



LABOUR-BASED PUBLIC WORKS PROJECT (LBPWP)



Independent End-Term Evaluation

Project Title:	Labour-Based Public Works Project
TC Symbol:	LIR/09/01/LIR
Project Code:	M.250.09.131.136
Geographical Coverage:	Liberia (River Gee & Maryland Counties)
Initial Project Duration:	Three (3) Years-30th January 2009-30th January 2012
Revised Project Duration:	About Six (6) Years-30th January 2009-31st December 2014
Initial Budget:	US\$ 3,618,997
Revised Budget:	US\$ 4,732,702
Donor:	African Development Bank (AfDB)
Administrative Office:	ILO CO. Abuja
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LIST OF ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
AfT	Agenda for Transformation
AIDP	Agriculture and Infrastructure Development Project-
ASRP	Agriculture Sector Rehabilitation Project
CO	Country Office
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DWA	Decent Work Agenda
DWCP	Decent Work Country Program
EIA	Employment-Intensive Approach
EIIP	Employment Intensive Investment Programme
EU	European Union
FOO	Finance Operations Officer
GDP	Gross Domestic Product
GOL	Government of Liberia
ILO	International Labour Organization
i-PRS	Interim Poverty Reduction Strategy
Kms	kilometres
LACE	Liberian Agency for Community Empowerment
LBPWP	Labour-Based Public Works Project
LEAP	Liberia Employment Action Programme
LEEP	Liberia Emergency Employment Programme
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MPW	Ministry of Public Works
PREDEC	Poverty Reduction through Decent Employment Creation
ROAF	Regional Office for Africa
TORs	Terms of reference
TREE	Training for Rural Economic Empowerment-
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
URIRP	Urban and Rural Infrastructure Rehabilitation Project
US\$	United States Dollar

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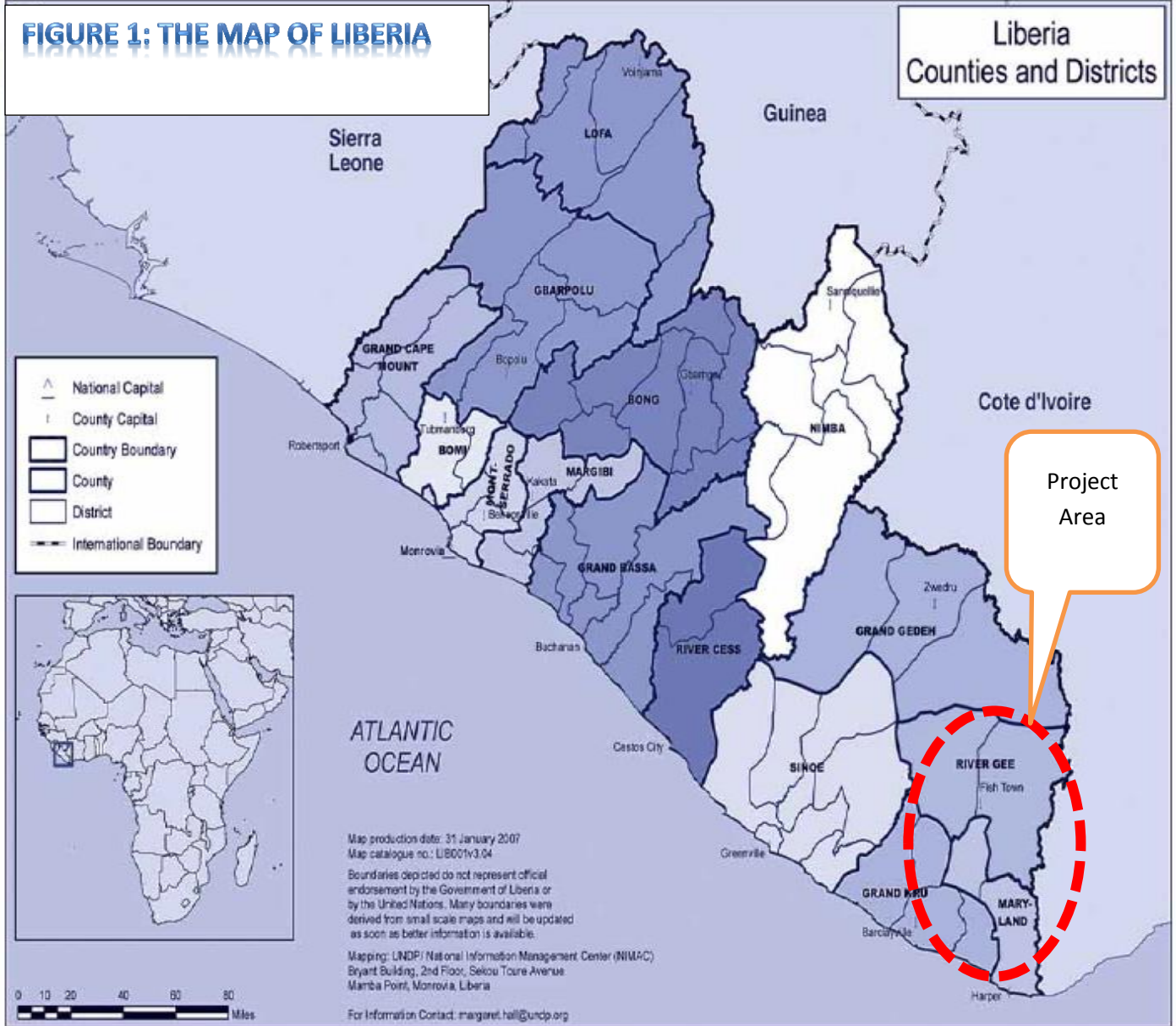
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FIGURE 1: THE MAP OF LIBERIA

Liberia
Counties and Districts



EXECUTIVE SUMMARY

1.0 INTRODUCTION

1.1 Project Background and Context

The two Liberian civil wars of 1989-1996 and 1999-2003 greatly undermined national human development and caused serious destruction to the country's infrastructure including roads, schools, hospitals, and water and electricity supply facilities. As stated in the Liberian Poverty Reduction Strategy-PRS (July 2008), "weak infrastructure undermines income earning opportunities, limits access to health and education facilities, raises the price of goods and services, and weakens food security".

Despite the unfortunate devastation of the country's socio-economic infrastructure by the civil wars, the Liberian people have, and continue to be committed towards re-building their country so as to ensure rapid, inclusive and sustainable growth and development by January 2009, the new Liberian Government had made significant progress in restoring some basic services and infrastructure and in creating mechanisms towards promoting human rights, good governance, public reforms, economic growth and development. Notwithstanding the Government's effort, the country was still handicapped by way of limited institutional and technical capacity as well as lack of resources and equipment for effective implementation of development programmes and national reconstruction.

In the PRS, the Government of Liberia (GOL) identified capacity building as a priority area for action. More specifically, the PRS proposed labour-based rehabilitation of infrastructure as one of the major means towards rebuilding the destroyed infrastructure and at the same time creation of jobs in the context of the very high unemployment rate that existed in the country. As with most institutions in Liberia, the capacity and ability of the Ministry of Public Works (MPW) to perform its mandated functions had also been seriously weakened and the organization was faced with challenges in designing and overseeing labour-based works. The weak institutional and human resource constraints were further aggravated by lack of adequate logistical equipment. For sustainability of the PRS's proposed labour-based infrastructure rehabilitation initiative, the capacity of MPW needed to be developed.

Moreover, the re-emergence of local construction brought up contractors who lacked the basic equipment and exposure to labour-based works. That development was seen as a constraint especially when viewed against the fact that local communities - who are important agents in terms of fostering local ownership of community asset, had little or no technical skills in constituting and managing the requisite work force. In this respect, there was felt need to re-build the institutional capacity of both the small scale local contractors and community-based maintenance groups.

It was against the above-described background that the "*Labour-Based Public Works Project (LBPWP)*" was initiated by GOL with financial support by the African Development Bank (AfDB) and technical support by the International Labour Organization (ILO).

1.1.1 Goal, Objective and Components of the Overall Project

The **sector goal of the overall or main project** is "*to contribute to the improvement of productive livelihoods and service delivery*". The **specific objective of the project** is "*to rehabilitate socio-economic infrastructure and improve local capacities*" for their long term private sector-based maintenance mainly focusing on the Counties of Maryland and River Gee, though project activities were recently up scaled to cover the neighbouring Grand Kru county.

The main project, including the ILO component 2 on "*Capacity Development for Infrastructure Maintenance*" has three (3) components:

- (i) Component 1: *Rehabilitation of Socio-Economic Infrastructure* – which is further divided into Component

1: *Rehabilitation of Socio-Economic Infrastructure* – which is further divided into two sub components, namely: (a) Rehabilitation of the Fish town-Harper Road; and (b) Rehabilitation of social infrastructure comprising ten (10) schools and health facilities within the counties of River Gee and Maryland. The Liberian Agency for Community Empowerment (LACE) was contracted to lead the implementation of this component;

- (ii) *Component 2: Capacity Development for Infrastructure Maintenance* MPW, small scale local private contractors and community-based road rehabilitation and maintenance groups. As indicated above, the ILO is responsible for the implementation of this component-
- (iii) *Component 3: Project Management* – which is primarily handled by MPW through its Labour-Based Public Works Project Unit.

1.1.2 Scope of ILO's Capacity Development Component of the Project

While the overall project comprised the above three (3) components, the ILO is specifically responsible for the implementation of component 2 on "*Capacity Development for Infrastructure Maintenance*". For the other two (2) components, the ILO plays only an advisory, but not an operational as such. This evaluation is concerned with aspects of component 2 of the project that fall under the responsibilities of the-whose scope of work as per the Aide Memoire of May 2013 is to:

- ✚ To train thirty (30) engineers and technicians of MPW;
- ✚ To train thirty (30) small scale local contractors;
- ✚ To establish and train sixty (60) community maintenance groups;
- ✚ To provide ten (10) sets of labour-based equipment to MPW for private contractors;
- ✚ To provide four (4) sets¹ of labour-based equipment for ILO training;
- ✚ To organise two (2) study tours for MPW staff;
- ✚ To organise two (2) study tours for representatives from small scale local contractors;
- ✚ To organise two (2) study tours for community maintenance groups; and,
- ✚ To support MPW in undertaking demonstration works on labour-based technologies.

1.2 Present Situation of the Overall Project

The project was initially scheduled to run for a period of three (3) years - from 30th January 2009 to 30th January 2012, but the end date was extended to 31st December 2014 through addendum 2 (dated 25th November 2011) of the technical cooperation agreement and subsequent Aide Memoires concerning the project- thereby translating it into a six (6) year initiative. By the time of the Mission, the project had been operational for five (5) years and two (2) months or a total of sixty-two (62) calendar months and has another ten (10) months to go before the end of the revised project period.

1.3 Purpose, Scope and Clients of the Evaluation

This evaluation has been undertaken in accordance with two main provisions: (i) The Cooperation Agreement between AfDB, the ILO and GOL; and (ii) The ILO Evaluation Policy adopted by the Governing Body in November 2005-which requires systematic evaluation of programmes and projects in order to improve quality, accountability and transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

The **overall objective** of evaluation is to analyse progress made towards achieving established outcomes in as far as the ILO's component-namely, "capacity development for infrastructure maintenance" is concerned; to identify lessons learned so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes in the remaining project period.

¹ Specifically 4 Compactors

The ***purpose of the evaluation*** is two-fold: (i) *“To give an independent assessment of project progress to date by, among other things, assessing performance as per the foreseen targets and indicators of achievement”*; and (ii) *“To provide strategic and operational recommendations as well as to highlight lessons learned and relevant approaches towards sustainability of project achievements and results”*.

The Primary clients of the evaluation are GOL-through MPW as beneficiary of the assistance; ILO constituents and country-level stakeholders; and the ILO Office-including Project Staff, the ILO Country Office-Abuja, the ILO ROAF, ILO departments at Headquarter-first and foremost the EMP/INVEST department and the African Development Bank (AfDB) as the financing agency.

2.0 APPROACH AND METHODOLOGY OF EVALUATION

The evaluation approach was participatory while the methodology comprised the following research instruments: (i) literature review key relevant documents; (ii) field interviews key stakeholders-which in total covered a total of thirty-five (35) respondents from a cross section of stakeholders; (iii) independent field level observations by the Mission; and (iv) a stakeholders' de-briefing workshop which was conducted at the end of the field mission on 21st March 2014.

The main challenges encountered by the Mission were (i) the limited time for field work (1 week), the long distance and poor roads to the project areas making it impossible to physically visit the project sites within the time available for field work, and the coincidence of the Evaluation Mission with the AfDB-Supervision Mission which put a lot of pressure on targeted key respondents of MPW. Notwithstanding all these, the Mission was able to gather adequate information to inform the overall evaluation.

3.0 MAIN FINDINGS AND CONCLUSION

Overall, the project has performed quite well in delivering planned outputs. Out of the nine (9) planned outputs, the project has managed to surpass the target of two (2)-i.e. establishment of and capacity building of community road maintenance groups by 3%, and study tours for MPW staff by 100%; fully achieve five (5)-i.e. development of the maintenance operational manual, training of small-scale local contractors, procurement of labour-based equipment for private contractors and delivering them to MPW, organization and facilitation of study tours for representatives of small-scale local contractors and also community roads maintenance groups.

While appreciating that the project still has another ten (10) months to go, the mission observed that two (2) of the planned outputs are yet to be fully achieved-i.e. training of MPW engineers and/or technicians and demonstration works on labour-based methods whose respective achievements at the time of the Mission were 80% and 60% of planned targets.

3.1 Relevance and Strategic Fit

As described earlier, the overall objective of the project and its related activities are fundamentally relevant to the needs of the main target beneficiaries-MPW, small-scale local private contractors and community groups. This conclusion was based on information from (i) Secondary sources and (ii) Primary sources through interviews of wide cross-section of stakeholders whose responses were unanimously in the affirmative. Additionally, the objectives, outputs and activities of the project are also strongly relevant to development aspirations of the GOL-particularly as reflected in the Liberia Rising 2030, the Liberia Agenda for Transformation Strategy, the Liberian PRS, the National Employment Policy and the National Gender. The project's objective and activities are also in line with development aspirations and country-level initiatives ILO, AfDB and other UN and non-UN development agencies.

3.2 Validity of Project Design

The Mission found project design to have been generally logical and coherent based on a number of parameters including:

- (i) *Adequacy and relevance of foundational information base* upon which the project was conceptualized and designed-with some of the sources of information including; the "Employment Strategy for Decent Work in Liberia", "the Liberia Emergency Employment Programme" and "the Liberia Employment Action Programme"-all of 2006; the AfDB-LBPWP Appraisal Report (2007) and "the European Commission Staff Working Document on "Promoting Employment through EU Development Cooperation" (2007);
- (ii) *Extent of stakeholder consultations*-which most respondents indicated were involved in;
- (iii) *Efficacy of the development model adopted and applied*-namely the labour-based or employment-intensive approach- which has indeed proven to be quite appropriate; (iv) *adequacy of intervention-mix and causality of outputs/outcomes with objective*-which among other things, entailed *mobilization and sensitization of local stakeholders including community groups; development of training manual; training*

and study tours and provision of construction equipment to small-scale local private contractors on a hire-purchase basis (non-subsidized)

- (iv) *Gender equity and mainstreaming strategy*-albeit the result that fewer women than men have benefited from the project because of the male-dominated nature of road construction and maintenance activities; and
- (v) *Realism of project time line*-which according to some key respondents was reasonably adequate from the point of view of full delivery of planned outputs, but not necessarily from the point of view of resulting in significant and widespread impact.

