



**INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION**

**Final Evaluation Report
on
Quick Impact Employment Creation Project (QIECP) for Youth through
Labour-based Public Works in Sierra Leone**

1	Project title	Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone
2	Themes	Employment creation for youth through integrated labour-based Public Works, and strengthening the capacities of private (small-scale contractors and local grassroots organizations) and public entities (MDAs) to facilitate job creation at the local level.
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9	Lead Offices	ILO Abuja; ILO EMP/INVEST
10	Responsible ILO Officials	Ms. Sina Chuma-Mkandawire, Director, ILO Abuja Office
11	Collaborating ILO Units/Offices	Regional Office for Africa, Addis Ababa; ILO Geneva: EMP/INVEST
12	Geographical coverage	Bombali District Council, Makeni, and Moyamba District Council, Moyamba, in Sierra Leone
13	Implementing partners	Ministry Of Works, Housing and Infrastructure/Sierra Leone Roads Authority (SLRA), SLRA Hqtrs, Kissy, Freetown, Bombali District Council, Makeni, Moyamba District Council, Moyamba, Ministry of Labour.
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Table of Contents

	Page
Acronyms	3
Acknowledgements	4
Evaluation Summary	
1. Brief background on the project and its logic	6
2. Purpose, scope and clients of evaluation	7
3. Methodology	7
4. Review of implementation	9
5. Presentation of findings	13
6. Conclusions	28
7. Recommendations	31
8. Lessons Learnt	32
9. Possible future directions	33
Annexes	35
1. Terms of reference	
2. ILO Project Inventory list	
3. Summary of project implementation achievements	
4. List of persons met	
5. List of completed & ongoing projects and sites visited	
6. Background documents consulted	

Acronyms

DWCP	Decent Work Country Programme
ECOWAS	The Economic Community of West African States
EU	European Union
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
GoSL	Government of Sierra Leone
ILO	International Labour Organization
LED	Local Economic Development
LFS	Labour Force Survey
LMI	Labour Market Information
MDA	Ministries, Departments and Agencies
MFI	Micro Finance Institution
MoELSS	Ministry of Employment, Labour and Social Security
MoTI	Ministry of Trade and Industry
MSWGCA	Ministry of Social Welfare, Gender and Children Agency
NaCSA	National Commission for Social Action
NAS	National Aids Secretariat
NRA	National Road Authority
OSH	Occupational Safety and Health
PRS	Poverty Reduction Strategy
QIECP	Quick Impact Employment Creation Project
SIYB:	Start and Improve Your Business
SLEF	Sierra Leone Employers Federation
SLIHS	Sierra Leone Integrated Household Survey
SLLC	Sierra Leone Labour Congress
SLRA	Sierra Leone Roads Authority
SMEs	Small and medium-sized enterprises
SSL	Statistics Sierra Leone
TACKLE	Tackling Child Labour through Education
TOT	Training of Trainers
TREE	Training for Rural Economic Empowerment
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNAMSIL	UN Assistance Mission in Sierra Leone (i.e. the peacekeeping mission)
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial relations Organisation
UNIPSI	UN Integrated Peace Building Office for Sierra Leone
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organisation
YES	Youth Employment Scheme

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The evaluator would also like to acknowledge the active participation of the representatives of the stakeholders at their debriefing meeting, ably chaired by Mr Augustine S. Sheku, Permanent Secretary, Ministry of Works. The participants include: Mr Ibrahim B.S. Kalleh, Ministry of Youth and Employment; Mr. Borbor A. Barima, Ministry of Labour and Social security; Mr. Jonnings A.B. Wright, SL Labour Congress; Mr. MollaMebome, UNDP and; Mr. Francis Macaulay, Ministry of Works, Housing and Infrastructure.

EXECUTIVE SUMMARY

Background and Context

In response to the post-conflict challenges of social and economic development in Sierra Leone, the Government developed PRS II, or the *Agenda for Change (2008-2012)*, which focused on reducing the high level of unemployment among the youth through investments in employment creation. In support of Government efforts the UNCT, formulated a *Joint Vision for Sierra Leone (2009-2012)*, and the 'Quick Impact Employment creation Project (QIECP) is one of the projects under the UN Joint Vision Programme 19 (Youth employment and development). Initially designed to focus on Bombali and Moyamba Districts, it is envisaged that the lessons learned would provide basis for extending QIECP activities to all parts of Sierra Leone.

The development objective of QIECP is to create employment opportunities for the youth through labour based infrastructure development. The three immediate objectives of QIECP are to: i) create productive employment opportunities for the youth within Bombali district; ii) introduce cost effective labour based methods for the execution of feeder roads rehabilitation and maintenance using private contractors and; iii) strengthen SLRA and the Bombali District Administrations' capacity to plan, manage and monitor feeder roads rehabilitation and maintenance. The QIECP strategy consists of combining up-streaming - policy and planning capacity building of ministries and public institutions and small/ medium private sector, and down-streaming – programmatic interventions that directly create employment. It is expected that by using local resources and labour intensive approaches to contribute to infrastructure and utilities for rural and urban populations, the project will rapidly generate demand for youth labour.

The ILO also assisted GoSL In the preparation of the 2010-2012 Sierra Leone Decent Work Country Programme (DWCP), through which all ILO assistance to Sierra Leone has been channelled. The DWCP plans to build on the UNDP-ILO collaboration on the Youth Enterprise Development Project undertaken between 2008/9, as well as harness and upscale on the current activities while providing an advisory role to the newly established National Youth Commission in the country.

The project proposed that a National Steering Committee would be constituted to govern the project, but due to administrative constraints the Committee has not be formed. The overall coordination of the Steering Committee has been vested in the ILO which reported to the UN Coordinating office in Freetown. QIECP has been effectively managed by ILO Area Office in Abuja, with backstopping support from the ILO Regional Office in Addis Ababa and from Headquarters in Geneva through ILO EMP/INVEST. For the delivery of project interventions the ILO fielded a Project Technical team comprising 1 Chief Technical Adviser, 1 Training Adviser, 1 Decent Work Adviser, and 2 National Engineers.

The project has established collaboration with UN partners - UNDP and UNIDO, UNAIDS and UNFPA. In addition, the project has also collaborated effectively with related ILO projects in Sierra Leone; assisting GoSL to develop strategies and programmes in support of employment creation as one of the four pillars in the Agenda for Change and; supporting efforts by GoSL to promote the Sierra Leone DWCP.

The QIECP has depended largely on the UN MDTF for its funding, as well as the ILO RBSA contribution, amounting to US\$3,357,013 and US\$250,004, respectively. Through the Project, ILO received support from JICA (US\$33,606) to carry out training for its small contractors and other stakeholders, with focus on: procurement process; finance procedures; audit for contract procedures and records and; service delivery. In addition, and the project received approx US\$250,000 from the World

Bank through NACSA. The initial project document indicates that QIECP will require a total of US\$6,293,840 over a 3-year period from May 2010. When project implementation actually started in October 2010, budget allocation amounted to US\$1,535,000 for the period October 2010 – December 2011. In the following year, allocation for the project from January to December 2012 amounted to US\$1,970,237, and as at August 2012, US\$1,174,312.80 had been spent; but most of the balance of US\$795,924.18 has been committed.

The RBSA funding of \$250,004 was used strategically, mainly for staff costs and operating expenses when MDTF fund was being expected. About 25% of the RBSA was used for the training of seven engineers: SLRA -3, NACSA -1, Ministry of Agriculture -1, Bombali District Council -1 and Makeni City Council -1. In addition, all the staff salaries were covered by the RBSA, without which the Project would have closed, pending release of MDTF funds. In essence, the RBSA contributed immensely to Objective 3, specifically to Output 3.1: SLRA staff trained to construct and maintain roads using labour based methods. The project also attracted support from the World Bank through NaCSA, and from JICA to carry out training for its small contractors and other stakeholders. The project has established close working relationship with a number of public sector players including the Ministries of Works, Housing and Infrastructure; Agriculture, Forestry and Food Security; the Sierra Leone Roads Authority; and National Commission for Social Action

The project so far has produced four categories of benefits; namely, i) the direct and immediate benefits resulting from the project activities and investments in road rehabilitation and maintenance; ii) the SLRA staff trained on the use of labour based methods; iii) the Staff of private construction companies who receive training in technical, managerial and business issues and iv) the communities along the rehabilitated road benefitted from direct employment opportunities and better access to social services. The project is scheduled to close at the end of October 2013.

Purpose, scope and clients of the evaluation

The main purpose of this evaluation is to assess the extent to which the project has achieved its immediate objectives and the associated factors, including the strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs. The evaluation has taken into account all interventions, geographical coverage, and the whole period of the effective implementation of the project, from October 2010 to December 2012. The principal clients for this evaluation are the project management, ILO constituents in Sierra Leone, ILO Abuja, ILO Regional Office for Africa, ILO technical units (Employment Sector), PARDEV, EVAL and the project donors.

Methodology of evaluation

The evaluation methodology consisted of both quantitative and qualitative approaches. Two data sources were explored; namely, primary data generated from interviews with stakeholders and some beneficiaries; and secondary data derived from desk review of relevant documents. Data from both sources were verified and analysed and preliminary findings presented at a debriefing workshop attended by stakeholders. The approach adopted assured the participation of ILO tripartite constituents and both internal and external key stakeholders during all phases of the evaluation process. The major limitation of the data sources relates to completeness of coverage in reaching all project beneficiaries; however, the ILO recently conducted an impact assessment of the project and related labour-based activities in the country and the report has provided information that filled in most of the data gaps in this evaluation.

