

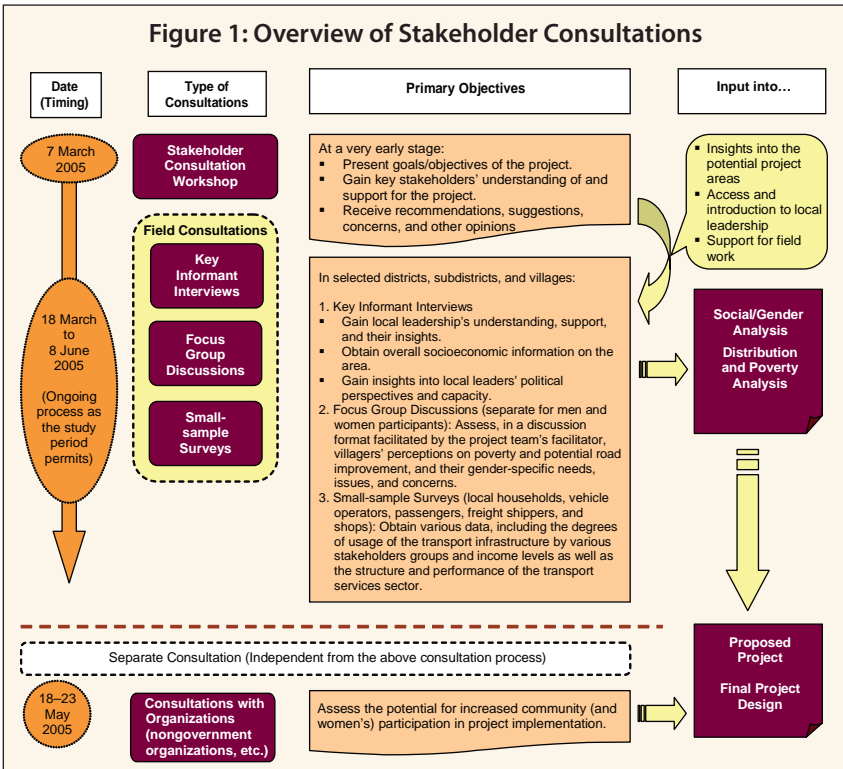
Stakeholder Consultations and Data Collection for the Project

Reliable data collection, through extensive stakeholder consultations, is a key ingredient of the social analysis and the distribution and poverty analysis (DPA) of the Timor-Leste Road Sector Improvement Project. Insights obtained through the consultations and related analyses have been incorporated in the form of participation strategies and interventions. They address poverty and social/gender issues to increase the share of anticipated project benefits that will accrue to the poor, women, and other socially vulnerable groups.

The feasibility study team identified a broad range of stakeholder groups, and consulted more than 650 individuals during the project design (Figure 1).

A. Kickoff Stakeholder Consultation Workshop

The first consultation workshop, The Future of Timor-Leste's Road Sector, was held at the ADB-World Bank Conference Room with more than 50 participants from departments of the Government of Timor-Leste, international development agencies, such as the Japan International Cooperation Agency, and local and international NGOs. The workshop was well received. It helped the participants understand the project and the methods the team proposed to design the project, especially on how the



stakeholders would participate in project design. Topics in the workshop included: (i) project goals and general approach, (ii) prioritizing road investments, (iii) Commercial Management and Financing Roads, (iv) Social and Poverty Analyses, and (v) environmental analysis.

The kickoff stakeholder consultation workshop was critical because various stakeholder groups' support was needed from the beginning of project design. The workshop also served as an important source of information and insights—along with key informant interviews, focus group discussions, and surveys—used later for the social analysis and DPA, and final project design.