3.3 Project Progress and Effectiveness

Overall, the project has performed quite well in terms of planned output as indicated below:

- ✚ ***Development of Maintenance Operations or Management Manual:*** This output had been fully delivered (printed) by October 2009. The Manual-which an overwhelming majority of respondents indicated was very helpful, has since been distributed to a wide cross section of stakeholders and the project team plans to reprint and distribute more copies in accordance with demand;
- ✚ ***Training of MPW Engineers & Technicians:*** In this respect, the project targeted training a total of thirty (30) MPW engineers and/or technicians. While acknowledging that the project has still another 10 months to go, the mission observed that the project had so far achieved 80% of the target having trained 24 out of the planned 30 beneficiaries-primarily comprising MPW engineers and/or technicians. The MPW has recently provided the list of the remaining 6 engineers and technicians to be trained, targeting the South Eastern Counties. Further, the project team, in collaboration with relevant MPW staff, is also exploring the possibility of sending engineers and/or technician trainees to other regions of Africa for exposure and training in "cold emulsion bitumen surfacing" technology.
- ✚ ***Training of Small-Scale Local Contractors:*** The project targeted training a total of 30 small-scale local contractors-which by the time of the Mission had been fully (100%) achieved. An overwhelming majority of contractor-trainees interviewed during field work indicated that the mixture of class-room and demonstrational training was appropriate-though the majority preferred more of the latter form of training. However, out of those so far trained, women-owned and/or operated construction firms comprised only 3 firms, or just 10%. In this respect, the Mission observed that while the project team has consistently encouraged women contractors to come forward for training and application for road rehabilitation bids, this rather disproportionate outcome against women has primarily been as a result of the relatively low number of women-owned and/or managed construction enterprises in the country compared to those owned and/or managed by men.
- ✚ ***Establishment and training of Community Roads Maintenance Groups:*** While the target was to establish sixty (60) community roads maintenance groups by the end of the project period, a total of sixty-two (62) such groups, each comprising 10 members and under a total of nine (9) management teams, had been mobilized and established by the time of the Mission-thereby surpassing the target by approximately 3%. The established community groups have also received training. These groups are currently being prepared and allocated a five-kilometre portion of a road for routine maintenance beginning 2014 following completion of the demonstration works contracts-which is expected to commence by the end of March 2014. With each of the 62 community groups comprising an average of 10) members, the project's outreach is in the order of 620 individual beneficiaries. Of this total, women members comprise 392 or about 63% of the total number of individual beneficiaries so far reached by the project as part of this intervention.
- ✚ ***Organization and Facilitation of Study Tours:*** To this end, the project performed very well having successfully organized and facilitated the following study tours:

- *Four (4) for the MPW members of staff to Turin in Italy (2 people), Ghana (3 people), Uganda (3 people) and more recently to Cameroon (4 people)-thereby surpassing planned project target of two (2) by an impressive 100%;*
- *Two (2) for representatives of small-scale local contractors one to Ghana (6 people) and the other to Cameroon (2 people)-which means the project has attained 100% achievement of planned project target;*
- *Two (2) for representatives of community roads maintenance groups to Monrovia (18 people) and to Cameroon (2 people)-thereby attaining 100% achievement of planned project target.*

✚ **Demonstration Works for Labour-Based Methods:** While this is implemented by MPW and not directly implemented by the ILO-whose role is only technical assistance in the form of advisory support, the plan was to carry out demonstration works on labour-based methods on a total stretch covering 66 KMs. While activities to this effect are on-going, the project has only been able to demonstrate over a stretch of about 39.6 KMs or about 60% of target. The commencement of gravelling works is currently outstanding partly due to the delay of MPW in responding to the package of re-gravelling that was sent to them by the ILO team way back in December 2013. The project team is however confident that they will be able to deliver fully on this output by October 2014.

✚ **Procurement of Labour-based Equipment:** In this regard, the equipment that were supposed to be procured by the ILO and handed over to MPW for on-ward distribution to small scale local contractors on a "hire-purchase" basis comprised 10 sets of equipment with each set consisting of one (1) tractor, two (2) trailers and one (1) roller. Of the total sets of equipment planned for procurement, four (4) were to be used for demonstration/training purposes while the rest six (6) were to be distributed to private contractors. While the ILO project team had attained 100% achievement on this output having delivered the equipment way back in September 2012 (about 18 months ago), the biggest problem is that MPW is yet to distribute them to private contractors and the demonstration project sites as was planned in the project design.

3.4 Effectiveness of Project Management Arrangements

The project is managed by a small ILO team of eight (8) people comprising five (5) technical staff-the Chief Technical Advisor (CTA), three (3) engineers with one doubling as the National Project Coordinators (NPC) and stationed at the project office in Monrovia, while the other two (2) are stationed in the field (River Gee and Mary Land Counties) , Finance and Operations Officer (FOO), and three (3) members of support staff (specifically drivers with 2 at the project office in Monrovia and 1 in the field to support project engineers).

Management Arrangement: According to ILO project management team and other stakeholder respondents met during field work, the organizational and management arrangement of the project is working quite well and has allowed for effective involvement of all relevant stakeholders, collaboration, regular interaction and sharing of information between the various stakeholders.

Backstopping Functions: The ILO project management team described the administrative backstopping by the Director at the ILO CO. (Abuja) and technical backstopping by the EIIP Senior Infrastructure Experts in the ILO ROAF (Addis Ababa) as having been excellent

Collaboration and Political Support by GOL: While the project team and some other key respondents indicated that the project has been receiving adequate political support, and that collaboration with MPW through the LBPWP Unit has been good, some private contractor observers felt that the unwarranted and long delay in dispatching road construction and/or maintenance equipment to private small-scale contractors as well as project demonstration sites by the MPW as envisaged is now casting doubt on the Government's political will and commitment to project ideals.

Monitoring and Evaluation Functions: Although the project team is collecting and collating and disseminating monitoring and evaluation data and information, the Mission noted the following: (i) That the project did not

have a conventional log frame-which according to some key respondents met during field mission was primarily because of the interventional pre-disposition nature of the project, namely; that it was “emergency response” project intended to bring about “rapid and quick results” given the very poor state of infrastructure, high unemployment and the need to engage the ex-combatants of the previous civil wars in gainful occupation for enhanced social cohesion and peace in the country, and more specifically in the project areas; (ii) That while the indicators of achievement of the project were clearly defined in terms of being specific, measurable, attributable and realistic, they were not “time-bound” within the period before the planned end-date; and (iii) That project baseline data was not provided. However, the observation of the Mission is that these gaps did not adversely affect project management and implementation in any substantive manner.

Knowledge Management and Information Sharing: Notwithstanding the fact that the project team was effectively sharing knowledge and information with other stakeholders through various fora including regular meetings with collaborating implementation partners-especially the LBPW Unit of MPW; training, workshops and seminars, electronic and print media, the Mission observed that record keeping to be rather weak.

Systems for risk Analysis and Assessment: In this context, the Mission observed that while managing risks is critical for effective project management, *the LBPW project did not have in place a proper system for risk analysis and assessment*, and this is perhaps why the delay in distributing contract equipment on the part of MPW as well as in approving demonstration packages were not foreseen.

3.5 Adequacy, Effectiveness and Efficiency of Resource Use

Human resources: With effective administrative and technical backstopping support of the project by the relevant ILO offices, adequate support and collaboration with key stakeholders, the project team felt that the current number of staffing was adequate. Moreover, the mission also observed that the project staff was not only sufficiently qualified, but also committed to project work

Financial Resources: While acknowledging the fact that “money is one thing in life that can never be enough”, the revised project budget amounting to US\$ 4,732,702 has enabled the project to achieve most of its targets and is likely to result in some positive impacts. That notwithstanding, the budget was perceived by some key respondents as having been quite small in light of the apparent huge “needs-gap” in terms of the required capacity building and infrastructural development in Liberia-which according to the ILO study on “*Employment Impact Assessment of Infrastructure Investments in Liberia (July 2011)*”, was in the order of US\$ 336 million per year for the whole country (a figure many respondents felt was too conservative).

Financial Utilization: So far, the project has used approximately US\$ 3.8 million-which translates to about 81% of total budget. With the planned activities for 2014, the project team is of the view that the balance of about 19% is likely to be fully utilized by the end of the project.

Effectiveness of Utilization: A not-too-detailed assessment of project budget and expenditure indicated that between 65 and 70% of the budget has been utilized for direct support to target beneficiaries, e.g. in capacity building through in-country training and study tours, procurement equipment meant for private contractors and demonstrational works, and maintenance of roads among other

Efficiency of Financial use: In this respect, the Mission observed that the project team has consistently applied stringent procurement procedures of goods and services, and in a transparent manner. The project has also applied cost-savings measures e.g. the use of MPW training for the project and use of UNMIL transport systems instead of commercial transport.

Financial Disbursements: While the ILO project staff reported that disbursements of funds from the ILO CO. (Abuja) was quite timely and generally in accordance with team’s work plans, the mission was informed by some private contractor respondents of delays in the disbursement of payments to the contractor on the part of MPW by as much up to 2 months after completion of their contracts. This is causing serious concern and should be addressed as soon as possible

Project's Leveraging on External Resources: In this respect, the Mission observed that the project team had prudently taken advantage of the transport and shipment systems of the United Nations Mission in Liberia (UNMIL) by using them to take equipment to project sites in the field at no cost to the project.

3.6 Impact Orientation & Sustainability

While impact tracer studies have been undertaken, the Mission gathered that the project has good potential for impact and sustainability from the point of view of the observed degree of local ownership of project interventions; and capacity building of MPW Engineers and/or Technicians, small-scale local private contractors and community groups.

Overall, a significant number of respondents including community groups and contractors reported that they were already experiencing impact by way of being able to buy food, take their children to school and access better health services. According to the AfDB Supervision Mission of 10th – 21st March 2014, direct income earning on the part of community members who have been employed in the construction works as well as from income from the purchase of local materials-all estimated at about US\$ 1 million. The Mission also observed that project activities have resulted not only in reduced transport costs, but also financial empowerment and enhanced technical skills in road rehabilitation on the part of local communities in the project area.

However, some key respondents felt that this is likely to be undermined by the inadequate follow-up training, and the long and unwarranted delay in distributing project equipment to eligible and willing small-scale local private contractors on the part of MPW.

3.7 Overall Conclusion

The overall conclusion of the evaluation mission is as follows:

- ✚ That the project's objective and interventions are highly relevant to socio-economic development aspirations of all stakeholders involved;
- ✚ That the project is certainly delivering on skills empowerment, employment creation, income generation and poverty reduction in the project areas-though the full picture is yet to be determined;
- ✚ That the demand for project interventions far exceeds the current capacity of the project and additional time and resources are needed;
- ✚ That the project has the potential for impact and sustainability but further capacity building and more effective and broader institutionalization of the labour-based technology for constructing and maintaining roads within the structure of local communities as well as within government policies, work plans and budgets is urgently needed;
- ✚ That the continued delay in the distribution of road rehabilitation equipment to local contractors is causing anxiety and disillusionment and has the potential to impact negatively on the anticipated results; and,
- ✚ That the slow payment procedures to local contractors for completed roads rehabilitation and maintenance on the part of MPW, and the time gap between completion of training and actual commencement of rehabilitation/maintenance works is causing serious concerns on the part of contractors and community groups and should be urgently addressed.

4.0 EMERGING LESSONS LEARNED

Based on literature review, field interviews and observations by the Evaluation Mission, a number of lessons seem to emerge:

- (i) That the **labour-based development model** for constructing and maintaining roads has the following key positive attributes:
 - It has a high degree of efficacy and is undoubtedly a viable development approach-especially from the point of view of cost effectiveness, income and employment generation, overall poverty reduction and

- overall economic growth;
 - It is win-win approach –from the point of view of cost-savings on the part of the Government, employment and income generation on the part contractors and local communities;
 - It has great potential to deliver results quickly;
 - It has for potential significant multiplier effects-which according to the ILO-EIA study for Liberia (July 2011) is in the order of 1:3.2;
- (ii) That **relevance of project interventions** to the socio-economic development aspirations of stakeholders (in this case Government, local contractors and local communities) play a vital role towards eliciting broad-based support and quick “buy-in” of project objectives. Local communities are willing and able to mobilize local resources as long as they see the value of project activities to their livelihood needs.
- (iii) That **stakeholder consultation and involvement** during project design and implementation play critical role in fostering ownership of interventions and enhances the possibility for sustainability beyond the project cycle
- (iv) That **experiential learning** (in this case through study tours and site demonstrations) is an effective way of fast-tracking stakeholders’ knowledge acquisition, attitude change and capacity building in general.

5.0 MAIN RECOMMENDATIONS

The following is a summary of key recommendations for enhanced project performance during the remaining implementation period:

- (i) **Release labour-based equipment**-the MPW should release, without further delay, the labour-based equipment to eligible local contractors on “hire-purchase” basis as originally envisaged during project design;
- (ii) **Intensify capacity building**-the project should intensify training -especially for local contractors and community groups given the huge demand and the need enhance effectiveness and sustainability of project activities;
- (iii) **Enhance institutionalization of project activities**-the project team, in collaboration with MPW, should engage the Government with a view of finding ways and means of effective mainstreaming and integration of project objectives and activities , not just in relevant national and sector-specific policies and strategies, but also in their budget plans for purposes of fostering political and financial support towards ensuring longer term sustainability of project activities;
- (iv) **Reduce training-contract award time gap**-the project team, in collaboration with MPW, should find ways and means of reducing the time-gap between training and award of contracts to eligible local contractors for more effective use of acquired knowledge;
- (v) **Expedite payment to contractors**-the project team, in collaboration with other stakeholders, particularly MPW should find ways and means of reducing the time-gap between contractor’s job completion date and actual payment of services rendered;
- (vi) **Initiate the process of project extension and up-scaling**-the project team, in collaboration with MPW, should initiate the process of project extension to a second and expanded phase, in light of the apparent huge infrastructural development needs, demand for project activities and the emerging benefits associated with the project. Such an exercise should take into account various implications regarding required additional resources (e.g. County-level engineers, , transport facilities and financial resources), and perhaps the need to establish “*labour-based resource centre*” to offer training and demonstration on labour-based roads rehabilitation and maintenance technology, among other things, and also for purposes of long term sustainability of project activities.

1.0 INTRODUCTION

1.1 Background and Context of the Project

Liberia has had two bloody civil wars, the first-which occurred between 1989 and 1996, and the second-which occurred between 1999 and 2003. These unfortunate events greatly undermined national human development and caused serious destruction to the country's infrastructure such as roads, health and education facilities, water and electricity supply facilities. As stated in the *Liberian Poverty Reduction Strategy-PRS (July 2008)*, "weak infrastructure undermines income earning opportunities, limits access to health and education facilities, raises the price of goods and services, and weakens food security".

Despite these unfortunate events, the Liberian people have, and continue to be committed towards re-building their country so as "to ensure rapid, inclusive and sustainable growth and development" as stated in the PRS (2008-2011). By January 2009, the new Liberian Government had made significant progress in restoring some basic services and infrastructure and in creating mechanisms towards promoting human rights, good governance, public reforms, economic growth and development. Notwithstanding the Government's effort, the country was still handicapped by way of limited institutional and technical capacity as well as lack of resources and equipment for effective implementation of development programmes and national reconstruction.

In the PRS, the Government of Liberia (GOL) identified capacity building as a priority area for action. More specifically, the PRS proposed labour-based rehabilitation of infrastructure as one of the major means towards rebuilding the destroyed infrastructure and at the same time creation of jobs in the context of the very high unemployment rate that existed in the country. As with most institutions in Liberia, the capacity and ability of the Ministry of Public Works (MPW) to perform its mandated functions had also been seriously weakened and the organization was faced with challenges in designing and overseeing labour-based works. The weak institutional and human resource constraints were further aggravated by lack of adequate logistical equipment. For sustainability of the PRS's proposed labour-based infrastructure rehabilitation initiative, the capacity of MPW needed to be developed.

Moreover, the re-emergence of local construction brought up contractors who lacked the basic equipment and exposure to labour-based works. That development was seen as a constraint especially when viewed against the fact that local communities - who are important agents in terms of fostering local ownership of community asset, had little or no technical skills in constituting and managing the requisite work force. In this respect, there was felt need to re-build the institutional capacity of both the small scale local contractors and community-based maintenance groups.

1.2 Rationale and Overall Objective of the Project

It was against the above-described background that the "Labour-Based Public Works Project (LBPWP)" was initiated by the Government of Liberia with financial support by the African Development Bank (AfDB) and technical support by the International Labour Organization (ILO).

The sector goal of the project is "to contribute to the improvement of productive livelihoods and service delivery". The specific objective of the project is "to rehabilitate socio-economic infrastructure² and improve local capacities" for their long term private sector-based maintenance.

² Such as such as roads, schools and health facilities

1.3 Project Components and Implementation Responsibilities

The project has three (3) components:

- (i) **Component 1: Rehabilitation of Socio-Economic Infrastructure** – that is further divided into two sub components, namely: (a) *Rehabilitation of the Fish town-Harper Road*; and (b) *Rehabilitation of social infrastructure comprising ten (10) schools and health facilities within the counties of River Gee and Maryland*. The Liberian Agency for Community Empowerment (LACE) was contracted to lead the implementation of this component.
- (ii) **Component 2: Capacity Development for Infrastructure Maintenance** – which focuses on building the capacity of Ministry of Public Works (MPW), small scale local contractors and community-based road rehabilitation and maintenance groups. The implementation of this component is the responsibility of the ILO which was asked to provide assistance to the project through capacity building of MPW engineers, small-scale local contractors and community roads maintenance groups on appropriate use of labour-based or employment-friendly approaches.
- (iii) **Component 3: Project Management** – which is primarily handled by MPW through its Labour-Based Public Works Project Unit.

As per the terms of reference (TOR)-which is provided in **Appendix 6**, this evaluation specifically focuses on ILO's areas of implementation responsibility under Component 2 on "Capacity Development".

1.4 Implementation Strategy of the ILO-Capacity Development Component

As stated in Addendum No. 2 of 25th November 2011-the Agreement between the ILO and GOL, the implementation strategy of ILO's capacity building component of the project entailed four main elements:

- ✚ **Gender mainstreaming** in all activities of the project;
- ✚ **Employment creation** using the labour-based works in road rehabilitation and maintenance-which was seen as key tool for addressing the pressing need for job creation-especially for women and the youth;
- ✚ **Improved livelihood** in the short and medium term through generating incomes for participating communities in labour-based public works to enhance food security, increase community assets, and reduce transport cost;
- ✚ **Community participation** to enhance social equity outcomes through reducing isolation and improving access to social services by the poor, and improving social inclusion of certain groups such ex-combatants and women.