Main Findings & Conclusions

In spite of financial constraints and the late start of the project, in its 2 years and 3 months of operation, the project has achieved a number of milestones in the areas of capacity building of private local and

Government contractors, rural feeder road rehabilitation and construction, creation of employment opportunities, increasing incomes of households in communities, and building partnerships.

The ILO capacity strengthening interventions have been in two main areas; namely, training of local contractors, engineers and supervisors in labour-based (LB) methods, and enhancing their productive capacity through provision of equipment. Local private contractors as well as contractors in Government institutions were trained under QIECP. The ILO trained 10 LB contractors, as well as 20 supervisors of the contracting firms, in feeder road construction and rehabilitation; 10 women were trained in road maintenance; 10 supervisors from five contracting firms, trained in the construction of minor drainage structures on feeder roads; 7 Engineers (comprising 2 SLRA, 1 NaCSA, 2 MAFFS, 1 Bombali District Council, and 1 Makeni City Council) were trained in LB technology. The theoretical training programmes were complemented by practical work which involved undertaking trial contracts. In addition, apart from training programmes for the QIECP needs, the project has also addressed the training needs of NaCSA and JICA project for capacity building for comprehensive district development in Sierra Leone. In this regard, ILO has trained engineers as follows: District/City Councils 15; SLRA 19; MAFFS 2; NACSA 1. In addition, ILO has trained 80 Contractors implementing NaCSA road sub projects, 240 of unskilled staff of contractors executing NaCSA projects, as well as 18 NaCSA Staff and 26 SLRA Engineers across the Country during 2011/12.

In order to strengthen the contractors with the necessary equipment, a total of 6 tractors, 12 trailers and 12 pedestrian rollers were procured by QIECP. According to the QIECP management, one tractor, two trailers and two rollers will be retained by the Project for demonstration purposes while the rest will be leased to the 10 private contractors on a revolving loan basis. In terms of feeder road construction and rehabilitation, through trial contracts awarded to the trained contractors, the project has recorded tangible results. The 5 trained contractors have completed almost 50 km of feeder roads at the end of December 2013, and those trained on drainage works constructed 24 culverts of various sizes. In Bombali District, the project has completed the rehabilitation of 11.7 km stretch of road (Masongbo – Magombu); and 7 feeder roads of varying lengths totalling 16.2 km. In Moyamba District, work on a 20km stretch of road (Gbangbatoke Junction – Ngiebu – Palima) has reached an advanced stage of construction and work is ongoing. The evaluator visited most of these sites (including numerous completed culverts of various sizes), most of which have experienced two rainy seasons, and the quality of completed work was found to be generally very good.

The overall employment target for this project was set at 440,000 person days (pd) of employment created within the three years of project operation. The latest field evaluation report indicates that a total of approximately 75,000 person days of work was created, representing 17% of the target. The delay has been attributed to lack of sufficient and timely availability of funds. Out of the original budget of US\$3,905,000, 62% was allocated to infrastructure, which would have yielded the 440,000 person days. However, a total of \$920,595 was available from the two MDTF releases, which means that only about 23.6% of the originally budgeted allocation for infrastructure was available. This implies that 23.6% of the 440,000 person days (103,840 pd) should have been created. Given the wage differential between skilled and unskilled workers, the project estimates that a total of 92,500 pd was created. In addition, the original document did not envisage the post of DW Expert for which \$187,663 was spent as well as the provision of about \$82,000 as per BL 11.050. The total of almost \$270,000 from the two budget lines that were not originally envisaged would have created additional 27,000 pd if it were utilized for infrastructure, yielding almost 120,000 person days. In addition, project management decided to gradually introduce entrepreneurship development and LED into the MDTF document in order to show that the Project was also targeting more permanent employment rather than the mostly temporary jobs created in the construction and rehabilitation of feeder roads. This was not in the original Prodoc even though LED was considered during the preparation of the Prodoc.

In terms of household incomes, it is estimated that over 30% of the total direct cost of the feeder road construction and rehabilitation has been paid out as wages to workers recruited from local communities. This translates to an injection of about US\$200,000 into the local economy in the rural areas in which project activities have been carried out. The project, through an impact assessment recently conducted, has been able to establish a basis for estimating household income profile using the 2004 HIES; analysis of the 2011 survey should provide data for measuring incremental income of households in the areas of project influence. It is difficult under this evaluation to determine the net impact of the project on the target beneficiaries especially on issues of poverty reduction. A situation analysis at the start of the new phase of QIECP might clarify the actual impact of such transfer on beneficiaries.

ILO is currently assisting GoSL develop strategies and programmes to support employment creation as one of the four pillars in the Agenda for Change, under “Economic and Social Integration of the Youth” a cross cutting issue that affects all four pillars of the Agenda for Change. The QIECP also serves to demonstrate the benefits from the provision of improved infrastructure and contribute to the achievement of the employment goals as part of the “inclusive growth” envisaged by the “Agenda for Prosperity”. In addition, the project has worked closely with the Ministry of Works and Government has issued the National Feeder Roads Policy (May 2011) as well as the National Employment Policy, which is awaiting Cabinet approval. The main task of all the stakeholders during the second phase should be the actual implementation of these and related policies in a comprehensive manner.

The QIEC identified women and men living in communities along the roads who would be engaged daily by the contractors, and earn an income, as the most notable direct beneficiaries of the project. The impact on women can be significant, as experiences from other countries show that women constitute between 20-50 percent of the total workforce and do face discrimination in hiring and related work conditions.

In spite of efforts by the project management to encourage women to participate in aspects of rural feeder road construction and rehabilitation under QIECP, not much has been achieved. The 10 contractors generated over 75,000 person-days of employment, involving 500 youths, but only 12% of them were women. The project found women to be capable of all the main activities required for the improvement of rural roads using LB approach. The training of contractors and unskilled workers in contract management (2012) also had only 8 female participants out of a total of 172. However the entrepreneurship training being conducted in support of local economic development (LED) has attracted a substantial proportion of women. Gender inequalities continue to feature prominently at all almost levels of the Sierra Leone society, including access to and participation in education, employment, politics and decision making. Some progress has been achieved in literacy and education for women, but significant disparities still exist in enrolment and retention rates. The persistence of gender discrimination has to do with the existing traditional practices that continue to hinder the promotion of gender equality and related matters for the successful implementation of development programmes such as the QIECP. One major challenge for the next phase of QIECP would be the development and implementation of a better focused gender sensitive strategy for enlisting a more balanced participation of women and men in all aspects of the QIECP, including rural feeder roads construction and rehabilitation.

A recent review of the Sierra Leone DWCP (October 2012) has noted that modest progress was recorded in issues of policy legislation and investment in programmes to create jobs and higher income. Of direct relevance to QIECP among the list of DWCP achievements is that QIECP as one of the outputs of the DWCP has contributed to the creation of productive employment opportunities for youth in Bombali and Moyamba districts through capacity enhancement training, and training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing), training of youth for productive employment, etc.

Conclusions

The 'Quick Impact Employment creation Project (QIECP) is one of the projects under the UN Joint Vision Programme 19, which is in support to the Government of Sierra Leone's (GoSL's) approach to addressing the problem of youth unemployment in the country. The QIECP is also one of the major outputs of the Sierra Leone DWCP (2010-2012), which the ILO supported the Government of Sierra Leone to formulate, as well as the Youth Employment Scheme (YES) funded through the UN Peace Building Commission. Therefore, QIECP is directly relevant to the strategies by Government of Sierra Leone and the UNCT for addressing the challenge of high levels of youth unemployment and poverty in the country.

In order to assure Government ownership and sustainability of the project activities, it was proposed that a National Steering Committee would be constituted to govern the project, but due to administrative constraints the Committee has not been formed. In its place, the Nation Feeder Roads Committee has played that role. The concerned Ministries have noted this lapse in QIECP management and indicated that this would be corrected in future.

Overall, the QIECP has been well managed: the ILO has provided effective technical backstopping support to the project through its employment intensive investment specialists in the sub-Regional ILO Office in Addis Ababa, and from Headquarters through EMP/INVEST in Geneva. The ILO administrative management of the project since its inception has been adequate; but protracted delays in the receipt of funds at operational level has dented its effectiveness to some extent. Both the Headquarters and Abuja ILO offices provide financial management of the project funds. At operational level, the ILO has provided Technical assistance through the deployment of an effective technical team. Taken together, the management of the QIECP has been effective and done in conformity with established ILO standards. Except for the limited financial resources available to this project and the delays in receiving funds at operational level, the results of management efforts should have been much greater in terms of impact and achievement of project targets.

The ILO capacity strengthening interventions have been very effective in two main areas; namely, training of local contractors, engineers and supervisors in LB methods, and enhancing their productive capacity through provision of equipment. However, the Government has been unable to deploy two of its counterpart engineers, as planned, to work with the experienced ILO team as a strategy for assuring Government involvement and sustainability. The concerned Government Ministries acknowledged this lapse and promised to correct the situation in future.