B. Field Consultations

The study team worked with the local populations in Ainaro, Baucau, Bobonaro, Cova Lima, Ermera, Manatuto, Manufahi, and Viqueque Districts between 18 March and 8 June 2005 to assess their needs, demands, and willingness to support the proposed project, and their socioeconomic status and absorptive capacity (Box 7; and Chapter III, Section B.). The consultations included:

- 10 key informant interviews of district and village (suco) leaders, and other prominent people in the villages;
- 11 focus group discussions, five of which were for women only; overall, the focus groups had seven participants on the average; and
- small-sample surveys of local households, the local population, passengers, vehicle operators, freight shippers, and shops (around 500 sample responses of which about 30% were female respondents).

Due to time and resource constraints on the design stage, conducting extensive fieldwork in every district of Timor-Leste was not undertaken. Therefore, the team focused its fieldwork in areas around the roads that were most likely to be improved under the first year of the program. Specific methods for selecting the above-mentioned eight districts for extensive fieldwork are in Section E.1.

Box 7: Creating Dialogue, Strengthening Communities

In all the villages where the study was conducted, many people expressed their desire to participate in the program.

In this case, the design of studies and project elements that create open dialogue between the project team and local communities reinforces the project's benefits to communities. Because of community strengthening, the level of engagement is likely to be much higher and the results and benefits, more sustainable.

By recognizing the importance of community support in developing and maintaining such projects, this project was successful in engaging the poor men and women, despite budget and time constraints.

1. Key Informant Interviews

Key informant interviews are semi-structured interviews where a study team member discusses issues relevant to the proposed project.

Prior to visiting villages and markets for interviews and surveys, the team conducted key information interviews with district and deputy administrators and/or development officers to collect basic socioeconomic information on the district.⁷ By engaging the potential beneficiaries, the team discovered whether informants supported or opposed the project and their concerns about it. In addition, the team observed directly the extent of poverty in the area, which helped justify the estimates of the number of poor and very poor beneficiaries.⁸ The interviews also showed the relative importance of beneficiaries' other concerns and how improving the roads are as important as improving other needed public works and services. Lastly, they provided useful insights into basic infrastructure programs being carried out at the community level.

As leadership in Timor-Leste is overwhelmingly male, the study team was unable to meet with any female leaders for key informant interviews. Nevertheless, the key informant interviews obtained a representative picture of the area likely to be affected by the first year of the project as well as the 10-year indicative road development plan.



2. Focus Group Discussions

Focus group discussions involve interviewing on an informal and low-key basis a group of village residents to gather their views about and expectations of the positive and negative effects of a proposed project in their daily

⁷ The study team often held one-on-one interviews with the district or village leader, *suco* chief, village elder, school teacher, or other key person responsible for or knowledgeable about the local community. The information gathered included population; number of households and average household size; ethnic distribution; availability of public transport, schools, electricity, and running water, average distance to health facilities and schools; access to economic centers; major economic activities and income sources; average income; and the educational status of the population.

⁸ In the study, the "very poor" were defined as "those who suffered food insecurity for 1 month or more during the past 12 months." Detailed definitions are in Section A of Chapter III and in Appendix 3.

lives and those of their families and the other villagers. This type of consultation allows the group to interact, allowing more insights than the one-on-one key informant interviews or the responses to the structured short surveys.

Following the key informant interviews, the study team conducted separate focus group discussions with women and men in selected villages to assess the villagers' perceptions on poverty, basic poverty profiles, and the potential impact of road improvements on the economic and social development of the villages.



By separating the men from the women in the focus groups, the team also obtained information on gender-specific issues and concerns (Table 1). To encourage the different gender groups to express their views openly, a female and male study team member facilitated and recorded their respective gender group discussions. Although most of the women were very eager to express their views, and lively discussions took place during the women's focus group discussions, completely isolating women from men turned out to be rather difficult.

In total, the study team conducted 11 focus group discussions, six for men and five for women. Each discussion consisted of 3–10 persons and lasted from 1–1.5 hours. Despite the constraints to the focus group discussions (Box 8), the team received overwhelmingly positive and willing responses from the villagers, regardless of gender. Roads were considered among the main issues of concern for the villagers, and road improvement was perceived as very important to improve the quality of their daily living. Virtually all respondents expressed their strong desire to participate in the construction as wage laborers, and their willingness to carry out community-level maintenance activities for compensation.