The addendum states that through these interventions, the project was "expected to have an impact on poverty reduction and local development through strengthened capacities of county MPW staff in the use of labour-based methods, the establishment and training of 60 community groups comprising 1,500 persons and improved access to social services to the social infrastructure rehabilitated".

1.5 Scope of Work of the Project

Under the initial phase of the project which was scheduled to run for a period of thirty-six (36) months (January 2009-December 2012) with a budget of US\$ 3,618,997 and planned outputs and activities were to:

- *Train thirty (30) engineers and technicians of MPW in the planning , design and supervision of maintenance contracts;*
- *Train thirty (30) small scale local contractors in the use of labour-based methods for the maintenance of the road network and contract administration in general;*
- *Establish and train sixty (60) community maintenance groups to carry out Basic Routine maintenance in the Project area;*
- *Develop MIS reporting for MPW;*
- *Arrange for study tours for the MPW to other Africa Countries to learn about good practices in road maintenance; and,*
- *Maintain two hundred (200) kilometres (Kms) of feeder/rural roads in the project area.*

In this context, the main output services of the ILO services were as follows:

- *To develop maintenance operational manual and field handbook for use by MPW official in the management of the road network;*
- *To train thirty (30) engineers and technicians of MPW in the planning , design and supervision of maintenance contracts;*
- *To train thirty (30) small scale local contractors in the use of labour –based methods for the maintenance of roads and contract administration in general;*
- *To establish and train sixty (60) community maintenance groups;*

However, due to the unavailability of road maintenance network or what is also referred to as “maintainable roads” in project area, the scope of work for the ILO component was amended through addendum 1 of 10th June 2011, addendum 2 of 25th November 2011 and other subsequent Aide Memoires by AfDB field Missions. These changes resulted in re-focusing project activities towards supporting MPW and the small scale contractors in undertaking road rehabilitation using labour-based technologies.

The revised scope of work for ILO’s component *under component 2 of the project, “Capacity Development for Infrastructure Maintenance”* as stipulated in the aide memoire of May 2013 was as follows:

- *To train thirty (30) engineers and technicians of MPW;*
- *To thirty (30) small scale local contractors;*
- *To establish and train sixty (60) community maintenance groups;*
- *To provide ten (10) sets of labour-based equipment to MPW for private contractors;*
- *To provide four (4) sets³ of labour-based equipment for ILO training;*
- *To organise two (2) study tours for MPW staff;*
- *To organise two (2) study tours for representatives from small scale local contractors;*
- *To organise two (2) study tours for community maintenance groups; and,*
- *To support MPW in undertaking demonstration works on labour-based technologies.*

³ Specifically 4 compactors

1.6 Geographical Coverage and Target Beneficiaries

While the general population in the identified project areas comprise the ultimate beneficiaries of project interventions aimed at increasing income earnings, improving their livelihood and accessibility to social and public services, immediate and direct beneficiaries of the project consist of MPW staff; small scale private local contractors and community-based road maintenance groups- with emphasis on women and the youth, the . The geographical coverage of the project comprised the Counties of *River Gee and Maryland* in Liberia as shown in **figure 2** below, though the area has been expanded to *Grand Kru County* primarily due to lack “maintainable roads” in the aforementioned initial targeted counties.

FIGURE 2: ORIGINAL AND SCALE-UP PROJECT AREAS



1.7 Project Management Arrangement

The ILO's Capacity Development component of the project is managed by an International Chief Technical Advisor (CTA) based in the ILO project office at the Ministry of Labour Offices in Monrovia (Liberia). The CTA reports to the Director of the ILO Country Office in Abuja (Nigeria) and is the principal staff responsible for preparing work plans and allocating project budgets, project implementation, supervision of project staff and preparation of progress reports. The CTA is also responsible for elaborating the final project document, gathering relevant project information, and maintaining project relations with institutional partners and other stakeholders.

The CTA works in close collaboration with Labour Based Public Works Project Unit of MPW and is supported by a team of other ILO project staff comprising (3) engineers-one (1) based in the project office in Monrovia (who also doubles as the NPC), one (1) in River Gee County; and one (1) in Maryland County and the Financial and Operations Officer (FOO).

The project is technically backstopped by a Senior Expert of the Employment Intensive Investment Programme (EIIP) based in the ILO Regional Office for Africa (ROAF) in Addis-Ababa (Ethiopia), and administratively by the ILO CO. Director based in Abuja (Nigeria).

1.8 Project Timeline, Budget and Present Situation

The initial project timeline was three (3) years (30th January 2009-30th January 2012) with funding by the AfDB amounting to a total budget of US\$ 3,618,997. The overall timeline was however revised and as per the Technical Cooperation Agreement between GOL-through MPW, and the ILO-which was signed on 30th January 2009. As a result, the timeline for component 2 of the project-*Capacity Development for Infrastructure Maintenance*-whose implementation responsibility partly lies with the ILO and partly with MPW-specifically in terms of demonstration works, is now scheduled to run from 30th January 2009 to 31st December 2014 (or approximately six years) with the revised budget being US\$ 4,732,702.

With the revised timeline (30th January 2009 to 30th December 2014), the project has so far been operational for a period of about sixty-two (62) months or five (5) years and two (2) months and only ten (10) months are remaining to the end of the project period.

1.9 Objective, Purpose and Scope of the Evaluation

This independent evaluation is undertaken in accordance with two main provisions: (i) *the ILO Evaluation Policy adopted by the Governing Body in November 2005*, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support to constituents in forwarding decent work and social justice; and (ii) *The Technical Cooperation Agreement* signed between the GOL-through MPW, the ILO and AfDB.

The overall objective of evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learned so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes in the remaining project period. The evaluation is also expected to provide an opportunity for taking stock, reflecting, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the remaining project duration.

The purpose of this evaluation is two-fold:

- (i) *“To give an independent assessment of project progress to date by, among other things, assessing performance as per the foreseen targets and indicators of achievement”;* and’
- (ii) *“To provide strategic and operational recommendations as well as to highlight lessons learned and relevant approaches towards sustainability of project achievements and results”.*

As per the TORs of the assignment, the evaluation covers all outcomes of ILO’s technical assistance under Component 2 of the project; namely *“Capacity Development for Infrastructure Maintenance”*. In this regard, the evaluation undertakes assessment of all key outputs that have been produced since the start of the project and the capacity development efforts made at all levels. In particular, the evaluation focuses on the following aspects of the project:

- ✚ Progress so far made towards achieving planned project outputs and outcomes;
- ✚ Strategies towards ensuring effective and efficient achievement of all planned results (outputs and outcomes) within the remaining project period;
- ✚ Internal and external factors that have influenced project implementation;
- ✚ Management and operation of the project, including staff management;
- ✚ The extent of “buy-in” by Government and other stakeholders, support and participation in the initiative;
- ✚ Strategic fit of the initiative within the context of the DWCP;
- ✚ Relevance of the initiative within national development priorities/frameworks;
- ✚ Synergies with other relevant programmes and activities;
- ✚ Knowledge management and sharing;
- ✚ Results-based measurement and impact assessment systems;
- ✚ Systems for Risk analysis and assessment; and,
- ✚ Other specific recommendations to improve performance and the delivery of results.

The evaluation also addresses the main ILO evaluation concerns relating:

- ✚ Relevance and strategic fit with development aspirations of various stakeholders ;
- ✚ Validity of project design including gender equity and mainstreaming⁴;
- ✚ Project progress and effectiveness;
- ✚ Adequacy and efficiency of resource use;
- ✚ Effectiveness of management arrangements;
- ✚ Impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation; and
- ✚ Lessons learned.

In line with the results-based approach applied by the ILO, the evaluation focuses on identifying and analysing results through addressing key questions related to the evaluation concerns and achievement of the outcomes/immediate objectives of the project. The key evaluation questions addressed⁵ specifically relate to the three main services provided by the ILO under the Technical Cooperation Agreement, namely:

- (i) *Capacity Development support to the MPW on labour-based public works in Liberia;*

⁴ Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007).

⁵ See Appendix 6

(ii) *Support to Small Scale contractors; and,*

(iii) *Support to community based organisations in the project areas establishing them as service providers.*

1.10 Primary Clients of the Evaluation

The primary clients of the evaluation are GOL-through MPW as beneficiary of this assistance; ILO constituents and country-level stakeholders; and the ILO Office-including Project Staff, the ILO Country Office-Abuja, the ILO ROAF, and ILO departments at Headquarter-first and foremost the EMP/INVEST Unit.

2.0 EVALUATION APPROACH AND METHODOLOGY, AND KEY CHALLENGES ENCOUNTERED

2.1 Evaluation Approach and Methodology

As required by the ILO Office, the evaluation mission used participatory approach to ensure that evaluation findings represent the views of the various key stakeholders. The evaluation was also based on the United Nations (UN) evaluation standards and norms and the Glossary of key terms in evaluation; and the results-based management approach developed by the OECD's Development Assistance Committee (DAC)⁶.

The evaluation methodology comprised the following three research instruments:

- (i) *Desk review* of key relevant documents provided by the project management and implementation team and also from a variety of other sources-see **Appendix 7**.
- (ii) *Field interviews* (physical and/or telephonic) with selected key stakeholders including the Government of Liberia-represented by MPW, ILO project staff, ILO CO. Office (Abuja), ILO constituents in Liberia, AfDB representative in Liberia, representatives of small-scale local contractors, and representatives (team leaders and or supervisors) of road maintenance community-based groups. A total of 35 respondents were interviewed during the period 17th - 21st March 2014 (see *Mission itinerary in Appendix 1*). The respondents comprised key project staff; representative of ILO-CO. (Abuja) and EIIP (ROAF); representative of AfDB, key staff of MPW; representatives of ILO constituents, small-scale local contractors as well as community groups-see **Appendix 2-List of people interviewed**.
- (iii) *Independent field-level observations* by the Evaluation Mission;
- (iv) *Stakeholders' debriefing workshop* held at the end of field work on 21st March 2014 (see **Appendix 3** for the list participants).

2.1 Key Challenges Encountered by the Mission

The main challenges encountered by the evaluation mission included the following:

- (a) Limited time available for field work (1 week-from 17th to 21st March 2014);

⁶ <http://www.oecd.org/dataoecd/12/56/41612905.pdf>.

- (b) The long distance and poor condition of roads to project areas-making it impossible to physically visit the sites within the time available for field work and hence the choice for telephonic interviews with some of the small scale local contractors and community groups;
- (c) The coincidence of the evaluation mission's field visit with the supervision mission of the AfDB (hence the busy schedule for key project stakeholders, especially the MPW staff-making it rather difficult to secure meetings on a timely basis).

That notwithstanding, the Mission was able to finally interview key representatives of the various stakeholder groups (government/MPW, ILO, AfDB, small-scale contractors and community groups) thereby enabling the Mission to capture information sufficient enough to inform the overall evaluation.

3.0 MAIN FINDINGS

The sections below provide the main findings of the Evaluation Mission with respect to the following key thematic areas as required by the TORs:

- a. *Relevance and strategic fit* of project activities with the development aspirations of target beneficiaries, the Government of Liberia-as the recipient agency, the ILO-as the implementing agency, the African Development Bank-as the donor agency as well as other relevant stakeholders;
- b. *Validity of project design*;
- c. *Project performance and effectiveness*;
- d. *Adequacy and efficiency of resource use*;
- e. *Effectiveness of management arrangements*; and
- f. *Impact orientation and sustainability*.

In addition, the section also provides a list of lessons learned and makes relevant recommendations for enhanced efficiency and effectiveness of the project during the remaining implementation period.

3.1 RELEVANCE AND STRATEGIC FIT

The overall conclusion of the Mission is that the objective, planned activities and anticipated outcomes of LBPWP are not only significantly relevant, but also strategically in line with the following parameters: (i) the socio-economic development needs and aspirations of target beneficiaries; (ii) national policies, strategies and plans; (iii) Decent Work Country Priorities (DWCP) for Liberia; (iv) other ILO country-level development initiatives; (v) Development agenda of AfDB; (vi) linkage and complementarity with national-level development initiatives of other United Nations (UN) and non-UN development agencies.

3.1.1 Needs of Project Beneficiaries

Based on information from secondary sources and responses by a variety of project stakeholders interviewed during field work, as well as independent field-level observations, the Evaluation Mission resolutely conclude that the overall objective of the project, its associated objectives, planned outputs, anticipated outcomes and impact are all fundamentally relevant to livelihood needs of the target beneficiaries.

A summary of sample verbal quotes indicating the overall views by a wide cross section of stakeholders met during field interviews is provided in **Box 1** below:

BOX 1: SAMPLE VERBAL QUOTES

“We, the members of Baduleg Development Association, are so grateful to the ILO for attending to our plight caused by poor state of roads, unemployment and general poverty in our area. It has trained and empowered us to participate in the construction and maintenance of our roads network using our local resources and providing us with employment opportunities”. “We have learned a lot regarding how we can use labour-based technology to develop our infrastructure and at the same time generate employment and income for ourselves. The project has started triggering other benefits such as growth in local businesses because of enhanced access to markets for our products. We are now able to send our children to school and even access health services. We see the project approach as a highly viable way of overcoming poverty”. Through the project, we have also learned many other things e.g. managing HIV/AIDs and eliminating child labour. “Our involvement in the project has been an eye opener. We are hopeful that the project will continue so that our other members of the community can also benefit”.

(CBO Supervisor: Badugeh Development Association-Maryland County)

“The LBPWP is good for the Ministry of Public Works (MPW) and the people of Liberia as whole. The project was, among other things, designed to overcome the effects of the previous civil wars and the unrest that came along with that. It aimed at re-constructing our devastated infrastructure and putting war affected people back to work (employment). The reconstruction works are beneficial to the people in that it provides access to basic services and markets for farm produce and inputs. It has potential for huge potential for socio-economic benefits. The Government highly appreciates the support by the AfDB and the ILO and we are eager to see scale-up beyond the current areas so that more people can benefit”

(MPW respondent)

“The coming of the project, whose design I also participated in, was a great thing especially in terms of employment for women and the youth and rehabilitation of our socio-infrastructure such as roads, schools, water and health facilities which had been dilapidated by past nation-wide civil wars. Now that we have seen the benefits of project activities, we need to scale its activities up to other areas beyond Maryland and River Gee Counties”.

(MOL Respondent)

“The project is wonderful, thanks to the ILO and the AfDB. It has helped our people to access markets for their farm produce and also to basic social services such as health. For example, before the project, a woman in labour –with a bridged baby in Bong, died of over bleeding because she could not have access to hospital due to poor condition of the roads over a stretch of just 10 kilometres. Now the section of the road has been rehabilitated and people are moving freely and are able to access not just health facilities but also markets. Now some people are earning more incomes, able to buy food and clothes and take their children to school. The general livelihood of the people is evidently improving. We look forward to further expansion of the project especially in capacity building (training and construction equipment) which has been useful to us”.

“Small-scale Contractor Respondent)

An additional testimony with respect to the overall views and feelings of the beneficiaries regarding the project is provided in the form of a written statement of appreciation by community based organisations (CBOs) is provided in **Appendix 4**.

3.1.2 National Development Policies, Strategies and Plans

As earlier indicated, the objective of the LBPWP is “to rehabilitate socio-economic infrastructure improve local capacities” for their long term private sector and/or community -based maintenance. This is well aligned with a number of key national policies, strategies and plans as briefly indicated below:

3.1.2.1 Liberia Rising 2030 Vision & Agenda for Transformation Strategy

The objectives of the LBPW Project are relevant and strategically in line with the overarching goal of the Government of Liberia. In these regard, the mission noted the following policy agenda:

- ✚ The **Liberia RISING 2030** Vision which aspires “to transform the country into a middle-income country by the year 2030” partly by emphasizing capacity building through education and provision of stable, secure and better paying jobs.
- ✚ The **Agenda for Transformation (Aft) 2012-2017**-whose focus is on “building on the gains made in the PRS by addressing the remaining constraints to growth so that Liberia can achieve middle-income status by 2030”. More specifically, the project contributes to Aft’s development aspirations in relation to the following development pillars:
 - **Pillar II: Economic Transformation**-whose goal is “to transform the economy so that it meets the demands of Liberians through among other things development of the domestic private sector, providing employment for a youthful population and investing in infrastructure for economic growth”;
 - **Pillar III: Human Development** -whose goal is “to improve quality of life by investing in more accessible and higher quality education; affordable and accessible quality healthcare; social protection for vulnerable citizens; and expanded access to healthy and environmentally-friendly water and sanitation services”;

3.1.2.2 Liberian Poverty Reduction Strategy

The PRS is an overarching policy and strategy framework of Liberia. It identifies infrastructure rehabilitation and capacity building as key to the country’s recovery, economic growth and poverty reduction. The Strategy articulates the county’s vision and development strategies aimed at attaining rapid, inclusive and sustainable growth and development. In this respect, the Mission noted that the objective of the LBPW project has direct relevance, and strategically fits with GOL’s PRS as reflected under its two strategic pillars, namely:

- ✚ **Pillar IV- “Rehabilitating Infrastructure and Delivering Basic Services”** which in part aims at “creating conditions and linkages needed to achieve broad-based growth and poverty reduction”
- ✚ **Pillar II- “Revitalizing the Economy”**-which, among other things, aims at “promoting productive employment that will reduce poverty, ensure peace and stability, and enhance the overall wellbeing of the Liberian population; and also stimulating private sector investment and development”.