In terms feeder road construction and rehabilitation, through trial contracts awarded to the trained contractors, the project has demonstrated the feasibility of labour based approach in the trial Districts of Bombali and Monyale. In addition, the approach has been well received in social, economic and political terms, having created employment opportunities and incomes for young people in rural communities, most of them for the first time. What has been lacking is the equal participation of women and men in the construction and rehabilitation of feeder roads under the project in spite of efforts by the project management to ensure gender equity. This requires government and community interventions to remove the traditional practices and beliefs that constitute barriers to gender equality. However, the entrepreneurship training being conducted in support of LED has attracted a substantial proportion of women, and this is also an important strategy for addressing the temporary nature of LB job opportunities created.

Gender inequalities continue to feature prominently at all almost levels of the Sierra Leone society, including access to and participation in education, employment, politics and decision making. Some progress has been achieved in literacy and education for women; but more attention needs to be paid to certain fundamental issues, such as the existing traditional practices that continue to hinder the promotion

of gender equality and related matters for the successful implementation of development programmes such as the QIECP.

Regarding the Sierra Leone DWCP, which QIECP is an output, a recent evaluation has concluded that the priorities (and their appertaining outcomes, outputs and activities) are still relevant and well aligned with the development aspirations of the country. However, achievement of the objectives of the DWCP will require concerted effort in specific areas: ensuring greater commitment of Government by involving Cabinet and the Office of the President in the formulation and approval processes for the next implementation phase; reducing reliance on ILO for funding by improving the skills of partners in resource mobilization; institutional capacity enhancement of partners (through training programmes, additional personnel and logistic provision); and inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports) whose participation would be beneficial to the DWCP.

Apart from collaboration with UN Agencies in the country, the ILO QIEC project has also collaborated effectively with related ILO projects in Sierra Leone, including the project on Child Labour and Sierra Leone DWCP. Through the QIECP, ILO received support from JICA and NACSA through WB funding for introducing LBT. This collaboration with other projects in meeting government objectives shows the projects effectiveness and efficiency in mainstreaming employment creation. This provides a good lesson on how effective collaborate with other partners could enhance the impact of a project beyond its original conception.

Future possible directions

Besides the rural feeder roads construction, rehabilitation and maintenance, the next phase of the QIEP should explore other entry points for employment creation and local economic development (such as mining, quarrying, renovation and maintenance of public infrastructure, etc) to further the same objectives. Human and institutional capacity building for engineers, local contractors and supervisors, as well as training of potential entrepreneurs and related LED interventions, should continue to form the basic strategy for achieving national ownership and commitment to ensure sustainability of QIEP activities. In particular, the ILO may wish to intensify inputs into the LED strategy throughout the country.

The ILO in collaboration with the Government and UNCT should expand the range of partnerships in order to achieve the resource mobilization targets and secure additional technical interventions to facilitate labour intensity and local economic development for employment creation. In future, all Government contracts, particularly those ones that are large and capital intensive, should adhere to a clause of labour intensity before tenders are approved; this is an effective strategy for promoting labour based approach and employment creation for the youth in the country.

The Government, UNCT (including ILO) and development partners focus should be on a comprehensive implementation of the next SL DWCP (2012-2015), with reference to the Review Report (October 2012). The ILO and interested agencies should support the GoSL in the completion of the Labour Force Survey and the establishment and sustained functioning of SL Labour Market Information System.

Further collaboration with GoSL and UNCT in Sierra Leone should be strengthened to address the different aspects of youth empowerment (education & skills development; health and reproductive health; productive employment; gender and human rights) in order to realize the 'Demographic Dividend' for the country.

Recommendations & Lessons Learned

Main recommendations and follow-up

1. Having regard to the direct relevance of the QIECP achievements to Sierra Leone's employment challenges and GoSL's policy and programme response, the Pilot phase of the project should immediately move to a second phase of its wider replication in all the Districts of the country.
2. There are certain on-going project activities which may not be completed at the end of this Pilot (31 December 2012); the ILO should ensure that such project activities are not terminated by providing bridging funds which should also cover the cost of designing Phase 2 of the project.
3. One major challenge for the next phase of QIECP would be the development and implementation of a better focused gender sensitive strategy for enlisting a more balanced participation of women and men in all aspects of the QIECP, including rural feeder roads construction and rehabilitation.
4. The inability of the Government to deploy two counterpart engineers to work with the ILO technical team during the pilot phase, as agreed, was a missed opportunity; Government (through the Ministry of Works) should be ready to deploy a larger number of engineers to work with the ILO technical team and thereby acquire the necessary skills and experience for labour-based approaches to employment creation.
5. It is commendable that Government has issued the National Feeder Roads Policy (May 2011) and the National Employment Policy is awaiting Cabinet approval, which should come soon; the main task of all the stakeholders during the second phase should be the actual implementation of these and related policies in a comprehensive manner.
6. Research should be included in the design of the second phase of this project, both as a means of supporting the implementation of national employment and labour related policies and as a veritable source of data for programme management, including monitoring and evaluation.
7. While acknowledging the immense contributions of the ILO technical team to the success of this pilot project, the ILO should be encouraged to further strengthen the capacity of its team commensurate with the increased workload of an expanded project during the second phase of replication.
8. As part of the next phase of this project, both the ILO and GoSL should design and implement a comprehensive resource mobilization strategy in support of youth employment creation.

Important lessons learned

- The pilot experience of this project has demonstrated that funding is key to progress achieved in the construction, rehabilitation and maintenance of rural feeder roads and the attendant employment creation capacity; the target set for 3 years to create 440,000 person days of employment for the youth could be realized within a year if funding is adequate and available.
- In spite of awareness campaigns at local level, it is difficult to attract female workers to rural feeder road renovation and construction public works partly due to the persistence of traditional gender beliefs and practices; this makes gender balance in such employment a challenge.
- The project pilot period has been completed without the agreed deployment of two counterpart engineers by the Government to work with the ILO technical team due to subtle official resistance and bureaucratic constraints; this has been a missed opportunity and a stronger push by the ILO will be required in future.
- The existing systems and procedures, unless modified, tend to exclude the new and emerging local contractors from any competitive bid; and without modifying the Tender Documents as they now stand, newly trained contractors may not be qualified for any contract award.
- Access to light equipment (particularly pedestrian rollers which are difficult to find in Sierra Leone) is critical to the success of a labour based feeder road project.
- The performance of the Supervisor has been observed to be a key factor in the contractor's performance in feeder road contract execution.

1. Brief Background

Sierra Leone has an estimated population of about 6 million and for every 100 females there are 94 males. The Sierra Leone Statistics (SSL) projections show that total population would reach 6.4 million by 2014. About 42% of the population is less than 15 years of age, while older persons aged 65 years and above constitute only 4.4%. The population is predominantly rural; only 36.7% lived in urban areas in 2004. Gender inequalities feature prominently at almost all levels of the society, including access to and participation in education, employment, politics and decision making.

Following a protracted and destructive civil conflict which ended in 2002, the economy has started to register annual growth rates of up to 7%; but income inequality is relatively high, about 70% of the population still live below the poverty line while 26% live in extreme poverty. At the root of the widespread poverty in the country is the high rate of unemployment particularly among the youth. It has been estimated that in 2007, a total of 500,000 youths, mostly urban based, were seeking employment. Largely because of the decade-long war, young people in the country are poorly educated, with only 20% of 15-35 year olds having finished primary school.

In response to the post-conflict challenges of social and economic development in Sierra Leone, the Government developed PRS II or the *Agenda for Change (2008-2012)*, which has a focus on reducing the high level of unemployment among the youth through investments in employment creation. The Government has adopted a Youth Policy and a National Action Plan to promote employment and empowerment opportunities for youth and with the support of UNDP, launched the Youth Employment Scheme. A new development plan is being formulated: '*Agenda for Prosperity*' in which youth employment issues will prominently be addressed.

In support of Government efforts the UNCT developed the CCA as basis for the UNDAF (2008-2010), which was aligned with Government priorities. Thereafter, the UNCT formulated a *Joint Vision for Sierra Leone (2009-2012)* to replace the UNDAF, followed by *Transitional Vision (2013-2014)*. The 'Quick Impact Employment creation Project (QIECP) is one of the projects under the UN Joint Vision Programme 19 (Youth employment and development), which is in support to the Government of Sierra Leone's (GoSL's) approach to addressing the problem of youth unemployment in the country. Initially designed to focus on Bombali and Moyamba Districts, it is envisaged that the lessons learned would provide basis for extending QIECP activities to all parts of Sierra Leone.

The ILO assisted GoSL in the preparation of the 2010-2012 Decent Work Country Programme (DWCP), which was guided by the simultaneous development of the second PRS II- *Agenda for Change* and the elaboration of the UN Joint Vision document. As stipulated in the DWCP, all ILO assistance to Sierra Leone will be channeled through the DWCP for the country; the programme aims to both support and inform the PRS II and the UN Joint Vision. The DWCP plans to build on the UNDP-ILO collaboration on the Youth Enterprise Development Project undertaken between 2008/9, as well as harness and upscale on the current activities while providing an advisory role to the newly established National Youth Commission.

2. Purpose, scope and clients of evaluation

2.1 Purpose

As determined by the TOR, the purpose of this evaluation is as follows:

- To assess whether the project has achieved its immediate objectives;
- To consider whether the means of action have made contributions toward achieving relevant Sierra Leone DWCP outcomes and national development strategies;
- To assess the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them and;
- To examine the strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

2.2 Scope

The evaluation has taken into account all interventions, geographical coverage, and the whole period of the effective implementation of the project, from October 2010 to December 2012. It has also taken into consideration the Sierra Leone DWCP, United Nations Joint Vision (UNJV) and other relevant and current country priorities and strategies to address poverty reduction. The evaluation has also revisited the programme design, the planning process and agreed implementation strategies in each District and the adjustments made, the institutional arrangements and partnerships, sustainability, within the context of the constantly and rapidly changing national and local situations. In addition, the evaluation examined the availability of funds to meet originally planned objectives and outputs, and the effect of funding regularity and adequacy on project execution.