3. Small-Sample Surveys

The study team carried out small-sample surveys on the local population, vehicle operators, passengers, freight shipper/s, and shops, including detailed household interviews. Except for the freight shipper

Table 1: Villagers' Focus Group Discussions by Sex

Rank	Village Chief	Men's Focus Group (9 participants)	Women's Focus Group (10 participants)
1	Lack of water supply	Lack of water supply	Lack of water supply
2	Unemployment among young villagers and the lack of income-generating opportunities	Shortage of classrooms in the primary school	Lack of healthcare facilities in the village
3	Lack of healthcare facilities in the village	Lack of healthcare facilities in the village	–
4	Poor condition of roads, including feeder roads leading to some of the aldeias	Poor condition of roads, including those feeder roads leading to some of the aldeias	–
5	Shortage of classrooms in the primary school	–	–
6	Lack of power/electricity	–	–

aldeia = hamlet, – = not applicable.

Box 8: Constraints to the Focus Group Discussions

A preferred venue for a focus group discussion is a sufficiently sized, closed room for each group. In the case of the project, with the hot weather and lack of electricity, people preferred to gather outdoors. This made it very difficult to keep onlookers away despite the study team's efforts.

Given the time allocated for the study, it was not possible to give villagers sufficient notice before the discussions took place. Traveling to remote villages in Timor-Leste is very time-consuming and can be very difficult due to extremely poor road conditions. In an environment without conventional communication methods, such as telephones, it was impossible to inform the selected villages about the team's planned visit before their arrival. This meant that the focus groups were gathered on very short notice, often just a day after the team's meeting with the village leaders. It also meant that the discussions were held in whatever gathering area was available.

surveys,⁹ they were conducted at various sites, including marketplaces, along the candidate roads to be improved.

The passenger and local population surveys showed how the poor and very poor use the roads, which is a critical parameter to DPA.¹⁰ The vehicle operator survey provided information on the structure and performance of the transportation services markets. This information was critical to estimating the benefits accruing to different stakeholder groups from the proposed project in the DPA. Both the detailed household survey and the local population survey collected basic socioeconomic information on local households. However, compared to the local population survey, the detailed household survey was designed mainly for the social analysis to obtain more detailed information on household income sources, expenditure items, and household living status; as well as individual perspectives on poverty, gender roles, and other concerns. The detailed household survey included questions regarding household gender roles similar to the focus group discussions and key informant interviews to crosscheck the reliability of the information obtained from anonymous interviews.

Of the total sample of 500 individuals surveyed, a little over 30% comprised women. This may not appear to provide proportional representation for female stakeholders. Several factors, taken together, help explain the smaller percentage of female respondents (Box 9).

Overall, each surveyed group provided information critical to the social analysis and DPA (Section E), and recommendations for the best complementary actions and mitigation measures. The surveys gathered a wide range of information, including income levels to assess poverty incidence.¹¹ Moreover, the survey responses, collectively reinforced the method used to estimate the number of project beneficiaries, including the number of poor and very poor.

⁹ Since the freight shipping sector is very underdeveloped in Timor-Leste, and virtually no freight shippers are outside the capital, Dili, all the freight shipper surveys were conducted in Dili.

¹⁰ For example, the passenger and local population surveys collected information on how difficult it is for the poor and very poor to access schools and hospitals; and how people believe an improved road would affect them.

¹¹ For example, the surveys assessed people's awareness of HIV/AIDS and long-distance drivers' behavior when staying away from home overnight. This allowed the study team to assess potential health risks from the road improvements.

Box 9: Constraints to Female Representation in the Small-sample Surveys

While female respondents represented the majority of the shop survey, almost half of the detailed household survey, and nearly 40% of all respondents for the local population and the passenger surveys, only one female driver was found for the vehicle operator survey. As is the case in many other countries, men dominate the transport service sector in Timor-Leste.