3.1.2.3 National Employment Policy

The objective of the LBPW project is also relevant and strategically in line with Liberia's National Employment Policy (April 2009) whose relevant strategic objectives include:

- ✚ “Encouraging jobs and contracting of infrastructure for domestic benefit and to domestic investor”;
- ✚ “Promoting small-scale contractors in the construction sector”;
- ✚ “Expanding and broadening infrastructure to include priority to infrastructure of rural roads, primary schools and health facilities;

3.1.2.4 National Gender Policy

The project's addendum 2 of 25th November 2011 strongly emphasizes gender mainstreaming in all activities of the project. This is in line with the “National Gender Policy (2009)” of the Government of Liberia –whose overall goal is “to promote gender equity in the country's socio-economic development and improve national capacities for enhanced gender mainstreaming in the national development process”. The specific objectives of the National Gender Policy are to: (i) enhance empowerment of girls and women for sustainable and equitable development; and (ii) create and strengthen gender responsive structures, processes and mechanisms for development in which both women and men participate equally, have access to, and benefit from all the country's resources.

3.1.3 Decent Work Agenda

In this respect, this evaluation report looks at the Decent Work Country Programme (DWCP) for Liberia and the ILO Decent Work Agenda (DWA) for Africa

3.1.3.1 Decent Work Country Programme for Liberia

The overall goal of the ILO is to promote opportunities for decent work for women and men in all countries through provision of technical and institutional assistance to constituents in Member States. DWCP is essentially a “programming tool to deliver on a limited number of priorities over a defined period in order to increase the impact of the ILO's work and to be more visible and transparent”. The objective of the project is also notably relevant and strategically in line with the thrust of the DWCP for Liberia (2011-2015) under the following country programme priorities:

- ✚ **Country Programme Priority 1**-namely; “Acceleration of job recovery, decent and productive employment creation and sustaining enterprises” and whose **outcome 1** is “increased access to productive and decent employment and income generation opportunities for women and men, particularly for youth, and people with disabilities”, and whose one of the **indicators of achievement** is “labour intensive infrastructure development is integrated as a job creation strategy in the national development framework”

3.1.3.2 ILO Decent Work Agenda for Africa

The project's overall objective is also well-aligned with ILO's Decent Work for Africa (2007-2015)- which, among other things, focuses on *the promotion of full and productive employment and enterprise development-through various ways including mainstreaming policies for employment-rich growth; sustainable enterprises in development strategies; conducive environment for the development of African enterprises; decent work for young people; skills development and employability.*

3.1.4 United Nations Development Assistance Framework

The United Nations Development Assistance Framework (UNDAF) is the common strategic framework for the operational activities of the UN system at the country level-often referred to as “UN delivering-as-one”. It aims at providing a collective, coherent and integrated response of UN agencies to national priorities and the Millennium Development Goals (MDGs). The United Nations Development Assistance Plan (UNDAP) provides common business plans for UN agencies and national partners, aligned to the priorities of the host country and the internationally agreed development goals. The overall objective of the project has notable relevance and strategic fit with aspirations of recent UNDAF for Liberia including the following:

- ✚ **Outcome 2** of UNDAF for Liberia (2008-2012)-namely; *“Equitable Socio-Economic Development”* whose one of the priority outcomes was *“national economic policies and programmes are being implemented to support equitable, inclusive and sustainable socio-economic development”* and part of which encompassed *“design and implementation of “labour-intensive programmes in infrastructure in a conflict sensitive manner.”*

3.1.5 Complementarity with ILO’s Strategic Development Framework and Other Initiatives

As indicated below, the project has not only been well aligned with ILO strategy towards employment creation and promotion of decent work as stipulated in the Office’s Strategic Framework for 2010-2015, but also with a number of other ILO country-level initiatives.

3.1.5.1 ILO Strategic Framework

The main objectives and anticipated outcomes of the project are well anchored on ILO’s Strategic Framework for 2010-2015. In this regard, the project’s development aspirations are broadly linked to three (3) of the nineteen (19) priority outcomes of the ILO strategic framework for 2010-2015 which include: (a) *Employment promotion*; (b) *Skills development*; and (c) *Sustainable enterprises*.

3.1.5.2 Other Country-Level Support Initiatives

The project’s objective has had some form of relevance and strategic fit with objectives of other recent country-level initiatives where ILO was fully or partially involved including:

- ✚ The ILO-managed *Training for Rural Economic Empowerment-TREE project (2009-2012)*-which focused on the promotion of income generation and local development-emphasizing the role of skills and knowledge for creating new economic and employment opportunities for the poor, the underemployed, the unemployed, informal economy workers and the otherwise disadvantaged, towards sustained economic activities;
- ✚ The *Agriculture and Infrastructure Development Project-AIDP (2010-2012)*-which was financed through an European Union Trust Fund and managed by the World Bank, and whose one of the main aims was to support the Government of Liberia’s efforts in re-establishing basic infrastructure and reviving agricultural activities, rehabilitate 200km feeder roads and improve capacities of local contractors and MPW to manage and maintain feeder;
- ✚ The AfDB-funded *Agriculture Sector Rehabilitation Project-(ASRP)*-where ILO’s component ended August 2013, and whose overall goal was to contribute to food security and poverty reduction with the specific objective of increasing incomes of smallholder farmer and rural

entrepreneurs including women on a sustainable basis, reduce post-conflict, poverty and food insecurity, and improve livelihoods and living conditions of rural communities.

- ✚ *The Poverty Reduction through Decent Employment Creation (PREDEC) initiative in Liberia-* whose focus was employment creation through integrated labour-based approaches and local economic development and capacity building of tripartite;
- ✚ *World Bank-funded Urban and Rural Infrastructure Rehabilitation Project (URIRP)-* which was approved in 2009 and whose focus was improvements of roads and bridges as well as institutional capacity of GOL to manage the country's road sector;

3.1.6 AfDB Country Strategy for Liberia

The objective of the project is also relevant and strategically in line with AfDB Country Strategy (2013-2017) for Liberia which aims at supporting transformation of the country towards a stable and inclusive economy. In this regard, one of the two strategic pillars of the Bank's country strategy is on "*promotion of inclusive economic growth through transformative infrastructure investments*"—by focusing investments on energy and road infrastructure to promote a competitive private sector, increased agricultural production and market access, employment creation across age and gender, and improved welfare and public service delivery.

3.2 VALIDITY OF PROJECT DESIGN

Assessment of validity of project design is essentially an evaluation of the extent to which its process of conceptualization and design were adequate, logical and coherent—which in turn can be measured in terms of a number of specific criteria as briefly expounded below:

3.2.1 Logic and Coherence of Project Design

The criteria used in this evaluation to assess logic and coherence of project conceptualization design include: (i) *Relevance and adequacy of foundational information base* upon which the project was conceptualized and designed—especially in terms of the socio-economic infrastructural development and capacity building needs (including training); (ii) *Extent of stakeholder consultations* carried out during project design and implementation; (iii) *Efficacy of the development model* adopted and applied; (iv) *Appropriateness of intervention-mix and plausibility of causal linkage with overall project objective, outputs and outcomes*; (v) *Integration of gender equity and mainstreaming strategies*; and (vi) *Pragmatism of overall project timeline* considering anticipated outputs, outcomes and impact achieved so far;

3.2.1.1 Relevance and Adequacy of Foundational Information Base

While recognizing that the Labour-based Public Works Project was meant to emergency type of intervention that was aimed at providing "*rapid and quick results*" in response to the then existing very weak capacity of national institutions and human resources; high unemployment rate, and highly dilapidated state of Liberia's socio-economic infrastructure following the previous civil wars the Mission found its conceptualization and design to have been based on reasonably sufficient foundational information base. In this regard, the Mission cited the following key sources of relevant information:

- ✚ ***The Employment Strategy for Decent Work in Liberia; the Liberia Emergency Employment Programme (LEEP) and the Liberia Employment Action Programme (LEAP)***-all by the GOL in collaboration with the ILO (2006) – whose main thrust included: (i) *boosting employment in public works investments; (ii) skills training; and (iii) facilitating the graduation of the informal economy and boosting the small and medium enterprise sector and cooperatives;*
- ✚ ***The Interim Poverty Reduction Strategy Paper (I-PRS)***⁷ of February 2007-which identified *rebuilding infrastructure, restoration of basic services and capacity building as well as job creation and service delivery as critical measures towards revamping the country’s economic growth and development;*
- ✚ ***The LBPWP Appraisal Report (October 2007)*** by the African Development Fund (ADF)-which prioritized “*the need to rebuild infrastructure, human, institutional and societal capacities all of which had been seriously undermined and destroyed by the 14 years of civil war;*”
- ✚ ***The European Commission Staff Working Document on “Promoting Employment through EU Development Cooperation”*** of 2007-which concluded that “*there is significant opportunity to create employment through infrastructure programmes’.*”

3.2.1.2 Stakeholder Consultations

Adequate stakeholder consultation is a critical pre-requisite towards the realization of stakeholders’ ownership, commitment and broad-based support of project activities-all of which are essential elements of long term sustainability of project activities. The number and quality of consultative meetings, workshops and seminars held during project design and implementation is one of the main means of assessing the extent of stakeholder consultations.

In this regard, an overwhelming majority of respondents met during field interviews indicated that there was adequate consultations at all levels (county to national level) during the project design stage, and that such consultations have continued to be undertaken.

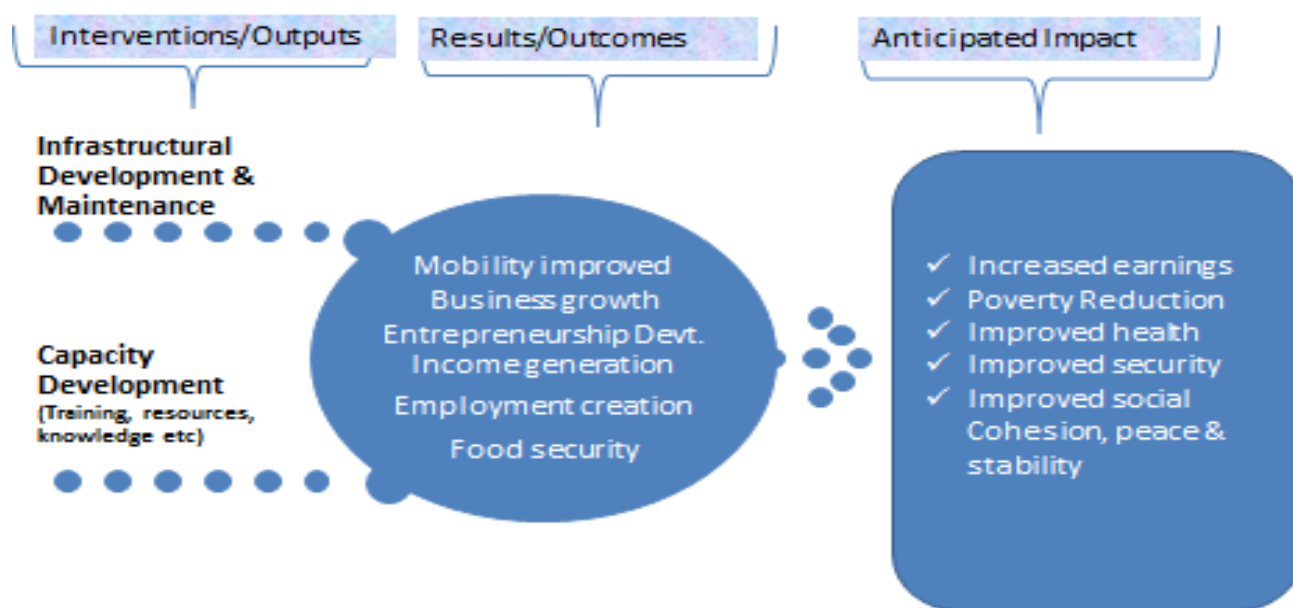
3.2.1.3 Efficacy of Development Model Adopted and Applied

The project adopted the “*employment-intensive*” approach of rehabilitating and maintaining roads. The term “*employment-intensive*” is used by the ILO to mean the optimal use of labour to reach maximum effect on poverty reduction, while paying due regard to cost and issues of quality of results mainly in terms of delivery services such as employment and end products such as roads. It should be distinguished from the maximum use of labour, often with the specific exclusion of equipment. Generally, an appropriate mix of labour and equipment is required to provide products of adequate quality in a cost effective manner⁸. This method, which uses the “*local-resource*”, “*community-based and labour-intensive approach*” was also complemented with capacity building of small scale local contractors by way of providing cost-effective and semi-mechanised equipment such as tractor towed graders, compactors and tractor trailers under “*hire-purchased*” arrangements; as well as sensitization, mobilization and training of local community groups on labour-intensive road maintenance techniques. The conceptual framework of the project’s development model is provided in **Figure 3** below:

⁷ *Interim Poverty Reduction Strategy; International- “Breaking with the Past: from Conflict to Development” (February 2007). prepared jointly by the International Monetary Fund and the Government of Liberia*

⁸ *EU-Study on Employment-Intensive Methods in Infrastructure – 2009/220452/1 (November 2010)*

Figure 3: Conceptual Framework of Project's Development Model



Source: Composed by the Evaluation Mission

In relation to this development approach, an overwhelming majority of respondents met during field interviews unequivocally viewed the model as being effective and appropriate in the case of Liberia, particularly in light of the high level of unemployment and the need to use local resources for cost-effectiveness in rehabilitating and maintaining roads. This view regarding the efficacy and appropriateness of the “employment-intensive” model-especially for the “resource-poor” and “high-unemployment” developing countries is strongly supported by number proponents of decent work agenda and employment-particularly the ILO. For example:

- ✚ In its 2009 presentation to the European Parliament on the Global Jobs Pact, the ILO highlighted the importance of employment-intensive infrastructure development approach, as well as its linkages to ‘green jobs’ (in labour-based environmental rehabilitation and climate change resilience activities, for instance) and the strong “multiplier effects” of optimising the employment content of infrastructure investment. Similarly, during its 2010 Survey⁹ Conference on employment instruments, the ILO stated thus... *“Interestingly, several countries have recognized the importance of increasing the labour intensity of investments in infrastructure, an approach the ILO has long advocated, as a means of increasing employment”*⁹.
- ✚ In addressing the infrastructure requirement for sustainable development and broad assumption on the optimized use of employment impact assessment, the ILO concluded as follows¹⁰:
 - *“Using Employment-Intensive Approach (EIA) instead of conventional approaches for infrastructure development could create an additional 5 million person-days of*

⁹ ILO Conference – 99th Session, 2010 – Report III (Part 1B) ‘General Survey concerning employment instruments in light of the 2008 Declaration on Social Justice for a Fair Globalization’

¹⁰ For More details, see the ILO “Employment Impact Assessment of Infrastructure Investments in Liberia (July 2011).

employment per year in infrastructure development-which is equivalent to creating over 20,000 full-time jobs”.

- *“An equivalent of 30,000 jobs created directly in the infrastructure sectors using the EIA can have the potential to generate another 95,000 jobs in the wider economy through multiplier effects¹¹”.*
- *“Moreover, the net impact of infrastructure investments on the Gross Domestic Product (GDP) is over 30% higher using the EIA instead of conventional mechanized methods”.*

3.2.1.4 Adequacy of Intervention-Mix, Causality of Outputs, Outcomes and Objective

In line with the views of virtually all stakeholders interviewed during the field work the Mission also found the project’s main activities to be of adequate mix and with plausible causal-linkage with project objectives, planned outputs, anticipated outcomes and impact. These included:

- ✚ *Mobilization and sensitization of communities and other stakeholders for effective “buy-in” of the project towards infrastructural rehabilitation and maintenance, and at the same time creating employment towards poverty reduction and improved livelihoods of target beneficiaries;*
- ✚ *Development of training manuals and building technical capacity of MPW engineers, small-scale local contractors and community groups through training and facilitating learning or study tours;*
- ✚ *Facilitation of access to non-subsidized labour-augmenting construction equipment for small scale local private contractors on a “hire-purchase” basis¹²;*
- ✚ *Tendering out public works through competitive binding among small scale local private contractors;*
- ✚ *Supervision of construction and maintenance works on the part of contractors and community groups respectively;*

3.2.1.5 Gender Mainstreaming Strategy

The vision of the ILO is to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Thus, ILO considers gender equality as a key element in its vision of **Decent Work for All Women and Men** for social and institutional change to bring about equity and growth. The main focus or thematic areas of the ILO on gender equality coincide with the organization's four strategic goals, namely: (i) *“to promote fundamental principles and rights at work”*; (ii) *“to create greater employment and income opportunities for women and men”*; (iii) *“to enhance the coverage and effectiveness of social protection”*; and (iv) *“to strengthen social dialogue and tripartism”*. The policy on gender equality and mainstreaming in the ILO, announced by the Director-General in 1999, states that *“mutually-reinforcing action to promote gender equality should take place in staffing, substance and structure”*. The policy states that *“its implementation through the strategy of gender mainstreaming is the responsibility of all ILO staff at all levels - while accountability rest with senior managers, regional directors and programme managers”*.