2.3 Clients

The principal clients for this evaluation are the project management, ILO constituents in Sierra Leone, ILO Abuja, ILO Regional Office for Africa, ILO technical units (Employment Sector), PARDEV, EVAL and the project donors.

3. Methodology

3.1 Process

ILO engaged an external consultant (evaluator) to undertake this final evaluation during the period 02 to 27 December 2012. The consultant worked under the directive of ILO overall project management including the Regional Office, Addis Ababa and the ILO Office, Abuja.

As part of the process, the evaluator undertook a mission to Sierra Leone from 02 to 15 December 2012 to acquire field experience and collect data, interact with the ILO project team and engage government project implementers and coordinators in discussions that would permit an objective analysis of project output indicators and answer the relevant evaluation questions. It

is an independent evaluation and the final methodology and evaluation questions have been determined by the evaluation consultation with the evaluation management.

3.2 Data sources and limitations

Data for the evaluation derived from secondary and primary sources. Secondary sources consist of review of key documents on the project and related materials, as shown in Annex 6 of this report.

Upon arrival in Freetown, the evaluator worked closely with the ILO team, led by the Chief Technical Adviser (CTA) and came up with a viable work plan for the mission, based on the agreed overall work plan in the TOR. The evaluation generated primary data through interviewing project staff and stakeholders in the field - Bombali and Moyamba Districts, and Freetown. Project sites visited in Bombali and Moyamba are the following:

*Construction of Rosint Jn. – Makaiaba feeder road	3.1km
*Rehabilitation of Masongbo – Magombu feeder road	11.7km
*Construction of Maso – Kathekeya feeder road	3.2km
*Construction of Mabanta Jn. – Mabanta feeder road	3.1km
*Construction of 24 culverts of various sizes	
*Construction of Gbabgbatoke Jn. – Palima feeder road	20km (Ongoing)

The major limitation of the data sources relates to completeness of coverage in reaching all project beneficiaries. Discussions during the field visit were held with Government managers and the ILO technical team; but due to the time constraint, only a few of the construction workers at the sites were met. However, the ILO recently conducted an impact assessment of the project and related labour-based activities in the country and the report has provided information that filled most of the gaps in data for this evaluation.

Another limitation has to do with the process of data collection; the consultant did not have an opportunity to discuss with the administrative and technical backstoppers to discuss and document some of the project administrative and technical implementation challenges. Such discussions would have provided an opportunity to collect this type of formation first hand instead of relying of reports and information supplied by the technical team.

As stipulated in the TOR, the key evaluation issues addressed are: relevance and strategic fit; efficiency; effectiveness of interventions; impact orientation and; sustainability. The presentation of this report, shown in the Table of Contents section, has been based on the guidelines provided in the TOR.

Data analysis has been based on appropriate conventional statistical techniques. Following the field visits, the evaluator prepared a draft of evaluation findings. The preliminary findings were shared with stakeholders at their meeting chaired by the Permanent Secretary, Ministry of Works for their comments and inputs on 12 December 2012 at the Family Kingdom, Freetown¹. The final draft report will be sent to ILO by December 27, 2012.

¹ See Annex 4 of this report for the List of persons met, including the stakeholders.

3.3 Main Outputs of the Evaluation

The main outputs of the evaluation are:

- a) Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- b) First Draft of evaluation report
- c) Final draft of evaluation report incorporating comments received
- d) Evaluation summary

4. Review of implementation

4.1 Project objectives and strategy

The development objective of the project is to create employment opportunities for the youth through labour based infrastructure development. The three immediate objectives of QIECP are to: i) create productive employment opportunities for the youth within Bombali district; ii) introduce cost effective labour based methods for the execution of feeder roads rehabilitation and maintenance using private contractors and; iii) strengthen SLRA and the Bombali District Administrations' capacity to plan, manage and monitor feeder roads rehabilitation and maintenance. In order to realize these immediate objectives relevant outputs are defined along with the activities to be carried out by the project.

The QIECP strategy consists of combining up-streaming - policy and planning capacity building of ministries and public institutions and small/ medium private sector, and down-streaming – programmatic interventions that directly create employment. It is expected that by using local resource and labour intensive approaches to contribute to infrastructure and utilities for rural and urban populations, the project will rapidly generate demand for youth labour. This project was designed with a primary focus on employment creation through implementing infrastructure works by labour-based (LB) method. The QIECP has used the rehabilitation and maintenance of rural roads as the entry point for the LB approach using small- scale private contractors and thus the necessity of training of contractors and relevant government agencies within the framework of the project. The project was also designed to strengthen local capacity as a strategy for ensuring sustainability. It therefore plans to train local private contractors and engineers, as well as several staff from SLRA in technical, administrative and financial aspects of road rehabilitation and maintenance.

Project implementation has been based on the Logical Framework developed in the initial project document, which clearly defines the overall objective as well as the immediate objectives of the project, expected outputs and their indicators, baselines and targets. The results matrix formed the basis for the proposed project budget of US\$6,293,840 over a period of 3 years (2010-2012). However, only about 55% of the proposed budget was available to the project, largely contributed by UN from its MDTF. Poor funding has been cited by project management as the major constraint against smooth implementation and realization of set targets.

4.2 Implementation arrangements

The implementation of QIECP started in October 2010, against the plan to begin its operation earlier in June of the same year. Start up activities consisted of recruitment and placement of the

ILO technical team of experts and support staff, office location in Makeni and procurement of project equipment, which are critical to the project's training programme.

In order to assure Government ownership and sustainability of the project activities, it was proposed that a National Steering Committee would be constituted to govern the project, but due to administrative constraints the Committee has not been formed. The overall coordination of the Steering Committee is vested in the ILO which reported to the UN Coordinating office. QIECP has been managed by ILO Area Office in Abuja, with backstopping support from the ILO Regional Office in Addis Ababa and from Headquarters in Geneva through ILO EMP/INVEST. For the delivery of project interventions the ILO fielded a Project Technical team comprising 1 Chief Technical Adviser (CTA), 1 Training Adviser, 1 Decent Work Adviser, 2 National Engineers, 1 Administrative Assistant (left in June 2011 and is yet to be replaced) and 2 drivers. The project office is located in Makeni (Bombali District), and the UNDP Office in Freetown has provided local support to management.

4.3 Project performance

A summary of project achievements since its inception is presented in the Annex 2 of this report. The evaluation notes that, in spite of financial constraints and the late start of the project, in its 2 years and 3 months of operation, the project has achieved a number of milestones in the areas of capacity building, rural feeder road rehabilitation and construction, creation of employment opportunities, increasing incomes of households in communities, and building partnerships.

4.3.1 Capacity strengthening

The ILO capacity strengthening interventions have been in two main areas; namely, training of local contractors, engineers and supervisors in LB methods, and enhancing their productive capacity through provision of equipment. Local private contractors as well as contractors in Government institutions were trained under QIECP.

The ILO trained 10 LB contractors, as well as 20 supervisors of the contracting firms, in feeder road construction and rehabilitation,; 10 women were trained in road maintenance; 10 supervisors from five contracting firms, trained in the construction of minor drainage structures on feeder roads; 7 Engineers (comprising 2 SLRA, 1 NaCSA, 2 MAFFS, 1 Bombali District Council, and 1 Makeni City Council) were trained in LB technology. The theoretical training programmes were complemented by practical work which involved undertaking trial contracts. The 5 trained contractors have completed almost 50 km of feeder roads at the end of December 2013, and those trained on drainage works constructed 24 culverts of various sizes.

In addition, apart from training programmes for the QIECP needs, the project has also addressed the training needs of NaCSA and JICA project for capacity building for comprehensive district development in Sierra Leone. In this regard, ILO has trained engineers as follows: District/City Councils 15; SLRA 19; MAFFS 2; NACSA 1. In addition, ILO has trained 80 Contractors implementing NaCSA road sub projects, 240 of unskilled staff of contractors executing NaCSA projects, as well as 18 NaCSA Staff and 26 SLRA Engineers across the Country during 2011/12.

In order to strengthen the contractors with the necessary equipment, a total of 6 tractors, 12 trailers and 12 pedestrian rollers were procured by QIECP. According to the QIECP management, one tractor, two trailers and two rollers will be retained by the Project for demonstration purposes while the rest will be leased to the 10 private contractors on a revolving loan basis.

4.3.2 Rural feeder road construction and rehabilitation

In terms of feeder road construction and rehabilitation, through trial contracts awarded to the trained contractors, the project has recorded tangible results. In Bombali District, the project has completed the rehabilitation of 11.7 km stretch of road (Masongbo – Magombu; and 7 feeder roads of varying lengths totaling 16.2 km. (see Annex 5 for the full list of completed and ongoing projects.). In Moyamba District, work on a 20km stretch of road (Gbangbatoke Junction – Ngiebu – Palima) has reached an advanced stage of construction (about 75%) and work is ongoing. The evaluator visited most of these sites (including 24 completed culverts of various sizes), most of which have experienced two rainy seasons, and the quality of completed work is found to be generally very good.