To conduct interviews, the team employed local people in Dili and trained them to be surveyors. However, because the fieldwork required difficult travel to remote villages with less-than-minimum facilities available, the majority of the surveyors the team was able to hire were men who were comfortable with such travel conditions.

Passenger interviews had to be conducted in marketplaces, which also serve as public transport terminals in Timor-Leste. However, conducting interviews in these places always attracted many curious onlookers, particularly men, who surrounded the surveyors and respondents. This led more women than men to refuse to respond to the surveys, perhaps because they felt shy or were embarrassed by the stares of onlookers and possibly feelings of discomfort with male interviewers.

When the surveyors visited local households for the local population survey and the detailed household survey, both the head of the household (more often a man) and his wife were often present in the house. On these occasions, the head of the household would most likely become the respondent, while his wife watched the interview.

C. Consultations with Organizations

During ADB's fact-finding mission in May 2005, the ADB staff and feasibility study team met with a number of local and international NGOs; the Ministry of Agriculture, Forestry and Fisheries; and Timor-Leste consulting firms and civil works contractors (Table 2). The main purpose of these consultations was to identify and assess, in the specific context of Timor-Leste, the (i) advantages and disadvantages of community-based, labor-intensive road rehabilitation and maintenance of roads, (ii) appropriate modalities to increase women's participation in the proposed project in a culturally sensitive and acceptable manner, (iii) methods of addressing the issue of HIV/AIDS¹² and socially transmitted diseases, and (iv) capacity of Timor-Leste's NGOs to carry out the project's community-

Table 2: Organizations Consulted by the Project Team

Name	Type of Organization
Association HAK (Association for Law, Human Rights, and Justice)	Timor-Leste nongovernment organization (NGO)
CARE International	International NGO
Caritas	International NGO
Carya Timor-Leste	Timor-Leste civil works contractor
Kai Watu Kmanek (KWK)-Consultant	Timor-Leste consulting firm
Lao Hamutuk	Timor-Leste NGO
Ministry of Agriculture, Forestry, and Fisheries	Government of Timor-Leste
NGO Forum Timor-Leste	Umbrella organization for Timor-Leste NGOs
Oxfam Australia	International NGO
P.T. Gunung Kijiang	Timor-Leste civil works contractor
Rede Feto Timor-Leste	Umbrella organization for Timor-Leste NGOs working on women's issues

empowerment initiative (details of this component are in Chapter IV, Section B.5; and Appendix 1).

The Ministry of Agriculture, Forestry, and Fisheries carries out, under the World Bank's Agricultural Rehabilitation Project,¹³ community-based feeder road rehabilitation activities. Considering the possibility of applying a similar approach to a pilot area of the proposed project, the project team met with the Ministry's irrigation advisor to assess the actual procedures and past performance in implementing such projects, and the problems encountered.

The local and international NGOs met by the project team worked extensively in the areas of community empowerment and rural development. The meetings were held to obtain feedback on a range of issues, including the capacity of Timor-Leste NGOs to appropriately address HIV/AIDS and sexually transmitted infection (STI) issues in the cultural context of Timor-Leste, and modalities to promote participation of women, the poor, and other vulnerable groups during project implementation.

¹² HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome.

¹³ World Bank. 2003. *Third Agricultural Rehabilitation Project*. Timor-Leste.

The project team met with two civil works contractors and one consulting firm who have been working on similar construction projects in Timor-Leste using local laborers to assess the practicality of placing gender-inclusive modalities in the project design, and addressing HIV/AIDS and STI issues with construction workers. The team learned about their hiring practices, views on how realistic it is to include employment quota requirements for women and the poor, and how they feel about culturally sensitive issues such as HIV/AIDS and STIs and how they should be addressed.

The feedback received from the consultations with organizations was reflected throughout the design of the proposed project.

D. Integrating Women in Stakeholder Consultations—Practical Applications

Throughout the stakeholder consultation process, the study team undertook a number of initiatives to ensure integration of women, particularly in the field consultations, such as holding women-only focus group discussions (Section B.2), and employing female interviewers/surveyors for the small-sample surveys (Section B.3). These enabled women to express their concerns and perspectives freely. Despite the obstacles, the approaches to integrate women in stakeholder consultations were successfully implemented (Table 3).