¹¹ *Implying a multiplier effect with a ratio of about 1 to 3.2;*

¹² *Which entails capacity building by way of facilitating access to vital resources (construction equipment) to resource poor local contractors;*

With respect to the Labour-Based Public Works Project, and as part of the agreement between GOL and the ILO, the implementation strategy as contained in addendum 2 of 25th November 2011 states that:

- ✚ *“Gender will be mainstreamed in all activities implemented by the ILO and such strategies will be reflected in all documents produced by the ILO.”*
- ✚ *“At least 35 percent of beneficiaries in the employment and skills training will be women in all categories of activities”;*
- ✚ *“The project will also apply equal pay for similar job policy as a way of securing women’s income, and will ensure that women have equal access as men in jobs provided including those related to decision-making and supervision; and*
- ✚ *“Gender is mainstreamed in all aspects of the project, including aspects of prevention of sexual harassment and security”.*

However, while it was clear to the Mission that the project team has in principle embraced gender mainstreaming and equality, a number of factors made it rather difficult to attain equality between men and women in terms of numbers of beneficiaries of project activities with the exception of labourers for road maintenance at the county levels. These included the fact that:

- ✚ The road construction or rehabilitation industry and its related activities which-according to key respondents are “muscular” in nature is naturally “male-dominated” and therefore traditionally less attractive to women entrepreneurs;
- ✚ Very few potential female investors in the construction industry from Monrovia where the majority are to be found were unwilling to go to the remote project sites (Maryland and River Gee counties) and therefore not responding to request for bids by the project.

As a consequence of these factors, and as indicated in **Table 1** below, project benefits have not accrued equally to men than women given that the average achievement in terms of women beneficiaries under various project activities is currently in the order of 26.6 % of total number of beneficiaries estimated at 1,552.

Table 1: Beneficiaries by Type of Project Activity				
Beneficiaries by Activity	Female	Male	Total	Women as % of total
No. of contractors trained	3	27	30	10.0%
No. of MPW staff trained	5	19	24	20.8%
No. of contractors awarded trial contracts	3	22	25	12.0%
No. of MPW staff participating in study tours	1	15	16	6.3%
No. of contractors participating in study tours	3	6	9	33.3%
No. of community group members participating in study tours	6	14	20	25.0%
No. of employees in CBOs works force	392	1,036	1,428	27.5%
Total	413	1,139	1,552	26.6%

3.2.1.6 Realism of Pilot Project Time Line

Ex-ante determination of realism of time-line for a project is difficult given the amount of unknowns- especially in terms of the number of stakeholders to be consulted and their pre-disposition by way of attitude to project objectives and activities, depth and breadth of implementation activities and so on. The truth is that there are no two projects that are ever the same and one cannot use other projects to assess the adequacy of time line for a particular project.

As indicated earlier, the original planned time-line for the project was three (3) years running from 30th January 2009 to 30th January 2012, while the revised time-line is about six (6) years running from 30th January 2009 to 31st December 2014. While the original timeline of three (3) years was perceived by key project and MPW staff to have been rather short and inadequate for full delivery on the project's planned outputs, the revised time-line is perceived to have been adequate. This seems to be supported by the fact that so far (over about 5 years and two months), the project has been able to deliver in nearly all planned outputs as will be demonstrated in the next chapter.

That notwithstanding, the view of some key stakeholders is that while the revised time-line was adequate for full delivery of planned outputs, it is inadequate to bring about significant impact. In the words of one key respondent, *"even the revised project time-line was only adequate as a show-case of the efficacy labour-based or employment-intensive infrastructure development model, but not for any notable impact given the huge nature of the unemployment and dilapidated roads infrastructure roads"*.

3.3 PROJECT PROGRESS AND EFFECTIVENESS

The following sections provide an analyses of the project's progress and effectiveness in terms of a number of parameters including: (a) the extent to which expected outputs and outcomes have been achieved or are likely to be achieved taking into consideration the evolving nature of such programmes; (b) Whether outputs, including the road maintenance training materials were of good quality and how stakeholders perceive them; (c) whether the outputs were delivered in time and in accordance with the project's work plans; (d) whether project-related benefits have been accruing equally to men and women; (e) whether training methodology based on a mixture of classroom and practical training was appropriate and adequate; (f) effectiveness of support provided to the project by MPW; and (g) whether there were any unintended results of the project.

3.3.1 Planned Project Outputs and Overall Performance

While the expected overall outcome of the above-listed activities of the project is "improved capacities of MPW, local contractors and communities to maintain roads using labour-based methods", the main output services of the ILO capacity building component-in accordance with the broad provisions of addendum 2 of 25th November 2011 were:

- (i) To *develop maintenance operations manual and field handbook* for use by MPW official in the management of the road network;
- (ii) To *train 30 engineers and technicians of MPW* in planning, design and supervision of maintenance contracts;
- (iii) To *train 30 small scale local contractors* in the use of labour-based methods for the maintenance of roads and contract administration in general;
- (iv) To *establish and train sixty (60) community maintenance groups*;

- (v) To organize study tours for MPW staff, representatives of small scale local contractors and community roads maintenance groups;
- (vi) To undertake demonstration works for labour-based methods; and ,
- (vii) To support MPW in the procurement of labour-based equipment for distribution to, and use by small scale local contractors on “hire-purchase” basis.

Outputs (vi) and (vii) above were included mainly for purposes of supporting other components of the project-especially under the responsibility of Government

The overall performance of the project in delivering planned outputs has been quite good. Out of the nine (9) planned outputs, the project has managed to **surpass** the target of two (2)-i.e. establishment of and capacity building of community road maintenance groups by 3%, and study tours for MPW staff by 100%; **fully achieved** five (5)-i.e. development of the maintenance operational manual, training of small-scale local contractors, procurement of labour-based equipment for private contractors and delivering them to MPW, organization and facilitation of study tours for representatives of small-scale local contractors and also community roads maintenance groups.

While appreciating that the project still has another ten (10) months to go, the mission observed that two (2) of the planned outputs are yet to be fully achieved-i.e. training of MPW engineers and/or technicians and demonstration works on labour-based methods whose respective achievements at the time of the Mission were 80% and 60% of planned targets. In relation to these two achievements that are yet to be fully met, the mission was cognizant of the fact that their execution were not under the full control of the ILO project team. For example, (i) while it was ILO’s responsibility to procure and deliver the labour-based equipment-which has already been fulfilled, it was the responsibility of MPW to distribute them to private contractors; and (ii) while the ILO project team has already forwarded the package for re-gravelling to MPW, its approval has experienced significant delays.

3.3.1.1 Development of Maintenance Operations Manual

In this regard, the Mission observed that the project had fully achieved the target of having a Maintenance Operations or Management Manual place by October 2009-which was notably quite early in the project cycle. The manual, which was adopted from the versions for Ghana and Tanzania, is intended for use mainly by road engineers as a reference to management practices associated with road maintenance. In addition to defining duties and responsibilities, procedures and specifications for maintenance activities, the manual also provides insights into the use of community maintenance as a strategy for complementing conventional contractors.

The project team has subsequently distributed the manual primarily targeting engineers within MPW Rural Development Unit, technicians and road construction foremen. Engineers and technicians interviewed during field work overwhelmingly indicated that the manual has been extremely helpful in providing standard point of reference for road maintenance and that they are making good use of the document. The strategy of the project team-which in the view of the Mission is quite prudent, is to print and distribute additional copies of the manual only in line with demand by target beneficiaries.

3.3.1.2 Training of MPW Engineers and Technicians

In this respect, the project targeted training a total of thirty (30) MPW engineers and/or technicians. While acknowledging that the project has still another ten (10) months to go, the mission observed that the project had so far achieved 80% of the target having trained twenty-four (24) out of the planned thirty (30) beneficiaries-primarily comprising MPW engineers and/or technicians. The

MPW has recently provided an additional list of six (6) engineers and technicians to be trained, targeting the South Eastern Counties. Further, the project team, in collaboration with relevant MPW staff, is also exploring the possibility of sending engineers and/or technician trainees to other regions of Africa for exposure and training in “cold emulsion bitumen surfacing” technology.

3.3.1.3 Training of Small-Scale Local Contractors

The project targeted training a total of thirty (30) small-scale local contractors-which by the time of the Mission had been fully (100%) achieved. An overwhelming majority of contractor-trainees interviewed during field work indicated that the mixture of class-room and demonstrational training was appropriate-though the majority preferred more of the latter form of training. As will be noted in **Appendix 5** of this report, women-owned and/or operated construction firms comprised only three (3) of the total trained contractors or just 10%. While the project has consistently encouraged women contractors to come forward for training and application for road rehabilitation bids, this rather disproportionate outcome against women has primarily been as a result of the relatively low number of women-owned and/or managed construction enterprises in the country compared to those owned and/or managed by men.

Training-which comprise theoretical (class room) training, practical training and trial training, will be completed after trial contracts have been executed and it is only after successful completion of that the contractors will be graduated. In 2013, four (4) contractors were awarded trial contracts which had been successfully completed by the end of that year. The works were openly advertised but confined only to labour-based trained contractors.

While most beneficiaries of training who were contacted during the Mission indicated that the quality of training was quite good and had enhanced their technical capacity, they indicated the need for follow-up in the form of “short refresher-training sessions” so as to enhance the acquired skills; and to shorten the time lag between the time they finish their training and the time they get contracts awards so as to avoid memory lapse. The project team is indeed aware about these emerging needs and they are planning to further build the capacity so far developed through the project.

3.3.1.4 Establishment and Capacity Building of Community Roads Maintenance Groups

While the target was to establish sixty (60) community roads maintenance groups by the end of the project period, a total of sixty-two (62) such groups, each comprising 10 members and under a total of nine (9) management teams, had been mobilized and established by the time of the Mission-thereby surpassing the target by approximately 3%. The established community groups have also received training. These groups are currently being prepared and allocated a five-kilometer portion of a road for routine maintenance beginning 2014 following completion of the demonstration works contracts-which is expected to commence by the end of March 2014.

With each of the 62 community groups comprising an average of ten (10) members, the project’s outreach is in the order of 620 individuals beneficiaries. Of this total, women members comprise 392 or about 63% of the total number of individual beneficiaries so far reached by the project as part of this intervention.

3.3.1.5 Organization and Facilitation of Study Tours

The project was expected to organize and facilitate labour-based technology study tours for MPW staff, small-scale local contractors as well as community roads maintenance groups. To this end, the

project performed very well having been able to successfully organize and facilitate the following tours during which the beneficiaries also participated in workshops on labour-based methods of roads rehabilitation and maintenance. The overall performance with respect to the output on study tours was in the order of 100% to 200% of project target-which means either fully achieving, or surpassing the target.

- ✚ *Four (4) study tours for the MPW members of staff* to Turin in Italy (2 people), Ghana (3 people -who also attended the 14th Regional Seminar for Labour-Based Practitioners hosted by the Government of Ghana), Uganda (3 people), and more recently during February 2014, to Cameroon (4 people- who also participated in the 15th Regional Seminar for Labour-Based Practitioners hosted by the Government of Cameroon). Overall, this means that the project managed to surpass the planned target of two (2) study tours by 100%. For the same reason regarding the scarcity of women engineers relative to men, only one (1) woman was involved out of a total of twelve (12) beneficiaries-which means just about 8% female representation.
- ✚ *Two (2) study tours for representatives of small-scale local contractors* were facilitated one (1) to Ghana (6 people) during May 2013 for the Association of Liberian Construction Contractors to meet their counterparts for knowledge sharing and to have first-hand information regarding the institutions that support the contractor associations in Ghana; and the other to Cameroon (2 people) during February 2014. Thus the overall performance of the project in this respect represents 100% achievement of target. However, out of the total eight (8) contractor participants in the two study tours, only three (3) or 37.5% were women.
- ✚ *Two (2) study tours for representatives of community roads maintenance groups* were facilitated, one (1) to Monrovia in December 2013-comprising eighteen (18) people, and the other to Cameroon during 21st February to 1st March 2013-comprising two (2) people. Thus, a total of twenty (20) benefited from the study tours organized by the project. While the overall performance of the project in this regard represents 100% achievement of target, the number of female participants were only six (6) or 30% of total number of people who participated

3.3.1.6 Demonstration Works for Labour-Based Methods

The MPW is primarily responsible for this activity with the ILO having only an advisory but not operational role. In this respect, the plan was to carry out demonstration works on labour-based methods on a total stretch covering 66 KMs. While activities to this effect are on-going, the project has only been able to demonstrate over a stretch of about 39.6 KMs or about 60% of target. The commencement of gravelling works is currently outstanding partly due to the delay of MPW in responding to the package of re-gravelling that was sent to them by the ILO team way back in December 2013. The project team is however confident that they will be able to deliver fully on this output by October 2014.

3.3.1.7 Procurement of Light Construction Equipment Suitable for Labour-Based Works

In this respect, the ILO had proposed best options for the successful and sustainable management of construction based on its experiences across comparable countries, namely, to build the capacity of the “resource-poor” small-scale local contractors by facilitating their access to light construction equipment suitable for labour-based works “hire-purchase” basis. The Evaluation Mission considers this to be the best approach of fostering the ideals of the project and enhancing the potential for sustainability of project activities.

In this project, the equipment that were procured by the ILO and handed over to MPW for on-ward distribution to small scale local contractors on a “hire-purchase” basis comprised 10 sets of equipment with each set consisting of one (1) tractor, two (2) trailers and one (1) roller. Of the total sets of equipment planned for procurement, four (4) are currently used for demonstration/training purposes while the rest six (6) were to be distributed to private contractors.

The biggest problem in relation to this output is that while the ILO project team had procured and handed over the equipment to MPW as far back as September 2012-almost one year and five months ago, not all of the procured equipment have so far not been distributed to private contractors and the demonstration project sites as was planned in the project design. The Evaluation Mission was informed by some MPW staff that several internal consultations regarding how best to deploy the equipment had been undertaken but it was not possible for the Mission to establish the outcome and final consensus on this matter. However, the Mission somewhat gathered that some key decision makers in MPW were of the opinion that the equipment should “rent” or “leased” out to private contractors by MPW rather than providing them on a “hire-purchase” basis. The on-going indecisiveness on the part of MPW on this matter is causing growing jitters among potential private contractors as was established during field interviews

In this respect, the Evaluation Mission strongly recommends that MPW release the equipment meant for demonstration works to the demonstration sites and also those meant for private use to interested and eligible private sector contractors on “hire-purchase” basis as was originally planned in project design.

3.3.2 Gender Equality in Sharing of Project Benefits

As indicated in **Table 1** in Chapter 3.2 of this report, project benefits have accrued more to men than women, not by design, but default primarily because of the nature of road construction activities which have naturally been male dominated.

3.3.3 Unintended Results

The only significant unintended result of the project that the Mission observed was the fact that more men than women have benefited from project activities-which has primarily been due to the above-mentioned male-dominated nature of road construction and maintenance works.