4.3.3 Employment opportunities and household incomes

The overall employment target for this project was set at 440,000 person days (pd) of employment created within the three years of project operation. The latest field evaluation report indicates that a total of approximately 75,000 person days of work was created, representing 17% of the target. The delay has been attributed to lack of sufficient and timely availability of funds. Out of the original budget of US\$3,905,000, 62% was allocated to infrastructure, which would have yielded the 440,000 person days. However, a total of \$920,595 was available from the two MDTF releases, which means that only about 23.6% of the originally budgeted allocation for infrastructure was available. This implies that 23.6% of the 440,000 person days (103,840 pd) should have been created. Given the wage differential between skilled and unskilled workers, the project estimates that a total of 92,500 pd was created. In addition, the original document did not envisage the post of DW Expert for which \$187,663 was spent as well as the provision of about \$82,000 as per BL 11.050. The total of almost \$270,000 from the two budget lines that were not originally envisaged would have created additional 27,000 pd if it were utilized for infrastructure, yielding almost 120,000 person days. In addition, project management decided to gradually introduce entrepreneurship development and LED into the MDTF document in order to show that the Project was also targeting more permanent employment rather than the mostly temporary jobs created in the construction and rehabilitation of feeder roads. This was not in the original Prodoc even though LED was considered during the preparation of the Prodoc.

In terms of household incomes, it is estimated that over 30% of the total direct cost of the feeder road construction and rehabilitation has been paid out as wages to workers recruited from local communities. This translates to an injection of about US\$200,000 into the local economy in the rural areas in which project activities have been carried out. The project, through an impact assessment recently conducted, has been able to establish a basis for estimating household income profile using the 2004 HIES; analysis of the 2011 survey by SLS should provide data for measuring incremental income of households in the areas of project influence.

It is difficult under this evaluation to determine the net impact of the project on the target beneficiaries especially on issues of poverty reduction. A situation analysis at the start of the new

phase of QIECP should be conducted in order to clarify the actual impact of such transfer on beneficiaries.

4.3.4 Partnerships and collaboration

By its design, the QIECP was derived from aspects of the UN Vision for Sierra Leone (2009), Chapter Seven – Youth Employment and Empowerment. Project implementation has been in collaboration with UNDP, UNIDO and ILO. Specific collaboration with other UN Agencies includes UNIDO in its Growth Centre at Binkolo. The Project rehabilitated three of the roads utilized by suppliers of raw materials to the centre. In addition, sample tools were contracted to the Centre for production; the tools are currently undergoing evaluation by the contractors. The Project also collaborated with UNAIDS in providing training on AIDS in the work place and has approached UNFPA on reproductive issues for the youth.

Apart from collaboration with UN Agencies in the country, the ILO QIEC project has also collaborated effectively with related ILO projects in Sierra Leone; assisted GoSL to develop strategies and programmes in support of employment creation as one of the four pillars in the Agenda for Change and; supported efforts by GoSL to implement the Sierra Leone Decent Work Country Programme.

Through the Project, ILO received support from JICA (US\$33,606) to carry out training for its small contractors and other stakeholders, with focus on: procurement process; finance procedures; audit for contract procedures and records and; service delivery. In addition, and the project received approx US\$250,000 from the World Bank through NACSA.

The project has also established close working relationship with a number of public sector players including the Ministry of Works, Housing and Infrastructure, Ministry of Agriculture, Forestry and Food security, Sierra Leone Roads Authority, National Commission for Social Action.

The project is now a member of the National Feeder Roads Committee formed by government to coordinate feeder roads activities. Through its inputs, the Committee has made it mandatory for contractors to keep daily records of jobs created by them. The project has been charged with developing a simple template for this purpose and training contractors, if necessary, to be able to use the templates.

4.4 Gender issues

The QIEC identified women and men living in communities along the roads who would be engaged daily by the contractors, and earn an income, as the most notable direct beneficiaries of the project. The impact on women can be significant, as experiences from other countries show that women constitute between 20-50 percent of the total workforce and do face discrimination in hiring and related work conditions.

In spite of efforts by the project management to encourage women to participate in aspects of rural feeder road construction and rehabilitation, not much has been achieved. The 10 contractors generated over 75,000 person-days of employment, involving 500 youths, but only 12% of them were women. The project found women to be capable of all the main activities required for the

improvement of rural roads using LB approach. The training of contractors and unskilled workers in contract management (2012) also had only 8 female participants out of a total of 172. However, the entrepreneurship training being conducted in support of LED has attracted a substantial proportion of women.

It is important to note that gender inequalities continue to feature prominently at all almost levels of the Sierra Leone society, including access to and participation in education, employment, politics and decision making. Some progress has been achieved in literacy and education for women, but significant disparities still exist in enrolment and retention rates. However, more attention needs to be paid to certain fundamental issues, such as the existing traditional practices that continue to hinder the promotion of gender equality and related matters for the successful implementation of development programmes such as the QIECP. One major challenge for the next phase of QIECP would be the development and implementation of a better focused gender sensitive strategy for enlisting a more balanced participation of women and men in all aspects of the QIECP, including rural feeder roads construction and rehabilitation.

4.5 Next phase

Considering the direct relevance of the QIECP to Sierra Leone's employment and development challenges and GoSL's policy and programme response, including institutional readiness to continue to embrace the labour intensive approach as well as the ILO strategy of capacity building for local economic development (LED) for employment creation, the Pilot phase of the project should immediately move to a second phase of its wider replication in all the Districts of the country. It should be possible during the next phase, apart from feeder roads as an entry point for testing labour intensive approach in employment creation, to explore a wider range of entry points, including LED which has been part of the pilot, quarrying, mining, carpentry, maintenance/renovation of public infrastructures, etc.

5. Presentation of findings

I. Relevance and strategic fit

Relevance

The QIEC project is a direct response to national needs as expressed at three related levels, namely GoSL, UNCT and ILO itself. The project came in response to GoSL development policy and programme priorities as it contributes to the national priority goals in the Agenda for Change (PRS II Priorities of the GoSL) of creating employment for the large unemployed youth to stimulate economic growth and to reduce poverty in Sierra Leone. By focusing on quickly creating decent jobs through local economic recovery, the project contributes to Youth employment through participation in labour based infrastructure Projects both in the rural and urban areas of Bombali District and Moyamba District. The strategy employed for this project is to ensure a community-based approach that empowers young men and women to gain access to gainful employment, and increase their employability in an equitable and inclusive manner, targeting young men and women in the rural and peri-urban areas. It thus builds on the National Youth Policy and is incorporated in the activities of the National Action Plan for Youth.

At the UN level, the QIEC project is a component of the United Nations Joint Vision Programme 19 (*Youth Development and Employment*), which is designed to support the efforts of GoSL to integrate the youth into the national economy. The Joint Vision programme¹⁹ contributes to three of the five UN Priority areas of support to GoSL; namely a) Consolidation of peace and security; b) Integration of rural areas into the rural economy and; c) Economic and social integration of the youth. In terms of policy response, the Project builds on the GoSL approach to youth employment generation through its pro-poor growth strategy in the PRS II and it anchors on the UN Joint Vision for Sierra Leone.

From the ILO position, the QIECP also responds to Priority 1 of the Decent Work Country Programme for Sierra Leone - Public and private investment and policies generate a substantial and growing demand for labour and income. The Project also responds to the Global Jobs Pact which urges measures to retain persons in employment, to sustain enterprises and to accelerate employment creation and jobs recovery, integrating gender concerns on all measures.

Strategic fit

In terms of strategic fit, the QIECP is aligned to the Government's PRS II or Agenda for Change (2008-2012), which recognizes the need for skills development as mean to achieving Sierra Leone's medium and long term development. The programme, among others, has a focus on reducing the high level of unemployment among the youth through investments in employment creation. The PRS has youth employment as an outcome in its Results Matrix, to which it allocates US\$ 35 million.

As already noted, the UNCT developed a *Joint Vision for Sierra Leone (2009-2012)* and the 'Quick Impact Employment creation Project (QIECP) is one of the projects under the UNJV

Programme 19, which is in support to the Government of Sierra Leone's (GoSL's) approach to addressing the problem of youth unemployment in the country. The Project's key objective is creating sustainable jobs by addressing the livelihood demands of young people, contributing to infrastructure development and strengthening of local economic institutions and thus building on the development agenda of the Government. The UN Joint Project addresses both supply and demand sides of youth employment, from labour-based public works and employment intensive agriculture schemes to the provision of market-based vocational skills.

The QIECP is also one of the major outputs of the Sierra Leone DWCP (2010-2012), which the ILO supported the Government of Sierra Leone to formulate and implement, as well as the Youth Employment Scheme (YES) funded through the UN Peace Building Commission. In addition, the ILO supports two related functioning programmes in Sierra Leone: the TACKLE programme which aims to eradicate child labour by 2015; a programme to strengthen Sierra Leone's HIV/AIDS prevention in collaboration with the National AIDS Secretariat (NAS). All these programmes are directly related to the QIECP objectives.

