

Project Brief



Roads for Development program (R4D)

Goal	Women and men in rural Timor-Leste are deriving social and economic benefits from improved road access.
Objective	GoTL is more effectively planning, budgeting and managing rural road works, using labour based methods as appropriate.
Key Partners	<ul style="list-style-type: none">■ Ministry of Public Works■ Ministry of State Administration■ Local Civil Works Contractors
Duration	4 years (March 2012 – February 2016)
Geographical Coverage	National (Timor-Leste)
Donor	 Australian Agency for International Development Government of Timor-Leste
Budget	USD 50.6 million (31.6 million from AusAID and 19 million expected from the Government of Timor-Leste)
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Project Background

R4D started in March 2012 for a period of 4 years and has been designed as the main donor-funded program that will support rural roads development and maintenance in Timor-Leste, and is implemented by the International Labour Organisation (ILO) in partnership with the Government of Timor-Leste (GoTL). R4D is designed to lead all rural road development and maintenance activities in Timor-Leste in terms of approaches, planning, implementation, coordination and the establishment of various systems, standards and procedures. The direct government counterpart agency of R4D is the Directorate of Roads, Bridges and Flood Control (DRBFC) in the Ministry of Public Works (MPW). The donor contribution of US\$31.6 million is provided by AusAID and includes funding for capacity building and physical road works. The expected GoTL contribution to R4D is US\$ 20 million and includes allocations for physical road works and staffing inputs.

The development objective of R4D is that *women and men in rural Timor-Leste are deriving social and economic benefits from improved road access*. Its immediate objective is that GoTL is more effectively planning, budgeting and managing rural road works, using labour based methods as appropriate. These objectives will be pursued by a combined strategy of direct investments in road works and supporting the GoTL to plan, budget and manage rural road works. Support to the GoTL will consist of policy dialogue, technical advice and capacity development.

Based on the AusAID contribution and the expected GoTL investment, it is estimated that by the end of four years:

- 450 km of roads will have been rehabilitated
- 700 km of roads will be subject to periodic maintenance
- 1,150 km placed under routine maintenance.

R4D's staff and management structure is embedded in DRBFC. DRBFC is in the process of creating functionalities within its Directorate for the planning, contracting and implementation of investments in rural road works. Pending the establishment of these functionalities, ILO Technical Assistance support to R4D for the development of DRBFC's capacities is delivered within the existing DRBFC structure.

R4D Strategy

Combining Capacity Building with the Delivery of Capital Investments in Rural Road Works



The core strategy of R4D entails a capacity development component combined with capital investments in rural roads works. R4D has adopted a staged capacity development model, whereby gradually, over time the institutional capacity of partners will be developed, including skills training of concerned MPW staff. In parallel, the delivery of capital investments in rural road works by R4D – implemented with support from the ILO TA team – aims to demonstrate to key Government decision makers the evolving capacity of the Ministry of Public Works, and the feasibility, appropriateness and delivery quality of the application of local resource-based work methods. Through this approach R4D aims to advocate to the Government of Timor-Leste of the rationale of channelling capital investments for rural road works through the Ministry of Public works.

Building Capacity of Local Civil Works Contractors

Local Civil Works contractors play a crucial role in the implementation of rural road works. R4D's strategy includes the development of capacities of local contractors that are required to deliver investments in rural roads. Capacity building activities include pre-bid training, technical training and managerial training of contractors and their staff. In addition R4D will provide extensive mentoring, coaching and on-the-job training to contractors during the execution of the works. Capacity building of contractors regarding compliance to social and environmental safeguards and community engagement are also part of the capacity building activities. Key partners in the delivery of the contractors' training are the ILO implemented projects "Enhancing Rural Access" (ERA) which is implementing technical training for contractors, and "Business Opportunities and Support Services" (BOSS) which provides training to the private sector in general business management and facilitating business match-making in the country.

Developing and Institutionalizing Supporting Systems

For resource mobilization, prioritization, planning, designing, tendering, implementation, quality control and monitoring of investments in rural roads, the availability and application of effective supporting systems is a prerequisite. The R4D ILO TA team provides support to the Ministry of Public Works in particular, and other concerned Government agencies and project in general, in developing, testing and institutionalizing these systems. In addition, comprehensive environmental safeguards and social safeguards frameworks are being developed and introduced, and bio-engineering designs are included in the rural road works.