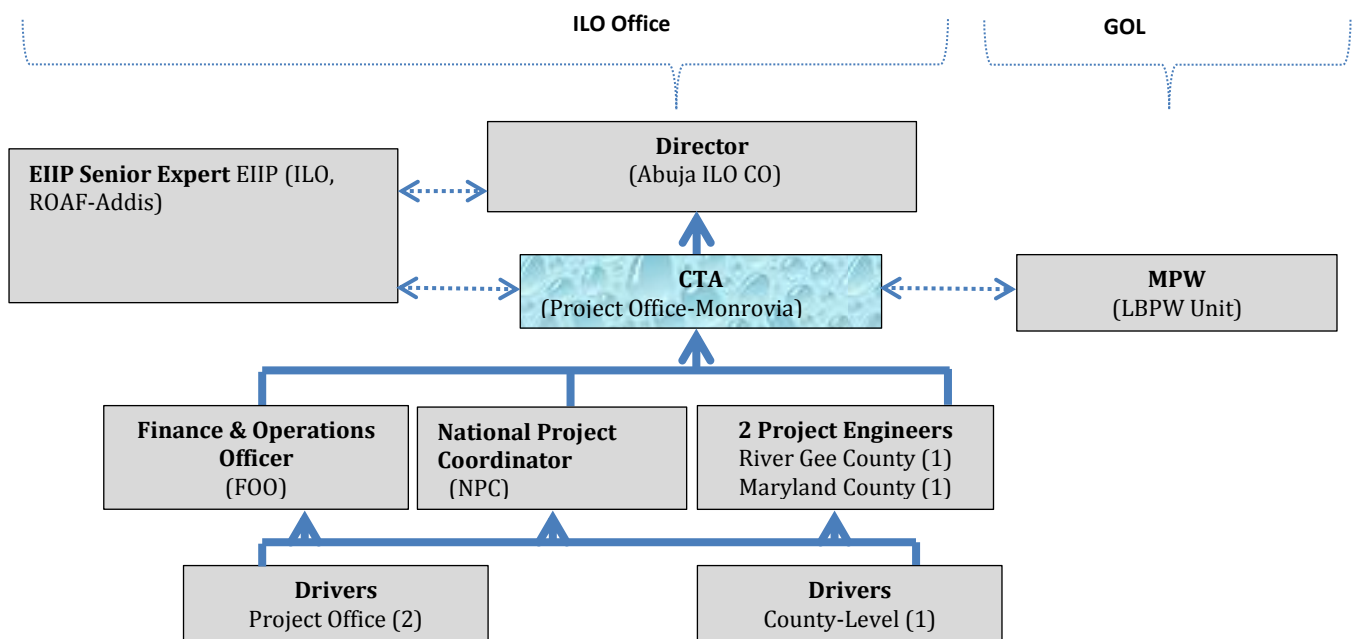
3.4 EFFECTIVENESS OF PROJECT MANAGEMENT ARRANGEMENTS

In this respect, the mission assessed the appropriateness of the current organizational and management arrangement of the project; effectiveness of administrative, technical and/or political support of the project from the ILO offices and specialists in the field e.g. the ILO Office-Abuja, the ILO Office-Addis Ababa (ROAF) and ILO Headquarter-EMP/INVEST (Geneva), and the Government-especially through the LBPW Unit of MPW, and national implementation partners as well as other stakeholders; monitoring and evaluation; systems for risk analysis and assessment; knowledge management and information sharing.

3.4.1 Organizational and Management Arrangements

As indicated in **Figure 4** below, the ILO Capacity Development component of the project is managed by a team of eight (8) people-five (5) technical and three (3) support staff. Technical staff of the project comprises an international Chief Technical Advisor who is supported by a National Project Coordinator and a Financial and Operations Officer- all of whom are based in the ILO project office in Monrovia; and two (2) engineers (one for Maryland County and the other for River Gee County). Support staff comprises three (3) drivers-two (2) in the project office and one (1) in the field (shared by the two engineers). The CTA-who is the principal project staff responsible for preparing work plans and allocating project budgets, reports to, and is administratively backstopped by the Director of the ILO Country Office in Abuja (Nigeria); and technically backstopped by a Senior Expert of the Employment Intensive Investment Programme (EIIP) based in the ILO Regional Office for Africa (ROAF) in Addis-Ababa (Ethiopia). In addition, the CTA works in close collaboration with Labour Based Public Works Project Unit of MPW.

Figure 4: Organizational and Management Arrangement of the Project



3.4.1.1 Overall Effectiveness of Organizational and Management Arrangements

According to ILO project management team, the MPW Labour-Based Public Works Unit staff, and a cross section of other stakeholders, this organizational and management arrangement of the project is working quite well. According to a wide range of respondents met during field work, this management arrangement has allowed for effective involvement of all relevant stakeholders, collaboration, regular interaction and sharing of information between the various stakeholders.

3.4.1.2 Technical, Administrative and Political Support

The ILO project management team described the administrative backstopping by the Director at ILO CO. (Abuja) and technical backstopping by the EIIIP Senior Expert at the ILO ROAF (Addis Ababa) as having been excellent. According to the project team, the two ILO offices have consistently maintained an “open door policy” in as far as their relationship with the project is concerned and have provided effective and timely backstopping support services whenever needed. Regarding support by the ILO -EMP/INVEST Unit in Geneva, the project team indicated that they have had

minimal interaction by way of technical backstopping support. To this effect, the team pointed out that this was not because they had tried to seek support from this office past and failed to get it, but rather because such need has actually not arisen in the past-especially in light of the effective and readily available services by the EIIP Senior Expert at ILO-ROAF.

The project team also indicated that support by, and collaboration with national partners - including the central Government through the MPW-LBPW Unit, county administration, local communities and other stakeholders has been generally good and forthcoming. A number of key respondents largely attributed this to the relevance of project objectives and activities in terms of addressing the pressing need for infrastructural development and employment creation in Liberia. That notwithstanding, some key respondents-especially from among private contractors, now feel that the unwarranted long delay in dispatching road construction/maintenance equipment to private small-scale contractors and demonstration sites by the MPW as envisaged in the project design is good-enough reason to cast doubt regarding the Government's political will and commitment to project ideals.

3.4.1.3 Monitoring and Evaluation

Monitoring and evaluation (M&E) entails the process by which data and information are collected (through monitoring) and analysed (through evaluation) in order to provide information to project or programme management and other stakeholders for use in programme or project planning and management. Overall, monitoring and evaluation of projects or programmes are important because they help implementers in making informed decisions regarding operations and service delivery based on objective evidence; ensuring the most effective and efficient use of resources; determining the success or failure of a programme or project; assisting in meeting organizational requirements such as reporting; and demonstrating to donors whether their investments have been worthwhile or not. Project log frames provide the key reference point for monitoring and evaluation of any given project or programme. Such log frames-which are normally included in project or programme document, define the project's objective, purpose/immediate objectives, outcomes/anticipated results, planned outputs and activities, risks and assumptions, means of verification and responsibilities of the various stakeholders.

In the case of the LBPW project, the Mission observed the following:

- ✚ That the project did not have a conventional log frame-which according to some key respondents met during field mission was primarily because of the interventional pre-disposition nature of the project, namely; that it was "emergency response" project intended to bring about "rapid and quick results" given the very poor state of infrastructure, high unemployment and the need to engage the ex-combatants of the previous civil wars in gainful occupation for enhanced social cohesion and peace in the country, and more specifically in the project areas.
- ✚ That while the indicators of achievement of the project were clearly defined in terms of being **specific, measurable, attributable and realistic**, they were not "time-bound" within the period before the planned end-date-thereby not fully complying with the SMART¹³ principles within the context of the M&E framework.
- ✚ That project baseline data was not provided.

¹³ Which is an acronym relating to monitoring and evaluation indicators of achievement and standing for *Specific, Measurable, Attributable, Realistic and Time-bound*;

Notwithstanding the above-listed gaps, the mission observed the following positive attributes of the project:

- ✦ That the project team had subsequently prepared some sort of results framework indicating outputs and target achievements-which however lacked information baseline data, means of verification, risks and assumptions, as well responsibilities;
- ✦ That the project team prepared and executed work plans on a fairly regular and timely basis;
- ✦ That the project team was systematically collecting and collating relevant data and information as well as reporting on project progress on a fairly regular and timely basis-that is through quarterly and annual reports covering all outputs of the project;
- ✦ That lack of a proper log frame did not adversely affect project management, implementation, monitoring and evaluation in any significant way.

3.4.1.4 Knowledge Management and Information Sharing

In this regard, the Mission observed that the project team was effectively sharing knowledge and information with other stakeholders through various fora including regular meetings with collaborating implementation partners-especially the LBPW Unit of MPW; training and other form of workshops and seminars, electronic and print media¹⁴. That notwithstanding, the mission was not impressed with the teams culture of recording and storage of information as demonstrated by the fact that solicited information was delivered on piece-meal basis.

3.4.1.5 Systems for Risk Analysis and Assessment

Risk is a concept that denotes a potential negative impact to an asset or some characteristic of value that may arise from some present process or future event. No one would disagree that managing risk within a project is not a good idea. Risk Management is an essential part of any programme or project and can vastly contribute to successful delivery. Where it can and does go wrong is when there is an over-reliance on the risk aspects of the project and where, they in themselves, start driving the way the project moves forward. The management of risk is part and parcel of project management, but is not the be all and end all of it as it sometimes becomes in more risk-averse organizational cultures. However, in this context, the Mission observed that while managing risks is critical for effective project management, *the LBPW project did not have in place a proper system for risk analysis and assessment*. This was perhaps why the project team was caught unawares by the delay in distributing contract equipment on the part of MPW as well as in approving demonstration packages.

3.5 EFFECTIVENESS AND EFFICIENCY OF RESOURCE USE

With regard to efficiency of project resource use, the Mission looked into human resources in terms of adequacy of staffing, qualification and commitment of project staff; other physical resources; adequacy of project budget and effectiveness of financial flow as well as efficiency of resource use in general.

3.5.1 Human Resources

The ILO gives high priority to effective and efficient use of all types of resources. As indicated earlier in this report, the project is managed by a small core team comprising eight (8) people of whom five are technical staff (CTA, NPC, FOO, and 2 engineers-one for Maryland County and the other for River

¹⁴ For example the print media reports found in the "New Dawn Newspaper" of December 2013 and others

Gee County), and three are support staff (3 drivers-two at project office in Monrovia and 1 in the field-supporting the project engineers). On matters of human resources, the Mission observed and/or gathered the following:

- ✚ With the effective backstopping support by the EIIP Senior Expert, and collaboration with national stakeholders-especially the MPW LBPW Unit, the core project team is considered by not just the Mission to be adequate at least in relation to the current scope of work and geographical coverage of the project, but also by the project team members themselves-though there was a general feeling that any further scale-up beyond the current coverage would require enhancement of human capacity-especially with respect to secretarial services to support the technical staff in the ILO project office, as well as the projects field engineers.
- ✚ All members of the core project team were not only qualified in their respective areas of responsibility, but they also exhibited tremendous commitment to project work and consistently upheld team work spirit and collaboration with other stakeholders;

3.5.2 Financial Resources

It was neither possible, nor a requirement of TORs for the Mission to carry out a full “*value for money audit*”. The Mission only looked into issues regarding adequacy of project budget; level of financial utilization, effectiveness and efficiency of use; financial disbursement; and leveraging of external resources. In this context, the mission observed the following:

- ✚ **Adequacy of project budget:** While acknowledging the fact that “money is one thing in life that can never be enough”, the revised project budget amounting to US\$ 4,732,702 has enabled the project to achieve most of its targets and is likely to result in some positive impacts for the targeted poor communities in Maryland and River Gee counties. Notwithstanding, the impressive achievements attained by the project so far, a few key respondents felt that the budget was quite small in light of the apparent huge “needs-gap” in terms of the required capacity building and infrastructural development in Liberia. In this context, the Africa Infrastructure Diagnostic study by the World Bank estimated that the country’s cost of infrastructure investment needs alone is in the order of US\$ 336 million per year¹⁵.
- ✚ **Financial Utilization:** So far, the project has used approximately US\$ 3.8 million-which translates to about 81% of total budget. With the planned for 2014 including training of an six (6) MPW engineers and/or technicians; conducting trial contracts; engaging project-trained CBOs in routine maintenance works; undertaking of demonstrational works; study tours for project-trained contractors and CBOs; and undertaking feasibility assessment study for setting Geographical Information, Database and Mapping Systems for Feeder Roads Network, the remaining balance of about 19% is likely to be fully utilized by the end of the project.
- ✚ **Effectiveness of Utilization:** A not-too-detailed assessment of project budget and expenditure indicated that between 65 and 70% of the budget has been utilized for direct support to target beneficiaries, e.g. in capacity building through in-country training and study tours, procurement equipment meant for private contractors and demonstrational works, and maintenance of roads among other. The Mission considers this share of the

¹⁵ Thus the project budget was only about 1.4% of this estimate-which one key respondent considered as rather conservative.

budget that has been utilized for the direct benefit of target beneficiaries to be within the normal range of similar projects.

- ✚ **Efficiency of Financial use:** In this respect, the Mission observed that the project team has consistently applied stringent procurement procedures of goods and services, and in a transparent manner. Attempts to triangulate this finding with other stakeholders suggested the same conclusion. In fact, the AfDB Mission of 10th-21st March 2014 concluded that financial management of the whole project appeared satisfactory and is operating in a manner that is likely to fulfil accounting and fiduciary requirements of the project-albeit some issues which did not however pertain to the ILO-Capacity Development component. The project has also applied cost-savings measures e.g. the use of Ministry of Labour offices to accommodate project staff, and the use of MPW training for the project -albeit some money was used in rehabilitating the current project office, which is considerably less than the cumulative rental cost that the project would have incurred.
- ✚ **Financial Disbursements:** While the ILO project staff reported that disbursements of funds from the ILO CO. (Abuja) was quite timely and generally in accordance with team's work plans, the mission was informed by a some private contractor respondents of delays in the disbursement of contract funds specifically by MPW by as much up to 2 months after completion of their contracts. This is causing serious concern and should be addressed as soon as possible
- ✚ **Leveraging on external resources:** For leveraging of external resources, the Mission observed that the project had prudently taken advantage of the United Nations Mission in Liberia (UNMIL) transport systems for shipment of equipment to project sites in the field at no cost to the project. Moreover, the project has also utilized the services of the project unit of MPW.

3.6 IMPACT ORIENTATION AND SUSTAINABILITY

Attaining positive impact on a sustainable basis is always a major objective of any development programme or project.

3.6.1 Sustainability Issues

The Mission observed three key features of the project that have the good potential for bring about positive impact and sustainability of project interventions beyond its life.

These are briefly discussed below:

3.6.1.1 Ownership of Project Initiatives by Stakeholders

Field interviews with various respondents as well as independent observations by the Mission clearly indicated strong and growing ownership of project activities by the various stakeholders including CBOs, private contractors and government. The Mission attributes this desirable outcome to the relevance of project objectives to the needs of target beneficiaries-as shown in Chapter 1 of this report, and consistent involvement in project plans and activities right from the start. However, one major threat to local ownership is the delay in distributing contract equipment to the small-scale private contractors and in the disbursement of funds to contractors. These two issues are causing some disillusionment among the local contractors and members of the CBOs and should be addressed as a matter of urgency.

3.6.1.2 Mainstreaming of Project Initiatives in Government Policies and Budgets

As indicated earlier, project ideals have already been mainstreamed in key government policies and strategies. This is particularly in the case of the “Liberia Rising 2030 Vision”-in which employment is one of the key pillars, the “Liberian Poverty Reduction Strategy”, and the “National Employment Policy”. While this is good for the project, the main disconnect lies in the lack of budgetary provisions towards supporting relevant interventions prescribed in those policy and strategy documents. The problem with this is that it remains just as a statement as no action is likely to be undertaken with backing it with requisite resources. The government should therefore not just mainstream the project’s activities in the document merely by indicating what it wants to do and the strategy to be adopted, but also provide budgetary allocations.

In this regard, and for purposes of ensuring institutionalization in Government systems, impact and longer sustainability of project objectives, the Mission recommends that the project team, in collaboration with MPW and other relevant organizations such as the Ministry of Labour should engage the Ministry responsible for Finance with a view to ensuring budgetary allocations to sector line ministries for implementation of labour-based or employment intensive technologies to create the much needed employment in the country.

3.6.1.3 Capacity Building of MPW engineers, Private Contractors and CBOs

Capacity building of local institutions is one of the surest ways towards impact and sustainability. In the Labour-based project, capacity building was in two main forms:

- ✚ Firstly, training and organizing learning tours for MPW engineers, small-scale local private contractors and community groups-which an overwhelming majority of respondents met during field interviews indicated had enhanced their technical capacity and knowledge regarding labour-based technology and accruing benefits not just to them, but also the country as whole; and
- ✚ Facilitating small-scale local private contractors to access contract equipment on “hire purchase” basis.

While these interventions have real potential to bring about positive impact-particularly in the areas of employment and poverty reduction, this is threatened by the delay in distributing the equipment meant for construction and demonstration on the part MPW, inadequate training and the relatively long time-gap between training and engagement of contractors and/or communities in road construction and/or maintenance.

In this regard, the Mission recommends for intensification of training activities-including learning tours, immediate distribution of contract equipment to contractors as per the original project plan, as well as shortening time-gap between training and award of contracts to trained local contractors as well as trained community groups.

3.6.2 Impact Issues

While the ILO study on “*Employment Impact Assessment of Infrastructure Investments in Liberia (July 2011)*” has documented a number of possible impact gained from up scaling the project, further impact tracer studies are needed to enable the project stakeholders establish the full socio-economic

gains arising from project activities. That notwithstanding, there was anecdotal evidence that the project's strategy and programmes are steering towards positive impact in terms of increased employment, income generation, poverty reduction and overall improvement of the livelihood of beneficiaries. While most respondents interviewed during field interviews were not able to provide quantifiable data on accruing benefits, they indicated that they are now able to for example buy food for their families, take their children to school and build better houses with incomes generated through project-supported activities.

