iii) intervention progress and effectiveness, (iv) efficiency of resource use, (v) effectiveness of management arrangements and (vi) impact orientation and sustainability of the intervention.

The evaluation has used several sources of information: key document reviews, informant interviews, site visits and- with the help of the project staff- retrieved information from the files of the project.

Main Findings & Conclusions

The design, including the objective, remains valid and appropriate. The outputs: roads, trails and bridges are a natural consequence of the identification of access as a major problem for the rural population. Accessibility is still a key factor in economic development in the rural population of Nias.

With regard to fulfilling the Development Objective, the project will undoubtedly contribute to its achievement. The project has estimated that the number of beneficiaries of the roads, trails and bridges ranges between 50,600 and 71,500, while the other activities have benefitted another 9,000.

The Project has made good progress in spite of having worked under difficult conditions. The key inputs like staff and equipment were mobilized in a timely manner. The overall quality of the inspected works is considered satisfactory.

The project is only ending in December 2012 and impact is focused on long-term effects, these cannot be found at present only the potential future impact. The positive effect on income from rubber production and from other agricultural crops obtained as a result in reduced travel time and cost will continue as long as access remains at the same level.

Infrastructures have been built to a standard where it will last an average of 10- 15 years with minimum maintenance. Even in the best of circumstances, there is a need for routine maintenance, which may be undertaken by the communities and therefore the project has organised community groups for maintenance.

Women have demonstrated their interest and ability to work on the road works. They feel comfortable to work in groups, either women-only or mixed groups. Proper labour standards have been observed at worksites

Recommendations & Lessons Learned

Main recommendations and follow-up:

1. The project should plan for handing – over the infrastructures to the district administrations: an inventory of the infrastructures, a plan for their maintenance and an identification of the community groups organised for their maintenance should be handed over to the district authorities (*ILO to address*).
2. The project has provided a number of innovative approaches to road/trail construction as well as to bridge

- construction. The technology has a chance of being replicated in Nias and elsewhere, the design drawings should therefore be handed over to the Public Works Departments at provincial and district level by the project. In particular for the bridge designs ways of adapting the design standards at the national level should be found. A technical seminar at the end of the project might be organised to disperse the innovative approaches (*ILO to address*).
3. Efforts should be made by the ILO to find the 63 project staff alternative employment. The bridge team is a special case, since they are all Indonesian and as a team will be able to design and implement bridge projects in all parts of Indonesia. Special efforts should be taken to “sell” them as a team (*ILO to address*).
 4. The evaluation team noticed two cases where project intervention is required beyond the end of December 2012: the Water supply scheme will only finish in March 2012 and the Oyo suspension bridge faces severe erosion and is in need of riverbank protection. Ways of completing the water supply scheme and of protecting the Oyo Suspension bridge should be found. (*ILO, MDF and Government of Indonesia to address*)
 5. The ILO should review the experience internally to assess whether the programme support costs have been adequate and whether the ILO procedures with regard to financial management and procurement are adequate for RACBP type of projects (*ILO to address*).
 6. The update of the baseline survey will only be ready by the end of the project. The base-line design is focussed on traffic but more attention to stakeholder interviews concerning farm gate prices and cost of transport should be pursued (*ILO to address*).
 7. The impact of the project is likely to be high and an impact study should be undertaken at the end of next year. Besides the impact of RABCP, the additional benefits from the coordination of activities of LEDP should be explored (*ILO with partner to address*)
 8. The inclusion of women in the construction, rehabilitation and maintenance of roads needs to continue to be promoted by Government, the ILO and other development partners over a long period until it ceases to be “project driven” and the contractors have established for themselves that women are valuable employees. (*ILO with partner to address*)

Important lessons learned:

1. RABCP was planned and designed together with the Nias-LEDP. LEDP had a slow start and as most projects based on a value-chain approach it took time in identifying farmer groups and in developing support. Considering: (i) the cost involved in infrastructure development, (ii) that public infrastructure is not constructed to benefit minor groups but the population at large, it may be wiser to let the LEDP type of projects follow infrastructure projects.
2. The experience with community contracting has been positive and has proven more effective than private contracting. The reasons are evident: private contractor capacity is low and the environment is difficult both in terms of natural conditions and culture. Under similar condition, i.e. difficult

access and relative isolation, community contracting is a potential solution. However, it must be borne in mind that a strong supervision is required.

3. The RACBP is financed by a consortium of donors, which have provided finance for a large number of projects. In connection with the last extension, the process of preparing the extension and negotiating it had been a costly experience for the ILO. The ILO should draw lessons from this experience and possibly consider drawing up a plan of action in such cases; a plan which may be discussed with the donors before engaging in expensive preparations.
4. Women have demonstrated their interest and ability to work on the road works. The inclusion of women in the rehabilitation and maintenance needs promotion from Government and development partners over a longer period. The minimum participation of women in routine maintenance, in countries such as Indonesia, should be set at 50% since this type of work generally takes place near the home.