E. Data Collection for Social Analysis and Distribution and Poverty Analysis

Well-targeted fieldwork and primary data collection make the social analysis and DPA more useful for project assessment and developing the best policy recommendations. The feasibility study team collected extensive primary data for the social analysis and DPA as part of the field consultations (Section B). On the other hand, the study team also relied on secondary data in ranking the districts to select survey locations.

Table 3: Integrating Women in Stakeholder Consultations in Timor-Leste

Approach	Primary Obstacle/s	Application
Include both men and women in same population for assessment.	None. Although the study team's timeframe did not allow scheduling the survey at any specific season of the year, the team did not face any particular difficulty finding both women and men for interviews. This can be partially due to the lack of employment opportunities in Timor-Leste.	Successfully applied.
Schedule interviews taking into account men's and women's different work schedules. For example, do not schedule a village meeting when women are usually preparing meals.		
Use both male and female interviewers.	Difficult traveling conditions to remote areas away from Dili and their homes impeded the participation of some women.	Relatively successfully applied. However, there were less female interviewers than male interviewers.
When culturally appropriate, interview men and women separately, as men and women may not always speak freely in front of each other.	<ul style="list-style-type: none"> • Lack of venues or space constraints, • Time constraints for preparation, • Cultural sensitivity, and • No power to enforce separating women from men 	Relatively successfully applied.
Conduct mixed-sex focus groups in addition to focus groups with male or female participants only.	<ul style="list-style-type: none"> • Lack of venues or space constraints. • Time constraints for preparation. 	

1. Selecting Survey Locations—Ranking Districts Using Secondary Data

In determining the survey locations, the feasibility study team considered the data obtained from initial interviews and field observations in addition to secondary data, because detailed secondary data at the district or lower administrative levels in Timor-Leste are limited and thus unlikely to depict conditions in 2005.¹⁴ Nevertheless, the analysts identified poverty incidence, used the *Suco* Development Index, strategic crop production,

¹⁴ The Government of Timor-Leste conducted a census in 2004. Although the data were being processed in 2005, the team was able to use the preliminary results of the census.

and primary crop production as indicators to determine the candidate districts in which the team would then conduct detailed social/poverty surveys. The indicators are briefly described in Appendix 2.

Each indicator was indexed and assigned a weight to come up with a total ranking. Based on the indicators, the analysts identified Bobonaro, Dili, Ermera, Baucau, and Viqueque Districts as the highest priority districts. Among them, Dili District was excluded because (i) the district is considerably smaller than the other districts and its road network is in relatively good condition, and (ii) the road network that goes through Dili District will certainly be maintained for Dili to function as Timor-Leste's national capital. Thus, the study team's primary social and poverty surveys were conducted focusing on, but not limited to, the (i) four top-priority districts selected for their social and poverty context (Bobonaro, Ermera, Baucau, and Viqueque); and (ii) three districts where the highest-priority roads determined by the preliminary economic analysis are located (Ainaro, Cova Lima, and Manufahi). The first four districts are among the most underdeveloped and/or those that suffer the most severe food insecurity, and the latter three districts are those with the highest Suco Development Index and least food insecurity. Therefore, conducting surveys in these seven districts provided a balanced sample to determine the representative social and economic conditions of Timor-Leste.