Mainstreaming R4D's approach

R4D, being designed as the leading rural roads development program in Timor-Leste, plays a key role in advocating for the application and institutionalization of labour-based and light equipment-supported approaches and systems for the construction, rehabilitation and maintenance of rural roads. Timor-Leste is currently in the process of implementing its decentralization policy and R4D aims at aligning its upstream activities with this decentralization process. Advocacy activities already include advisory services with regards to the delineation of roles and responsibilities of the various Government agencies in the planning, budgeting, procurement and implementation of investments in rural road works. Apart from MPW, other stakeholders targeted under R4D's advocacy and mainstreaming activities include the Ministry of State Administration and Territorial Management MSATM, the Secretary of State for Vocational Training and Employment (SEPFPOE), the Secretary of State for the Promotion of Equality, the Directorate of Environment of the Ministry of Commerce, Industries and Environment, the Ministry of Finance, the Inter-Ministerial Commission for Rural Development, the World Bank, the Asian Development Bank and the European Union.

Current Status of R4D's Progress

As of 31st January 2013 12 out of the 13 international ILO TA staff positions were filled. These include specialists for Capacity Building, Engineering, Gender & Community development, M&E and Knowledge Management and Management Information Systems (including GIS). 15 national support staff functions were also filled and 6 Timorese Community Development Officers (CDOs) were recruited to support community engagement processes. 12 Timorese Training Engineers are currently being recruited to provide training and implementation support in the supervision of the works. An agreement with MPW is currently being prepared regarding the recruitment of 17 additional MPW staff to support the Ministry's work in planning and delivering investments in rural roads (both at central and local level). MPW has already agreed to assign 12 of its current Supervisors for R4D works. R4D has also provided substantial support in the establishment of functional offices facilities at central and local level and the procurement of vehicles and motorbikes

Other major achievements of R4D to-date include the following:

- Institutional Capacity Development and Support:
 - ♦ Proposal for re-structuring MPW
 - ♦ Proposal for MPW staffing arrangements for 2013 for R4D



- ♦ Proposal for investments in Rural Roads under MPS's 5-Year Action Plan
- ♦ Assessments of MPW supervisors and database engineers
- ♦ A working draft of a proposed Capacity Development Model and Plan
- ♦ Training of 22 MPW Supervisors (212 training-days) and 5 MPW Regional Engineers
- ♦ Training of 77 contractors on the preparation of bids
- System Development for MPW:
 - ♦ Systems, formats and standards for pre-qualification, bidding (following the FIDIC Short Form of Contract) and bid evaluation for the implementation of rural road works through local civil works contractors
 - ♦ Engineering specifications and standards for the design and cost-estimation of works, following labour-based work methods
 - ♦ Operational Environmental Safeguards Framework
 - ♦ On-going work on the preparation of a Social Safeguards Framework



- Physical Works Implementation:

- ◆ Identification, prioritization and selection of 13 road links covering 105 kilometres of rural roads for rehabilitation in 7 districts (this was done in close consultation with MPW and the District Authorities)
- ◆ Completion of designs (including bio-engineers), Bills of Quantities (BoQ) and cost-estimates for all 105 kilometres of selected roads and packaging of the works for tendering of 46 contract packages
- ◆ Pre-qualification of 135 contractors, and launching of the tenders for all 46 contract packages (bid evaluation is starting in February 2013 and the implementation of the works is scheduled from mid-April 2013 onwards – for a period of 6 months)
- ◆ Identification, prioritization, selection and surveying of 60 kilometres of rural roads
- ◆ Conducted 23 community meetings in which 1,372 community members participated (922 men and 450 women)

- Engagement with Stakeholders and Coordination

- ◆ Established working relationships with key MPW staff and central and regional level and facilitated/organized a series of meetings (including Technical Working Group meetings) and workshops for/with MPW staff
- ◆ Established contacts and working relations with key stakeholders involved in rural road development (Government agencies, donors, projects)
- ◆ Started coordination with SEPOPE regarding the planning of rural road works.

- Monitoring and Evaluation

- ◆ Developed Capacity Development Matrix capturing relevant processes and skills, allowing for measuring R4D's progress in terms of capacity development of MPW
- ◆ Prepared Results Framework and M&E Framework
- ◆ Started with the preparation of the M&E plan.