II. Validity of design

Programming experience and relevance

At the starting point of QIECP, ILO had just completed its collaborative work with GoSL in producing the Sierra Leone Decent Work Country Programme (2010-2012). However, before then ILO had enjoyed fruitful collaborations with GoSL only interrupted by the decade long civil conflict in the country, which ended in 2002. Some of the ILO projects in the country then included Labour-intensive self-help rural work programme; Rural development (in partnership with WFP); Cooperatives development (MATCOM); Vocational training programme; Integrated development in rural fishing villages of Shenge; Population development planning; Assistance to employers' organization in West-Africa on SMEs development; Hotel and tourism training; Construction and rehabilitation of roads in Moyamba District; Rural road rehabilitation and maintenance programme; Rehabilitation and construction of primary schools and health care facilities in Moyamba District; Development of small scale labour-based contractors for rehabilitation of feeder road; Employment Promotion for Poverty Alleviation; Social Protection Strategy in Sierra Leone; and HIV/AIDS Workplace Policies and Programmes in Sierra Leone.

Of relevance to QIECP was an ILO-supported project with World Bank and UNDP funding (1992-1997) which trained some 40 small-scale labour-based contracting firms and rehabilitated 300km of feeder to roads to all weather standards, generating considerable employment opportunities, skills development, marketing opportunities and private sector development.

Under its Outcome 1, the DWCP activities on youth employment were designed to feed into a larger UN-wide Joint Programme on youth employment, which is the QIECP. This joint programme is a part of the UN Vision for Sierra Leone and will address both the supply and demand sides of youth employment: from labour-based public works and employment intensive agriculture schemes to the provision of market-based vocational skills. This involves (i) working closely with the Ministry of Works and Agriculture, (ii) growing small contractors in rural areas, (iii) building institutions for skills training in rural areas focusing on entrepreneurship

development, value chain upgrading and agro-processing, and (iv) providing microfinance schemes (Sierra Leone DWCP, 2010-2012).

The planned programme objectives and outcomes of QIECP are therefore quite relevant and realistic to the situation on the ground, deriving from UN Joint Vision for Sierra Leone, which embodies national priorities for development.

Strategic components of the project

Project objectives and outputs

The development objective of the QIECP is to create employment opportunities for the youth through labour-based infrastructure development. The three immediate objectives of QIECP and their outputs and activities are as follows:

Immediate Objective 1: To create productive employment opportunities for the youth within Bombali District. While this is the immediate objective, the design specified that the project is a demonstration or 'Pilot' project to be tested in Bombali and Moyamba Districts, with the possibility of a wider replication if further expansion of the project is economically viable, socially acceptable and its implementation feasible.

Output 1:440,000 person days of employment created directly through the project activities within 3 years. As later corrected in the CTA progress reports, this is more of an output indicator than a statement of output; the CTA reports re-defined the immediate objective 1 as: to create productive employment opportunities for youth in Bombali District, and places the numerical specification as output (target). In order to achieve this target, three activities are proposed: a) Set up procedures for the recruitment of youth to participate in the works; b) Conduct labour and wage surveys in the project area and; c) Recruit workers to implement the works by targeting the vulnerable groups.

Output 1.2: Incomes of the poor households in the area of influence of the infrastructure projects raised to above the poverty line. The stated activities for this output are: a) Calculate incremental incomes for workers employed under the project and b) Compare the incremental incomes of the workers to the national defined poverty line. These activities cannot lead to increase in the incomes of the poor households in the community; rather it is the development of the infrastructure (feeder roads and culverts) and the payment of wages to workers which could contribute to increase in household incomes.

Output 1.3: Project impact and lessons captured for knowledge sharing, up-scaling/ replication. The stated activities are: a) Collection of baseline information in project area of influence; b) Development of monitoring framework, including key indicators; c) Carry out evaluations and impact assessments and; d) Documentation and validation of lessons learned. These activities are directly relevant to the planned output and should lead to the achievement of the output indicator(s) if well executed.

4.2.2 Immediate Objective 2: To introduce cost effective labour based methods for the execution of feeder roads rehabilitation and maintenance using private contractors.

Output 2.1 Domestic private contractors trained to execute labour-based road works. In order to achieve this output, the following activities are proposed: a) Establish procedures for identifying and selection of contractors; b) Provide technical and business training for company directors, supervisors, foremen and skilled labour and; c) Develop documentation, manuals and procedures for implementing labour based works. The choice of activities for this output is adequate and should lead to its realization.

Output 2.2 Domestic private contractors equipped to execute labour-based road works. The two activities proposed (a: Procure basic light construction equipment to for use on the roads and b: Institute an equipment lease to own arrangement for the 5 successful contractors) are quite appropriate for the output.

4.2.3 Immediate Objective 3: To strengthen SLRA and the Bombali District Administrations' capacity to plan, manage and monitor feeder roads rehabilitation and maintenance. In order to realize this immediate objective two outputs are proposed.

Output 3.1: SLRA staff trained to construct and maintain roads using labour based methods. Towards this output planned activities are as follows: a) Provide training for staff of SLRA for the establishment of a labour-based approach in road construction, rehabilitation and maintenance; b) Undertake detailed survey of the demonstration road, prepare design drawings and specifications, prepare bills of quantities and cost estimates; c) Provide technical supervision to the execution of the work and; c) Agree on maintenance regime and institutional arrangements. These activities are relevant to the output as specified.

Output 3.2: Investment plans and policies of the district profiled in relation to impact on employment generation. The three activities planned are: a) Conduct studies on issues related to public investment; b) Conduct workshops to present and validate results and; c) Synthesize reports and finalize document justifying the adoption of the labour based approach for infrastructure development. The activities are considered quite relevant to the output.

Project strategy

The QIECP is a targeted programme, with focus on employment creation for youth in rural communities. By addressing both labour demand and supply, and creating employment opportunities for youth as well as strengthening their employability, the Project provides linkage to broader employment, economic and social policies with targeted interventions aimed at overcoming the specific disadvantages faced by young people in entering and remaining in the labour market. This strategy is based on the ILO's Global Employment Agenda (GEA) that lays out a comprehensive framework to address youth employment through an integrated and inclusive approach.

Capacity building is perhaps the most appropriate strategy for this type of programme given the country's social and economic environment. To this end the project draws from the ILO technical capacity in such programmes by deploying a team of international experts in the field who interact with local experts drawn from the relevant sectors (Government, NGO and Private) so as to build their own capacity by learning on the job.

The project also addressed the strengthening of community capacity to execute feeder road construction, rehabilitation and maintenance through its training programmes and provision of construction equipment to local contractors. By recruiting all workers on project sites locally and paying them appropriate wages, the strategy has contributed to the strengthening of local economy and improvement of household incomes.

The project recognizes that construction will only provide temporary employment; therefore, the strategy of developing local economy through LED training has also been adopted by the project. This will ensure that individuals involved in aspects of the QIECP implementation at community level are empowered to tap on the available local resources and thereby develop their own small-scale businesses; this also serves to ensure the earning income from the labour-intensive activity in which they have been engaged is not a temporary affair.

The ILO strategy here is also to see QIECP as a pilot, which is why a phased approach has been adopted. The Project is designed to implement a pilot phase of employment-intensive infrastructure development through training, equipping and contracting of local labour based road construction companies. Thereafter, it is expected that once proven, this ILO-led approach will be institutionalized by the Government and participating national institutions.

The project has taken into consideration issues related to the ILO standards in employment, wage payment and the working environment. In consideration of non-discrimination, the project has given both men and women equal opportunity to participate and receive compensation in project activities. The evaluation found that wage level has been linked to the stipulated minimum wage for this type of work, not to necessarily attract people from other employment opportunities in the area. In addition, the project has ensured decent working conditions and promoted and upheld relevant international labour standards, in particular those relating to: - Equality of treatment, opportunity and remuneration (Conventions Nos 100 & 111); Occupational safety and health (Convention No 155); Minimum age, child labour (Convention No 138, Convention No. 182); - Prohibition of forced labour (Conventions 29 and 105); and Protection of wages (Convention No 95). The project also collaborated with UNAIDS and UNFPA on HIV/AIDS awareness campaigns and reproductive health issues.

Overall, the strategies adopted for this project are the best for the environment and if continued should lead to the achievement of the overall, long-term project objective of reducing overall and youth unemployment in the country to the minimum and stimulating local economic development.

Project beneficiaries

The project so far has produced four categories of benefits; namely, i) the direct and immediate benefits resulting from the project activities and investments in road rehabilitation and maintenance; ii) the SLRA staff trained on the use of labour based methods; iii) the Staff of private construction companies who receive training in technical, managerial and business issues and iv) the communities along the rehabilitated road benefitted from better access to social services.

The available evidence shows that the most notable direct beneficiaries are the men and (to a limited extent) women living in communities along the roads who were engaged daily by the contractors, and earned some income. As already noted, it has been difficult to attract women to work on the sites; but more women are being trained in LED. The project also benefited the SLRA staff trained on the use of labour based methods in the rehabilitation and maintenance of roads. Their capacity to administer and supervise rural roads construction and maintenance by labour-based methods has been significantly enhanced. In addition, the staffs of private construction companies have also been trained in technical, managerial and business issues related to infrastructure construction and maintenance using labour-based techniques. In order to further enhance their capacity, the contractors have been given access to construction equipment, including pedestrian rollers which are difficult to find in the country.

The final category of beneficiaries are the communities along the newly constructed and just rehabilitated roads who benefit from better access to social services, such as health and education and to markets. The improved access will result in the reduction in travel time and also the hardships endured in their movements and these should have a significant impact on the pace of economy activity and invariably, stimulating local economic development. Young people also stand to benefit from social infrastructures provided by the project, such as the football field facility already constructed in Mapaki, Bombali District. The project has been engaging other partners (UNFPA, UNIDO, etc.) in discussions on enlarging the provision of social facilities to include construction of Youth Centre which should provide venue for the supply of health and reproductive health counseling and materials, sporting facilities, library resources, etc.