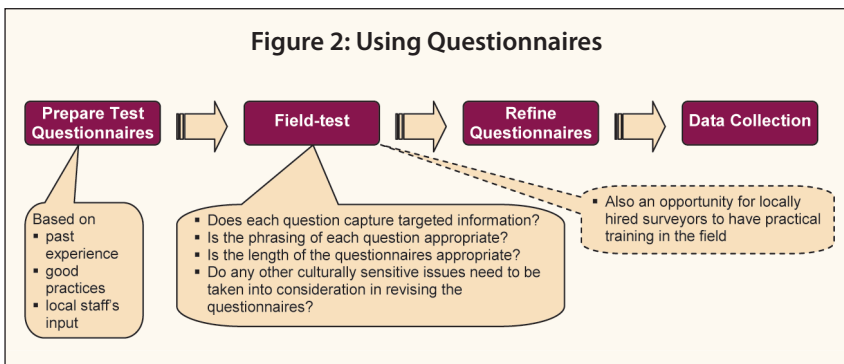
2. Collecting Primary Data

The team integrated the data collection efforts for the social analysis and the DPA to the extent possible, including the field consultations (Section B).

3. Field-Testing and Refining Questionnaires

Although field-testing of questionnaires is time-consuming, it is an important step prior to actual data collection. While the study team had extensive experience in conducting socioeconomic surveys in many developing countries, determining whether each question will capture the targeted piece of information in a desired manner is not possible until it is actually answered by the targeted population. The field-testing also makes it possible to see whether the length of each questionnaire is appropriate for the specific interview environment and people's willingness to take time

to answer questions. Because of the country-specific context, including the language, culture, and education levels, what works well in one country does not necessarily work in another country. Field-testing of the questionnaires in Bobonaro proved that the way some questions were asked in another country would not be suitable in the context of Timor-Leste. In addition to providing the opportunity to refine the questionnaires and to phrase each question appropriately, field-testing also gives the locally employed surveyors practical training in conducting interviews. The questionnaires were field-tested in Bobonaro District in early March 2005, and refined as appropriate (Figure 2).



Among the most important questions are those that would allow the team to determine poverty incidence, which is essential to DPA and assessing vulnerable groups for the social analysis. The study team was not sure about the types of questions that would be most successful in collecting the largest number of responses with useable quality data. Based on past experience, good practices, and input from the team's local staff, the team prepared a test questionnaire asking to assess the people's incomes, expenditures, and food security: (i) income of each household member; (ii) expenditure on various items; (iii) percent of total household food consumption satisfied with household agricultural production; and (iv) number of months during the last 12 months, if any, during which people in the household did not have sufficient food.

Separate from the questionnaires that included these questions, the team prepared another set of questionnaires to assess the poverty incidence by attempting to estimate people's caloric intake. Based on the results of the field test and the study team's field observations, it was difficult for

people to provide any reasonable figures on their incomes or expenditures (Box 10). Thus, the team decided to allow more flexibility in the income and expenditure questions to obtain responses as accurately as possible given the way in which people are able to respond to questions. The caloric intake questions were dropped because people did not have a good sense of kilograms or could not approximate their households' consumption for the past 7 days.

Instead of asking people to provide the monthly or annual income and expenditure of each of their household members, the local surveyors first asked the total household monthly or annual income.¹⁵ These data on income and expenditures, together with answers obtained from questions on the percentage of total household consumption satisfied with household agricultural production and the number of months with food insecurity, were used as the base to determine poverty incidence (Chapter III, Section A).

Box 10: Why is Self-estimating Income Difficult?

A large number of the local population's inability to provide better estimates of income or expenditures is because they are subsistence or near-subsistence farmers without any regular cash incomes or expenditures. Farmers' incomes vary greatly from one season to another, depending on the crops produced and the weather. People appear to spend what they have without much consideration for next year or the coming months. Many farmers interviewed coped with the shortage of food and/or income by selling what they had, if there is any, when their needs arose on an irregular basis. It appeared that the seasonality of harvests, the irregularity of their sales, and unplanned spending make it difficult for the farmers, who have no or very little education, to calculate and provide information on their approximate monthly or annual incomes or expenditures.

¹⁵ When people were unable to provide the total amount, they were asked to list any income they had acquired and/or expenditures they had made during the last year or month, including the period and frequency. These included some odd items such as "selling a goat for ___ dollars perhaps once in 3 or 4 months", "coffee sales of ___ dollars once a year", and "\$2–3 every time I go to the market, which is about once a week". Based on this type of information, the team calculated people's average household income per month.