These assertions are somewhat supported by findings by the AfDB Mission of 10th to 21st March 2014 regarding the overall project-including the ILO Capacity Development component, which concluded that *"a number of socio-economic benefits are already occurring to the target population"* some of which included:

- ✚ Reduction in travel time along the 130 KM Fish Town-Harper Road from several days to just a few hours-which also reduces transport cost and costs of goods and services for the beneficiaries;
- ✚ Direct income earning on the part of community members who have been employed in the construction works as well as from income from the purchase of local materials-all estimated at about US\$ 1 million;
- ✚ Skills empowerment-where a number of community workers have been trained on construction trades (machine operation, steel bending, masonry, carpentry etc.); and,
- ✚ Financial empowerment where 62 community groups-comprising about 620 people, have been trained and awarded contracts for maintenance of feeder roads in the project area;

For purposes of keeping track of project impact, and subject to availability of resources, the Mission recommends that a further impact assessment study should be undertaken towards the end of the project¹⁶.

4.0 OVERALL CONCLUSION

The overall conclusion of the evaluation mission is as follows:

- (i) The project's objective and interventions are highly relevant to socio-economic development aspirations of all stakeholders involved;
- (ii) The project is certainly delivering on skills empowerment, employment creation, income generation and poverty reduction in the project areas-though the full picture is yet to be determined;
- (iii) The demand for project interventions far exceeds the current capacity of the project and additional time and resources are needed¹⁷;
- (iv) The project has the potential for impact and sustainability but further capacity building and more effective and broader institutionalization of the labour-based technology for constructing and maintaining roads within the structure of local communities as well as within government policies, work plans and budgets is urgently needed;

¹⁶ That is an assessment different from the study on *"Employment Impact Assessment of Infrastructure Investments in Liberia that was published by the ILO in July 2011"*.

¹⁷ In this respect, preliminary estimates by the ILO Employment Impact Assessment study of July 2011 indicates that approximately 220 local contractors and 600 supervisors would need some training in employment intensive technologies in the short to medium term.

- (v) The continued delay in the distribution of road rehabilitation equipment to local contractors is causing anxiety and disillusionment and has the potential to impact negatively on the anticipated results; and,
- (vi) Slow payment procedures to local contractors by MPW for completed roads rehabilitation and maintenance, and the time gap between completion of training and actual commencement of rehabilitation/maintenance works is causing serious concerns on the part of contractors and community groups and should be urgently addressed¹⁸.

5.0 EMERGING LESSONS LEARNED

Based on literature review, field interviews and observations by the Evaluation Mission, a number of lessons emerge:

- (i) That the ***labour-based development model*** for constructing and maintaining roads has the following key positive attributes:
 - ✚ It has a high degree of efficacy and is undoubtedly a viable development approach—especially from the point of view of cost effectiveness, income and employment generation, overall poverty reduction and overall economic growth;
 - ✚ It is win-win approach—from the point of view of cost-savings on the part of the Government, employment and income generation on the part contractors and local communities;
 - ✚ It has great potential to deliver results quickly;
 - ✚ It has potential for significant multiplier effects—which according to the *ILO-EIA study (July 2011) is in the order of 1:3.2*¹⁹;
- (ii) That ***stakeholder consultation and involvement*** during project design and implementation play critical role in fostering ownership of interventions and enhances the possibility for sustainability beyond the project cycle;
- (iii) That ***relevance of project interventions*** to the socio-economic development aspirations of stakeholders (in this case Government, local contractors and local communities) play a vital role towards eliciting broad-based support and quick “buy-in” of project objectives. Local communities are willing and able to mobilize local resources as long as they see the value of project activities to their livelihood needs.
- (iv) That ***experiential learning*** (in this case through study tours and site demonstrations) is an effective way of fast-tracking stakeholders’ knowledge acquisition, attitude change and capacity building in general.

¹⁸ It is however worth noting that the ILO only plays an advisory, and operational role in this respect.

¹⁹ The study estimates that for every 30,000 direct jobs created, an additional 95,000 jobs are generated.

6.0 MAIN RECOMMENDATIONS

The following is a summary of key recommendations for enhanced project performance during the remaining implementation period:

- (i) **Release labour-based equipment**-the MPW should release, without further delay, the labour-based equipment to eligible local contractors on “hire-purchase” basis as originally envisaged during project design;
- (ii) **Intensify capacity building**-the project should intensify training -especially for local contractors and community groups given the huge demand and the need enhance effectiveness and sustainability of project activities;
- (iii) **Enhance institutionalization of project activities**-the project team, in collaboration with MPW, should engage the Government with a view of finding ways and means of effective mainstreaming and integration of project objectives and activities , not just in relevant national and sector-specific policies and strategies, but also in their budget plans for purposes of fostering political and financial support towards ensuring longer term sustainability of project activities;
- (iv) **Reduce training-contract award time-gap**-the project team, in collaboration with MPW, should find ways and means of reducing the time-gap between training and award of contracts to eligible local contractors for more effective use of acquired knowledge;
- (v) **Expedite payment to contractors**-the project team, in collaboration with other stakeholders, particularly MPW should find ways and means of reducing the time-gap between contractor’s job completion date and actual payment of services rendered;
- (vi) **Initiate the process of project extension and up-scaling**-the project team, in collaboration with MPW, should initiate the process of project extension to a second and expanded phase, in light of the apparent huge infrastructural development needs, demand for project activities and the emerging benefits associated with the project. Such an exercise should take into account various implications regarding required additional resources (e.g. County-level engineers, , transport facilities and financial resources), and perhaps the need to establish “labour-based resource centre” to offer training and demonstration on labour-based roads rehabilitation and maintenance technology, among other things, and also for purposes of long term sustainability of project activities.

7.0 APPENDICES

Appendix 1: Planned Itinerary and Work Plan for the Mission

DATE	LOCATION	ORGANISATION/ INSTITUTION	DESCRIPTION OF ACTIVITIES	TIME
Sunday-16/03/14	Monrovia	N/A	<ul style="list-style-type: none"> Arrival in Liberia Perusal of background documents 	
Monday-17/03/14	Monrovia	Ministry of Public Works (MPW)	<ul style="list-style-type: none"> Meeting with Ambrose Wureh-Project Coordinator LBPWP 	8:00 AM
			<ul style="list-style-type: none"> Meeting with Jackson Paye/Assist. Minister MPW 	9:00 AM
			<ul style="list-style-type: none"> Meeting with Aaron Johnson/Project Engineer MPW 	10:00 AM
			<ul style="list-style-type: none"> Meeting with Emmanuel Bropleh/M&E Specialist LBPWP 	11:00 AM
			<ul style="list-style-type: none"> Meeting with Decontee Sartoe/Project Engineer LBPWP 	12:00 PM
Tuesday-18/03/14	Monrovia	Ministry of Labour /Tripartite Partners	<ul style="list-style-type: none"> Meeting with Hon. Neto Z. Leighe 	10:00 AM
			<ul style="list-style-type: none"> Meeting with Patience S. Heah 	11:30 AM
			<ul style="list-style-type: none"> Meeting with George H. Saah 	12:30 PM
			<ul style="list-style-type: none"> Ms. Massa Lansanah 	1:30 PM
			<ul style="list-style-type: none"> Mrs. Danielette Nimley/CEO Trokon Construction Company 	3.30 PM
Wednesday-19/03/14	Monrovia	Ministry of Public Works	<ul style="list-style-type: none"> Meeting with selected Public Works Engineers 	10:00 AM-1.00 PM
			<ul style="list-style-type: none"> Skype/Tel conversation-Relevant Staff ILO staff-Abuja 	2.00-5.00 PM
Thursday-20/03/14	Monrovia	Project Contractors	<ul style="list-style-type: none"> Conversation (Via telephone) with Project Contractors 	10:00 AM
	Monrovia	N/A	<ul style="list-style-type: none"> Prepare De-briefing power point presentation 	1.00-4.00 PM
Friday-21/03/14	Monrovia	ILO	<ul style="list-style-type: none"> Debriefing Exercise 	10:00 AM
Saturday-22/03/14	Monrovia	N/A	<ul style="list-style-type: none"> Depart for Nairobi 	

Appendix 2: List of People Interviewed

	Name	Organisation	Title	Date
1.	Dejene Sahle	ILO (ROAF)	Senior Technical Expert-EIIP (Project Technical advisor)	17-03-2014
2.	Charles Kwarteng. Asafo Adjei	ILO-Project Office (Monrovia)	Project CTA	17-03-2014
3.	Jemell Kiazolu	ILO-Project Office (Monrovia)	National Project Coordinator (NPC)	17-03-2014
4.	Abraham Dorley	ILO- Project Office (Monrovia)	Finance and Operations Officer (FOO)	17-03-2014
5.	Ambrose Wureh	MPW	LBPWP Coordinator	17-03-2014
6.	Hon. Neto Z. Leigh	MOL	Deputy Minister	18-03-2014
7.	M/s Patience S. Heah	MOL	National Coordinator-Child Labour Division	18-03-2014
8.	Sermah G. Tegli	MOL	Assistant Coordinator-Child Labour Division	18-03-2014
9.	George H. Saah	MOL	Director-Bureau of Employment	18-03-2014
10.	Aaron Johnson	MPW	Project Engineer	18-03-2014
11.	Emmanuel Bropleh	MPW	M&E Specialist	18-03-2014
12.	Decontee Sartoe	MPW	Project Engineer	18-03-2014
13.	Wennie Dyanku	REDES	Small-Scale Private Contractor	18-03-2014
14.	Napoleon Chattah	Liberia Eng & Training Corp.	Small-Scale Private Contractor	18-03-2014
15.	Paul Willie	Gbaryah Devt Association	Small-Scale Private Contractor	18-03-2014
16.	Ms Fatima Knoulde	Williette Construction Firm	Small-Scale Private Contractor	18-03-2014
17.	Alfred Porter	Professional Builders	Small-Scale Private Contractor	18-03-2014
18.	Mrs Danielette Nimley	Nimley Equipment	Small-Scale Private Contractor	18-03-2014
19.	Joe Doepoh	Grand Kru-Peace Devt Initiative	Small-Scale Private Contractor	18-03-2014
20.	Rubonp Ponray	Kpormbo Enterprise	Small-Scale Private Contractor	18-03-2014
21.	Moses Mapleh	Selma Group	Small-Scale Private Contractor	18-03-2014
22.	Sylvester Nyumah	SUISCO	Small-Scale Private Contractor	18-03-2014
23.	Daniel Garyon	Ma-Mary and Sons	Small-Scale Private Contractor	18-03-2014
24.	Nathaniel Natt	Liberia Labour Congress	General Secretary	19-03-2014
25.	Seth Quaye	MPW	Engineer-Trainee Beneficiary	19-03-2014
25.	Wilmot Williams	MPW	Engineer-Trainee Beneficiary	19-03-2014
26.	Prince Cassell	MPW	Engineer-Trainee Beneficiary	19-03-2014
27.	Emmulus Toliver	MPW	Engineer-Trainee Beneficiary	19-03-2014
28.	Ms Ophelia Y. Bedell	MPW	Engineer-Trainee Beneficiary	19-03-2014
29.	Gabriel Terpeh	Poeeno Development Assoc.	Beneficiary CBO-Team Leader (representing 3 CBOs)	19-03-2014
30.	SiehDweh	Badugeh Development Assoc.	Beneficiary CBO-Team Leader (representing 6 CBOs)	19-03-2014
31.	Prince Karpeh	Badtuageh Development Assoc.	Beneficiary CBO-Team Leader (representing 6 CBOs)	19-03-2014
32.	Alphonso Jallah	Banudendo Development Assoc.	Beneficiary CBO-Team Leader (representing 7 CBOs)	19-03-2014
33.	Ms. Elitha Kun	Badtuageh Development Assoc.	Beneficiary CBO-Supervisor	19-03-2014
34.	Aaron Johnson	MPW	Engineer-Trainee Beneficiary	20-03-2014
35.	Dekontee Sartoe	MPW	Engineer-Trainee Beneficiary	20-03-2014

Appendix 3: List of Participants of the Stakeholder De-briefing Workshop

(Held at the MPW Project Training Room on 21st March 2014)

	Name	Organisation	Title
1.	Charles Karteng Asafo Adjei	ILO-Project Office (Monrovia)	Project CTA
2.	Dejene Sahle	ILO	EIIP-Senior Expert/Advisor
3.	Jemell Kiazolu	ILO-Project Office (Monrovia)	National Project Coordinator (NPC)
4.	Harrison T. Boima	MOL	Field Clerk)
5.	Amos Tellewoyan	ALCC	Office Administration Officer
6.	Ambrose Wureh	MPW	LBPWP Coordinator
7.	Tambah Prince	AfDB	Infrastructure Engineer
8.	Prince Cassell	MOF	Senior Research Analyst
9.	Emmanuel Bropleh	MPW	M&E Specialist
10.	Robert M. Gbeintor	MPW-LBPW Unit	Project Accountant
11.	Tarlee Gonankeny	MPW	Civil Engineer
12.	John K. Kpakolo	EADECON	General Manager
13.	Daniel Gayn,	---	General Manager
14.	George H. Saah	MOL	Director-Bureau of Employment
15.	John N. Natti	LLC	Secretary General
16.	Clarence Sendee	--	--
17.	Dekontee Sartoe	MPW	Civil Engineer
18.	Taylor M. Cephis	MPW	Civil Engineer
19.	Richard Mgafuan	MOL	---
20.	Fatima Knoulde	Williette Construction Firm	Small-Scale Private Contractor

Appendix 4: Statement of Appreciation by Community Based Organizations

To: The Resident Representative
African Development Bank (AfDB)
Liberia Country Office
Sophie Community, Old Congo Town
P.O. Box 1844
1000 Monrovia, 10 Liberia

From: The Community Based Organization (CBOs)

Subject: Statement of Appreciation from CBOs

Date: December 6, 2013

Ref:

We, the Community Based Organizations, greet your diligent office with honesty and sincerity to extend our warmest thanks and gratitude for the financial Aid rendered us.

The atmosphere under which the Community Based Organization had been founded entails to us the following: Create awareness of Sanitation, Community Development, Economics Empowerment, brings about unity and reduces poverty.

Now that by your funds, we are trying to send our children to school and provide their demands. The high cause of living condition is slowly reducing from your Aid provided. In this light, the organizations are able to undertake other projects. Such as sensitization of child labor, awareness of HIV and AIDS and maintaining of fielder roads in our communities. With the support of the African Development Bank (AfDB), our living standard is improving.

We want to acknowledge you that with your financial support, we have better living condition in our communities.

Eventually, the main road will be given to government we observed that there are fielder roads leading to other towns where people go to market daily and hospital.

Finally, we are appealing that you find reasons to continue your financial Aid to our organizations.

Kind regards,

The Community Based Organizations (CBOs)

Cc: International Labour Organization (ILO)
Ministry of Labour
UN Drive
Republic of Liberia

Appendix 5: List of Trained Small-Scale Local Contractors

	Name of contractor firm	Ownership (F-Female: M-Male)
1	Regional Engineering & Development Services	M
2	Eadecon Liberia Inc.	M
3	Liberia Engineering & Trading Corporation	M
4	Grace Val Construction & Associates Inc.	M
5	Youthcare Inc.	M
6	Technocrat United for Reconstruction & Development	M
7	Boywe Construction & Engineering Company	M
8	Gbaryah Development Association	M
9	Kasad Inc.	M
10	Sanitation, Agriculture & Construction Organization	M
11	Williette Construction Firm Inc.	M
12	Yatta Contractual Services Inc.	M
13	Women in Action for Development	F
14	Warndeh Investment Corporation	M
15	Vansig Engineering & Construction Services	M
16	United Family for Reconstruction	M
17	Professional Builders Inc.	M
18	Possible Construction Company	M
19	Nimley Equipment Inc.	F
20	Grand Kru Peace Development Initiative	M
21	GBECCO	M
22	Faith Development and Construction Agency Inc.	M
23	Hasrol Construction & Traders Inc.	M
24	Kpormbo Enterprise Inc.	M
25	Optimum Construction Corporation	M
26	Selma Group Inc.	M
27	Friendship International Group	M
28	SUISCO	M
29	Pacific Construction Company	M
30	Concreters Construction Company Inc.	F

Appendix 6: Terms of Reference



Independent Evaluation of the Labour Based Public Work Project (LIR/09/01M/LIR)

1. Introduction and rationale for evaluation

The Government of Liberia (GOL) received funds from the Africa Development Bank (AfDB) to rehabilitate socio-economic infrastructure and improve capacities for infrastructure maintenance. The financial assistance from AfDB covers three components, namely:

- Rehabilitation of Socio-Economic Infrastructure; which is further divided into two sub components- (i) Rehabilitation of the Fishtown to Harper Road (ii) Rehabilitation of Social Infrastructure (10 schools and health facilities within the River Gee and Maryland counties)
- Capacity Development for Infrastructure Maintenance; and
- Project Management

PROJECT IMPLEMENTATION

- **Component 1:** Rehabilitation of Socio-Economic Infrastructure: Sub-component 2 - Rehabilitation of Social Infrastructure
The implementation of this sub-component is contracted to the Liberian Agency for Community Empowerment (LACE)
- **Component 2: Capacity Development for Infrastructure Maintenance**
The ILO, which is the implementing partner, is responsible for this component, Which provide support in building the capacity of the Ministry of Public Works (MPW), small scale local contractors and selected communities in Labour Based road rehabilitation and maintenance.
- **Component 3: Project Management**
This component is mainly handled by the Ministry of Public Works using the Labour Based Public works Project Unit at the Ministry

As per the Agreement between GOL through MPW and the ILO, the ILO Capacity Development component is planned to be implemented from 29th January 2009 to 31 December 2014 at an amount of 4,732,702 US Dollars.