Project assumptions and risks

Assumptions

Given the civil war experience, one of the assumptions made in designing this project is that the war is over and the country is thus at a critical stage in rebuilding the peace. The success of the Project is therefore contingent on the fact that the war will not re-emerge, predicated on the belief that in developing the UN Joint Vision, the right diagnosis for peace building has been done, and its implementation would assure a lasting peace in the country. Throughout the period of project implementation (2010-2012), Sierra Leone has enjoyed peace.

The project also assumed that democracy and good governance will prevail and the Government remains committed to the PRS II and will implement it. The testimony to democratic governance is the recently concluded general and presidential elections in November 2012 which went peacefully and was successful. This also serves to ensure continuity of Government activities; as such, a conducive environment for the replication of QIECP.

The evaluation has noted that no assumptions were made about project funding; yet critical funding flow negatively affected the achievement of the employment creation target of QIECP. The second phase of the project should include the design and implementation of a resource mobilization strategy.

Risks

The Government is concerned that, the high unemployment and underemployment, particularly of the large youth population, could undermine development and threaten the peace. Yet, not

much has been achieved nationally to increase employment among the youth in the past three years. There are also risks of delays in the implementation of public sector programmes supported by multiple donors, as well as the inefficiencies in the oversight and management structure. Substantial risks remain for those MDAs, supported by the government of Sierra Leone, which are seriously under-resourced. Perhaps the major constraint experienced during project implementation has been the cloud of uncertainty surrounding project allocations and actual release of funds in the field for project activities.

III. Effectiveness

The immediate objective of the project is to create employment opportunities for the youth in Bombali District through labour based infrastructure development and local economic development (LED). To this end, the ILO strategy has focused on capacity building (institutional and human) through the training of private (small contractors, communities, etc) and public (from SLRA, Ministry of Agriculture, NaCSA, District engineers, etc.) entities to enable them to plan and implement infrastructure projects using labour-based (LB) methods and thereby create employment. Specific interventions by the ILO technical team included setting up procedures for the recruitment of youth to participate in the works; conducting labour and wage surveys in the project area, and using trained contractors to recruit workers to implement the works by targeting the vulnerable groups.

The ILO trained 10 LB contractors in feeder road construction and rehabilitation; 10 women were trained in road maintenance; 5 private contractors were equipped with pedestrian rollers, tractors and trailers. In addition, apart from training programmes for the QIECP needs, the project has also addressed the training needs of NaCSA and other main EIA organizations in Sierra Leone. In this regard, ILO has trained 80 Contractors implementing NaCSA road sub projects, 240 of their unskilled staff, as well as 18 NaCSA Staff and 3 SLRA Engineers across the Country during 2011/12. This suggests that a harmonized training programme, provided by a pool of (ILO) experts in a central location might address this aspect of capacity building in the country more effectively.

The target for this output is set at 440,000 person days of employment created within the three years of project operation. The latest field evaluation report indicates that a total of approximately 75,000 person days of unskilled labour and about 7,000 person days of skilled labour (carpenters, masons, iron benders, and supervisors) have been created through this project.

Out of the original budget of US\$3,905,000, 62% was allocated to infrastructure, which would have yielded the 440,000 person days. A total of \$920,595 was available from the two MDTF releases, which means that only about 23.6% of the originally budgeted allocation for infrastructure was available. This implies that 23.6% of the 440,000 person days (103,840 p.d.) should have been created. The evaluation found that 75,000 pd of unskilled and 7,000 pd of skilled were created. The CTA explained that skilled workers receive 2-3 times more wages than the unskilled; assuming a factor of 2.5, it means that the 7,000 skilled converts to 17,500 of unskilled. In effect, therefore, a total of 92,500 pd was created. In addition, the original document did not envisage the post of DW Expert for which \$187,663 was spent as well as the provision of about \$82,000 as per BL 11.050. The total of almost \$270,000 from the two budget

lines that were not originally envisaged would have created additional 27,000 pd if it were utilized for infrastructure, yielding almost 120,000 person days.

In addition, project management decided to gradually introduce entrepreneurship development and LED into the MDTF document in order to show that the Project was also targeting more permanent employment rather than the mostly temporary jobs created in the construction and rehabilitation of feeder roads. This was not in the original Prodoc even though LED was considered during the preparation of the Prodoc. The last \$400,000 from MDTF was used exclusively for entrepreneurship development and labour force survey. It is therefore not technically correct to include it in the analysis for person days created.

Moreover, it is estimated that over 30% of the total direct cost of the feeder road has been paid out as wages to workers recruited from local communities. This translates to an injection of about US\$200,000 into the local economy in the rural areas in which project activities have been carried out.

The ILO team developed manuals on Labour based technology for both engineers and supervisors; also maintenance manual and; Modules on bidding and contract management. These manuals have been applied in the training of the different categories of feeder road skilled workers – engineers, contractors and supervisors. The effectiveness of these training programmes has been demonstrated by the trial contracts by the trained contractors.

In order to facilitate project implementation and enhance the capacity of the contractors, the project procured various equipment (computers and accessories, 2 Motor Vehicles, 12 pedestrian rollers, 6 Tractors and 12 Trailers²). Project management has leased the feeder road equipment procured to the 5 contractors trained (1 each of Pedestrian roller; 1 each of tractor; 2 each of trailers). The plan is to give the 5 additional contractors 1 roller each following their recently concluded training.

In terms feeder road construction and rehabilitation, the project has recorded tangible results. In Bombali District, the project has completed the rehabilitation of 11.7 km stretch of road (Masongbo – Magombu; and 7 feeder roads of varying lengths totaling 16.2 km. (See Annex 3 for the full list of completed and ongoing projects.). In Moyamba District, work on a 20km stretch of road (Gbangbatoke Junction – Ngiebu – Palima) has reached an advanced stage of construction and work is ongoing. The evaluator visited most of these sites (including 24 completed culverts of various sizes), most of which have experienced two rainy seasons, and the quality of completed work is found to generally very good. The choice of settlements in remote rural areas is fundamental to stimulating rural economic development; in many cases, villages yet to be reached have made representations to the ILO technical team to plead for extension of road facility to them as well.

Perhaps the major constraint faced by the project in reaching its road construction/rehabilitation and employment creation targets is funding. Progress reports submitted to the ILO (2011 and 2012) indicate clearly that paucity of funds and delay in making money available for field operations are the major factors constraining project implementation and the attainment of set

² The ILO Inventory List for this project is presented in Annex 2 of this report.

targets. The progress reports also hint that the target set for 3 years to create 440,000 person days of employment for the youth could be realized within a year if funding is adequate and available.

A recent review of the Sierra Leone DWCP (October 2012) has noted that modest progress was recorded in issues of policy legislation and investment in programmes to create jobs and higher income. Of direct relevance to QIECP among the list of DWCP achievements is that QIECP as one of the outputs of the DWCP has contributed to the creation of productive employment opportunities for youth in Bombali and Moyamba districts through capacity enhancement training, and training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing), training of youth for productive employment, etc.

The review noted that though poverty has a strong female dimension, and women continue to face greater economic disadvantage compared to men, gender was not mainstreamed in the design stage of the DWCP. Gender analysis does not appear to have been undertaken in the preparation of the implementation plan. There is, therefore, insufficient recognition and inclusion of gender issues in the outcomes and outputs of the programme.

In terms of challenges faced in implementing DWCP, the review identified a number of factors which constrained fuller realization of the outcomes of the S-DWCP; namely, 1) inadequate appreciation of employment and labour issues by Government – as exemplified by grossly inadequate financial allocations to MLSS and the DWCP. Indeed, the Sierra Leone DWCP had a resource gap of 48.3%, 2) inadequate human and material capacity by the partners to implement the various components of the programme, 3) inadequate understanding on the part of partners of their roles and responsibilities, and 4) the exclusion of MDAs whose participation could significantly enhance implementation of the DWCP.

The evaluation concludes that the priorities (and their appertaining outcomes, outputs and activities) are still relevant and well aligned with the development aspirations of the country. However, achievement of the objectives of the DWCP will require concerted effort in specific areas: ensuring greater commitment of Government by involving Cabinet and the Office of the President in the formulation and approval processes for the next implementation phase; reducing reliance on ILO for funding by improving the skills of partners in resource mobilization; institutional capacity enhancement of partners (through training programmes, additional personnel and logistic provision); and inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports) whose participation would be beneficial to the DWCP.

IV. Efficiency

The resources invested in the QIEC project comprise finance, human and material. Given the nature of the project, it was easy at the design stage to make budget estimates but difficult to generate the required funding as projected. The initial project document indicates that QIECP will require a total of US\$6,293,840 over a 3-year period from May 2010. When project implementation actually started in October 2010, budget allocation amounted to US\$1,535,000 for the period October 2010 – December 2011. In the following year, allocation for the project from January to December 2012 amounted to US\$1,970,237, and as at August 2012,

US\$1,174,312.80 had been spent; but most of the balance of US\$795,924.18 has been committed.

The size of available funds and the slow process of making the money available at operational level constituted the major constraints to the smooth implementation of the project and the achievement of set targets. As can be inferred from above, only US\$3,505,237 was available to the project, representing about 55% of the proposed original budget. More importantly, the procedure for making funds available for operational purposes at field level has slowed down the pace of project execution to some extent. However, the project is decentralized and the MDTF transferred funds are available to ILO Abuja for operational expenses as and when required.