This independent evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. The current evaluation covers only ILO's Capacity Building component of the project.

The overall objective of evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the remaining project duration.

2. Brief background on project and context

Project Title	AfDB-MPW Labour-Based Public Works Project
Project codes	TC Symbol : LIR0901MLIR Project Code : M.250.09.131.136
Project duration	30/01/2009 – 31/08/2014
Geographical coverage	Liberia
Donor	Government of Liberia funded by the Africa Development Bank (AfDB)
Budget	USD 4,732,702

The specific objective of the Project is to rehabilitate socio-economic infrastructure and improve capacities for infrastructure maintenance.

The International Labour Organisation was asked to provide assistance to the project through capacity development of MPW engineers, and small scale contractors on the appropriate use of employment friendly approaches in the execution of the project. .

By January 2009 the new Liberian Government has made progress in restoring some basic services and infrastructure and in creating the mechanism to support human rights, good governance, and economic growth and public reforms. However it was still handicapped with by limited institutional and technical capacity and lack of resources and equipment with which to implement its national reconstruction and development program. To address this, GOL in its Poverty Reduction Strategy (PRS) identified capacity challenge in Liberia as a priority area of attention. The PRS was proposed Labour –based rehabilitation of infrastructure as one of the major means to rebuild the destroyed infrastructure and at the same time create jobs in the context of very high unemployment. The MPW has challenges in designing and overseeing labour –based works. As in most institutions in Liberia, the MPW’s capacity was destroyed and its ability to manage its respective functions. The MPW’s human resources and institutional constraints were also compounded by inadequate logistical equipment. For the sustainability of the labour based technology in Liberia they MPW’s capacity needed to be developed.

The re-emergence of the local construction brought up contractors who lack the basic equipment and were not also exposed to labour based works. That development was seen as a constraint especially when viewed against the background that communities with little or no technical skills were to constitute the work force. It was a way of fostering local ownership of the community assets within the project area. There was the need to re-build the institutional capacity of both the small scale local contractors and community based maintenance groups.

To assist this effort, the International Labour Organisation (ILO) was entrusted to pursue the duties of building the capacity of the MPW, Small Scale Contractors and selected communities, in Labour –Based road rehabilitation and maintenance.

The main Objectives of the ILO services were:

- To develop maintenance operational manual and a maintenance field handbook for use by MPW official in the management of the road network

- To train thirty engineers and technicians of MPW in the planning , design and supervision of maintenance contracts;
- To train thirty (30) small scale local contractors in the use of labour –based methods for the maintenance of road and contract administration in general
- To establish and train sixty (60) community maintenance groups

Addenda 1, 2 and Aide Memoires

The original contract was signed on the 30th of January 2009 for a contribution of 3,618,997 US Dollars extending for thirty Six (36) months with the under listed outputs:

- To train thirty (30) engineers and technicians of MPW in the planning , design and supervision of maintenance contracts;
- To train thirty (30) small scale local contractors in the use of labour-based methods for the maintenance of the road network and contract administration in general
- To establish and train sixty (60) community maintenance groups to carry out Basic Routine maintenance in the Project area
- Develop MIS reporting for MPW
- Arrange for study tours for the MPW to other Africa Countries to learn about good practices in road maintenance
- Maintenance of 200 km feeder/rural roads in the project area

Due to the unavailability of road network for maintenance in the project area, the scope of works was amended through addenda 1 & 2 and during subsequent missions by the AfDB with the objective of supporting MPW and the small scale contractors to undertake road rehabilitation using labour-based technology. The revised scopes of works as shown in the aide memoire of May 2013 were as follows:

- Training of thirty (30) engineers and technicians of MPW; and thirty (30) small scale local contractors by ILO
- Formation and training of sixty (60) community maintenance groups
- Ten (10) sets of labour-based equipment to MPW for private contractors
- Four (04) sets of labour-based equipment for ILO training
- Organisation of two (2) study tours for MPW staff
- Organisation of two (2) study tours for representatives from small scale local contractors
- Organisation of two (2) study tours for community maintenance groups
- Support to MPW to undertake demonstration works on labour-based

The project supports the realization of the following DWCP outcome (LIBERIAN DECENT WORK COUNTRY PROGRAMME II 2011-2015):

Outcome 1: Labour intensive infrastructure development is integrated as a job creation strategy in the national development framework

Project management arrangement:

The project is managed by an International Chief Technical Advisor (CTA) based in the ILO Project Office and Ministry of Public Works in Monrovia and reports to the Director of the ILO office in Abuja. The CTA is the principal staff responsible for Programme implementation, supervising staff, allocating Programme budgets, preparing progress reports and maintaining Programme relations

with institutional partners. He is also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans.

The CTA works in very close collaboration with Labour Based Public Works Project Unit of MPW. The CTA is supported by three National Engineers; one is based in the Project Office in Monrovia whilst the other two are in the project area in River Gee and Maryland Counties of Liberia. The project is technically backstopped by the EIP Senior Technical Expert based in the ILO Regional Office for Africa at Addis-Ababa in Ethiopia.

3. Purpose, scope and clients of the evaluation

Purpose

- i. Give an independent assessment of progress to date of the project; assessing performance as per the foreseen targets and indicators of achievement ;
- ii. Provide strategic and operational recommendations as well as highlight lessons learned and approaches to sustain achievements of project results

Scope

The independent evaluation will cover all outcomes of the Technical Assistance for ILO's Capacity Development Support to the AfDB funded Labour Based Public Works Project. The evaluation will assess all key outputs that have been produced since the start of the project and the capacity development efforts made at all levels.

In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes
- How to ensure the achievement of all results (outputs and outcomes) within the project period
- Internal and external factors that influence speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

Clients

The primary clients of the evaluation are the Government of Liberia as beneficiary of this assistance, project stakeholders and constituents, ILO and AfDB as a funding agency that will benefit from the lessons learned, participating ILO offices, staff involved in the implementation of this initiative (CO Abuja, Regional Office for Africa (ROAF) and ILO departments at HQ, first and foremost EMP/INVEST. The evaluation process will be participatory.

4. Evaluation criteria and questions

The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

Key Evaluation Questions

The key evaluation questions are related to the three main services to be provided by the ILO: a) Capacity Development support to the MPW on labour-based public works in Liberia, b) support to Small Scale contractors and c) support to community based organisations in the project areas establishing them as service providers.

The evaluator shall examine the following key issues:

1. Relevance and strategic fit

- Is the project relevant in supporting the GOL's policy to provide gainful employment opportunities to the citizenry as enshrined in the Poverty Reduction Strategy and the Agenda for Transformation?
- Is the capacity development (CD) component implemented by the ILO relevant to National Employment Policy? Is the ILO's component relevant to the achievements of the overall project outcome?

2. Validity of design

- Has the design of the CD project taken sufficiently into consideration the huge needs in terms of training?
- Has the design clearly defined realistic performance indicators?
- Is the period allocated to deliver project outcomes sufficient?
- Considering the results that were achieved so far, was the project design realistic?
- Has the project integrated an appropriate strategy for sustainability/continuity, in particular for MPW to continue beyond the project period?

3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved taking into consideration the evolving nature of such programmes? Were outputs produced and delivered so far as per the annual work plans? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- Is the quality of the maintenance training material developed satisfactorily?
- Has the training methodology based on a mixture of classroom and practical training been adequate?
- How do you assess the support provided to MPW
- Are there any unintended results of the project?
- How does the project support other components of LBPWP?

4. **Efficiency of resource use**

- Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the project objectives?
- Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
- Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
- How efficient was the project in utilizing project resources to deliver the planned results?

5. **Effectiveness of management arrangements**

- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place to assess the effectiveness of the training? Is relevant information systematically collected and collated?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (ILO Office Abuja, Addis Ababa (ROAF) and EMP/INVEST HQ Geneva)?
- Is the project receiving adequate support from its national partners/implementing partners?
- Are all relevant stakeholders sufficiently involved?

6. **Impact orientation and sustainability**

- What are the next steps to make the Labour Based Technology effective in Liberia?
- What extra support in terms of capacity development is needed to make the project successful?
- What are the competences of the implementing agencies stakeholders in applying the knowledge developed by the project?
- What actions will be required to sustain the achievements made by the project so far?
- Is the project strategy and programme management steering towards impact and sustainability?

7. **Lessons learned**

- What good practices can be learned from the community based road maintenance approach that can be up-scaled in the coming years
- What should have been different, and should be avoided in any similar future projects?

5. Methodology

The evaluation will be carried out through a desk study and field visit to the project site in Liberia for consultations with project partners of the Government of Liberia, LBPWP Project Secretariat, ILO project staff, constituents, The Africa Development Bank Representative in Liberia as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Abuja, Addis Ababa and Geneva will be done and the method for doing so will be decided by the consultant in consultation with the Evaluation Manager. The independent consultant will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

These include:

1. Ministry of Public Works
 - a. Technical Division
 - b. Labour Based Public Works Project Unit

- c. Infrastructure Implementation Unit
- d. Rural Development and Community Services
- e. MPW Resident Engineers in River Gee and Maryland Counties
2. Community Based Organisations at the Project Areas
3. Association of Liberian Construction Contractors
4. The Africa Development Bank in Liberia
5. Ministry of Labour

Through the Evaluation Manager, the draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days). The consultant will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques. Subject to the decision by the consultant a guided Open Space workshop with key partners may be organised in Monrovia. The LBPWP secretariat, participating local, regional and national government offices, Africa Development Bank Country Representative in Liberia and other participated stakeholders would be informed of such a work shop and invited as appropriate.

Desk review

A desk review will analyse project and other documentation including the project document, project bi-annual progress reports, training reports and other relevant documents produced by the stakeholders. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument, which should be finalized in consultation with the evaluation manager. The consultant will review the documents before conducting any interview.

Interviews with ILO staff

The consultant will undertake group and/or individual discussions with project staff based in Monrovia, Liberia. The consultant will also interview key ILO staff responsible for financial, administrative and technical backstopping of the project in ILO Abuja, the Regional Office in Addis Ababa, and ILO HQ (EMP/INVEST). An indicative list of persons to be interviewed will be furnished by the project management (CTA) after further discussion with the Evaluation Manager.

Interviews with key stakeholders in Monrovia, River Gee and Maryland Counties

The consultant will meet relevant stakeholders including members of the LBPW unit of MPW and technical working group, project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective components in the country. Around the end of the data collection from the field, the consultant will make a debriefing to the officials of the Government of Liberia, ILO Director of Abuja Office, the project team, technical back-stopper, relevant stakeholders and the evaluation manager.

6. Main outputs

The expected outcome of this evaluation is a concise Evaluation Report as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key project and evaluation data
- Executive Summary

- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

In addition to the main report, the consultant is expected to prepare and deliver the following:

- An evaluation summary according to the ILO template will be attached in the final Report
- Lessons Learned using the ILO Lessons Learned Template
- Good Practices using the ILO Emerging Good Practice Template

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

7. Management arrangements, work plan and time frame

Composition

The evaluation will consist of one international evaluation consultant. The consultant will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: training, training development, capacity building initiatives to both public and private sector players and most importantly expertise on employment creation in infrastructure development.

Evaluation Manager

The consultant will report to the Evaluation Manager (Ms Chinyere Emeka-Anuna, emeka-anuna@ilo.org, Programme Officer ILO Abuja) and should discuss any technical and methodological matters with the Evaluation Manager should issues arise. The evaluation will be carried out with full logistical support and services of the LBPWP project team in Liberia.

Work plan and Time Frame

The total estimated working days is 24 making up for desk study, consultation with partners and field visits and report writing.

Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to the donor no later than 30th April 2014

INDEPENDENT END-TERM EVALUATION OF THE LABOUR-BASED PUBLIC WORKS PROJECT

Phase	Tasks	Responsible Person	Timing
I	➤ Preparation of TOR and consultation with stakeholders and ILO	Evaluation manager	4-15 November 2013
II	➤ Identification of independent international evaluator ➤ Entering contracts and preparation of budgets and logistics	Evaluation manager	10 th February – 28 th February 2014
III	➤ Telephone briefing with evaluation manager ➤ Desk review of project related documents ➤ Evaluation instrument designed based on desk review	Consultant	3 rd – 7 th March 2014
IV	➤ Consultations with Project staff/management in Liberia ➤ Consultations with ROAF, ILO Abuja, HQ Units ➤ Consultations with participating government officials ➤ Consultations with the AfDB in Liberia ➤ Consultations with other stakeholders ➤ Debriefing and presentation of preliminary findings to the project team, government partners and other stakeholders	Consultant with logistical support by the Project	10 th – 20 th March 2014
V	➤ Draft evaluation report based on desk review and consultations from field visits	Consultant	21 st – 31 st March 2014
VI	➤ Circulate draft evaluation report to key stakeholders ➤ Consolidate comments of stakeholders and send to consultant leader	Evaluation manager	Circulate by 1 st April 2014 Deadline for comments 15 th April 2014
VII	➤ Finalize the report including explanations on if comments were not included	Consultant	17 – 25 th April 2014
VIII	➤ Approval of report by EVAL	EVAL	22 th April – 4 th May 2014
IX	➤ Official submission to the PARDEV	Evaluation manager	5 th May 2014

For this independent evaluation, the final report and submission procedure will be followed:

- The Consultant will submit a draft evaluation report to the Evaluation Manager.
- The Evaluation Manager will forward a copy to key stakeholders for comment and factual correction.
- The Evaluation Manager will consolidate the comments and send these to the consultant.
- The Consultant will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the Evaluation Manager
- The Evaluation Manager will forward the final report to the Senior Regional Evaluation officer for onward transmission to EVAL for approval.
- The Evaluation Manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

Budget

A budget is allocated under BL 16.50 for this evaluation and is under the full control of the Evaluation Manager for engagement of a consultant, international and domestic travels and organization of workshops and consultative meetings with stakeholders.

For the consultant:

- Fees for international team leader for 20 days
- Fees for international travel from consultants' home to Monrovia, Liberia in accordance with ILO regulations and policies
- Fees for DSA during the country visit

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

A detailed budget will be prepared by the Evaluation Manager with support from the Project Team.

8. Key qualifications and experience of the Consultant

The **international consultant** should have the following qualifications:

- University degree in Civil Engineering, development work or related graduate qualifications;
- A minimum of 10 years of professional experience specifically in capacity building initiatives to both public and private sector players, training development, employment friendly approaches in infrastructure works, evaluating international development initiatives, entrepreneurship, management of development programmes, preferably in Africa;
- Demonstrated expertise and capability in assessing technical and vocational training in rural and urban infrastructure works, capacity building initiatives including micro-enterprise development, entrepreneurship and small business management training;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

Appendix 7: Bibliography

1. **ILO-LBPWP Progress Report (December 2012)**
2. **ILO-LBPWP Progress Report (March 2013)**
3. **ILO-LBPWP Progress Report (June 2013)**
4. **ILO-LBPWP Progress Report (September 2013)**
5. **GOL-Poverty Reduction Strategy; 2008-2011 (July 2008)**
6. **IMF and World Bank-PRS Progress Review Report (February 2012)**
7. **GOL-National Employment Policy (April 2009)**
8. **AfDB-Liberia Country Strategy 2013-2017 (June 2013)**
9. **UN-UNDAF for Liberia 2008-2012: Consolidating Peace & National Recovery for Sustainable Development (May 2007)**
10. **GOL-Agenda for Transformation; Steps Toward Liberia RISING 2030**
11. **AfDB-Aide Memoire (26th November-6th December (2012)**
12. **AfDB-Labour-Based Public Works Project-Appraisal Report (October 2007);**
13. **ILO- The Employment Strategy for Decent Work in Liberia;**
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15. **ILO-The Liberia Employment Action Programme;**
16. **AfDB-Aide Memoire (December 2013)**
17. **World Bank- Restructuring Paper on a Proposed Project Restructuring of LR-Agriculture & Infrastructure Development Project Grants (October 2013)**
18. **ILO & GOL-Addendum 2 (25th November 2011)**
19. **IFAD- Agriculture Sector Rehabilitation Project-Project Design Report-July 2009**
20. **ILO- Employment Impact Assessment Of Infrastructure Investments In Liberia (July 2011)**
21. **ILO-Strategic Policy Framework-2010-15; Making Decent Work Happen (March 2009)**
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23. **ILO-DWCP-2011-2015 (Final Draft (March 2010)**
24. **GOL/Ministry of Gender & Development-National Gender Policy-Abridged Version (2009)**
25. **UN-UNDAF for Liberia -2008-2013 (May 2007)**