The project document itself does not indicate any resource mobilization strategy; in the absence of resource mobilization, the project initially and largely depended on whatever came from the UN MDTF under the Results and Resources Framework of the UN Joint Vision (2009). Delays often occurred between the release of funds from the MDTF account in Sierra Leone and their capture by the ILO finance in Geneva, after which order to incur expenditure was passed to the ILO Office in Abuja. UNDP makes payment on behalf of the project based on EPA received from ILO Office in Abuja

The uncertainty of funding negatively affected project implementation in at least two important ways; first, project staff had to work with short-term contracts that often took a while to come through; second, projection of project activities could not go beyond one year at a stretch. The cloud of uncertainty also meant that recruitment of staff, including support staff, was difficult because of the risk of leaving a career job for a short-term consultancy or service of a temporary nature. For that reason, it has been difficult to fill the post of Finance Assistant since June 2011 when the Administrative Assistant left.

What was lacking in finances was made up by the ILO in its deployment of experts to implement the project. Right from the start in October 2010, ILO recruited 5 experts both international and national): 1 Chief Technical Adviser (International), October 2010; 1 Technical Adviser Training (International), October 2010; 2 Supervising Engineers (National), November 2010; 1 Decent Work Expert (International), March 2012. The ILO technical team has been supported by 2 Project Drivers and until June 2011, 1 Administrative Assistant recruited locally. As evident from the outputs of the project reported, the ILO staff worked with industrious dedication, and this was confirmed by GoSL during the evaluation mission. Apart from their technical interventions, the ILO team worked harmoniously with all the concerned Government agencies at national and District levels and effectively sought collaboration with other UN agencies.

In support of the project two consultants were hired by the project for training on LED methodology. Although the Project proposed that 2 counterpart Engineers will be deployed to work with and understudy the ILO technical team, Government is yet to fulfill this pledge, due to bureaucratic delays.

The project document indicated that the QIECP would start May 2010, but programme activities did not commence until about August 2010, dominated by procurement of project equipment and recruitment and placement of project staff from October 2010. In essence, the pilot of this project

has been for two years and three months rather than the planned three years. Therefore, the end of this project should be October 2013.

Initially, project operations were guided by the QIECP Project Document based on the UN Joint Vision for Sierra Leone (2009), which defined the specific outputs of the project for six months from June 2010. The listed project interventions by the ILO included: a) up-skilling of 5 labour based contractors and 20 supervisors; b) training of 5 new labour based contractors and 20 supervisors; c) trial road sections; d) procurement of tools and equipment; and e) training of maintenance contractors.

The first Technical Cooperation Progress Report (TCPR) prepared by the CTA covered the period from October 2010 to December 2011 and shows clearly progress made in the implementation of project activities during the reporting period and activities planned for the following year (2012). The planned 2012 interventions consisted of further strengthening capacity of local engineers (from SLRA, NaCSA, District/City Council and Ministry of Agriculture), local contractors and supervisors to rehabilitate, construct and maintain rural feeder roads as defined in the 2010 initial schedule, with additional focus on: i) creation of productive employment for youth in Bombali District; ii) raising incomes of poor households above poverty level.

The latest TCPR was for the 6-month period from January to June 2012 and it identifies progress made during the six months and the remaining ILO interventions in 2012. The evaluation notes that such systematic documentation of progress made and future plans is useful for project management and should be continued; however, progress reporting should encapsulate the achievements made so far not just in the year of reporting. The 2012 TCPR should endeavour to do that (unless a final project report is anticipated) and thereby present a full picture of what the project has achieved and what needs to follow.

The financial management of project funds has been done in accordance to the ILO guidelines, and executed quite well, except for the delays mentioned above. Funds received from MDTF have been channeled through SL-MDTF to ILO Geneva; and through the ILO Country Office in Abuja funds were disbursed to the project team in Sierra Leone based on expenditure authorizations to UNDP Sierra Leone according to ILO financial rules and regulations. UNDP has provided this financial management support to the project team satisfactorily.

The pilot experience of this project has demonstrated that funding is critical to progress achieved in the construction, rehabilitation and maintenance of rural feeder roads and the attendant employment creation capacity. As documented in the two TCPRs (2011 & 2012), the main challenge faced by the QIEP implementation has been the “paucity and timing of funds”. The project depends almost entirely on MDTF sources; and in 2011, for example, the funds came in December and how much would be released was not known until it was released. The CTA also argued in the report that that the target set for 3 years to create 440,000 person days of employment for the youth could be realized within a year if funding was adequate and available. In search of additional funding support to QIECP, the ILO managed to secure supplementary funding as follows: US\$250,004 from its RBSA; US\$211,775 through collaboration with

WB/NaCSA and; US\$33,606 from JICA to assist with the training its small contractors and other stakeholders on Contract/Consultancy Management.

The RBSA funding of \$250,004 was used mainly for training and staff costs and operating expenses when MDTF fund was being expected. About 25% of the RBSA was used for the training of seven engineers: SLRA -3, NACSA -1, Ministry of Agriculture -1, Bombali District Council -1 and Makeni City Council -1. The two local staff recruited by the Project had their first formal training at this time. Additionally, all the staff salaries were covered by the RBSA, without which the Project would have closed, pending release of MDTF funds. The RBSA fund was very important because without it delivery would have been greatly delayed. In essence, the RBSA contributed immensely to Objective 3: To strengthen SLRA and the Bombali District Administrations' capacity to plan, manage and monitor feeder roads rehabilitation and maintenance, and specifically to Output 3.1: SLRA staff trained to construct and maintain roads using labour based methods.

The evaluation found that the project outputs have been well received by the Government, some Donors and international agencies. With the Government, employment creation was a major issue in the campaigns by both the incumbent and opposition political parties; therefore, whichever political party wins the 2012 Presidential elections, the people expect delivery of the employment promise. Government has already indicated that employment creation for the youth is one of the 'Pillars' of PRSII and the 'Agenda for Prosperity'. In addition, there is a good possibility of securing financial and technical support to QIECP in the next phase of its replication from a wide range of agencies and donors: World Bank; AfDB; UNIDO; UNFPA; UNDP; EC; and a number of bilateral agencies. What needs to be done is for the ILO and QIECP technical team, together with Government, to develop and implement a resource mobilization strategy in the immediate future.

The relevance of the QIECP objectives to the determined Government development priorities and aspects of the UN Joint Transitional Vision (2013-2014), the willingness of Government and UNCT to continue to support the objectives of this project, and the potentials for future collaboration by donors suggest that there is no need for a change in focus, approach, partnerships or implementation strategy during the next phase of QIECP. Rather, what the project needs is to expand the range of partnerships to achieve the resource mobilization targets and secure additional technical interventions beyond ILO labour intensity and local economic development. Besides the rural feeder roads construction, rehabilitation and maintenance, the next phase of the QIECP should explore other entry points for employment creation and local economic development (such as mining, quarrying, renovation and maintenance of public infrastructure, etc) to further the same objectives. Human and institutional capacity building for engineers, local contractors and supervisors, as well as training of entrepreneurs and related LED interventions, should continue to form the basic strategy for achieving national ownership and commitment to ensure sustainability of QIECP activities.

V. Effectiveness of management arrangements

It is clearly stipulated in the project document (PRODOC) that the QIECP will be governed by a National Steering Committee comprising representation of the Government of Sierra Leone (GoSL) through the line Ministries of the Interior; Local Government and Rural Development;

Housing and Infrastructure Development; Employment, Finance and Economic Planning; and representation of collaborating UN Agencies and other relevant development partners. In recognition of the key coordinating role of the District Council, the project identified the Ministry of the Interior, Local Government and Rural development as the Chair of the Steering Committee. The overall coordination of the Steering Committee is vested in the ILO which will report to the UN Coordinating office.

The evaluation has noted that the proposed project National Steering Committee did not materialize as Government did not provide the needed support in spite of ILO's promptings to that effect. In its place, the project worked with a Feeder Roads Committee (FRC), created to monitor the implementation of the National Feeder Roads Policy (May 2011). This arrangement left the Ministry of Labour almost out of the picture, although the primary aim of the project is employment creation through LB construction and rehabilitation of roads. Although the Ministry of Work chairs the National Feeder Roads Committee, the deployment of two engineers (from Ministry of Works, SLRA) as counterparts to the ILO technical team did not materialize. In essence, Government involvement in the governance of QIECP activities has been limited largely because the National Steering Committee proposed in the project document to play this role did not materialize. Therefore, the second Phase of the project should ensure the establishment and effective functioning of this institutional mechanism upon which project ownership and sustainability depend.

This evaluation also noted that the inability of the Government to deploy two counterpart engineers to work with the ILO technical team during the pilot phase, as agreed, was a missed opportunity. In future, Government (through the Ministry of Works) should be ready to deploy a larger number of engineers to work with the ILO technical team and thereby acquire the necessary skills and experience for labour-based approaches to employment creation. It is commendable that Government has issued the National Feeder Roads Policy (May 2011) and the National Employment Policy is awaiting Cabinet approval, which should come soon; the main task of all the stakeholders during the second phase should be the actual implementation of these and related policies in a comprehensive manner.

Targets and indicators have been clearly defined for the project; but given financial resource constraint, the target for employment creation (440,000 person days of employment in 3 years) appears to be rather ambitious.

At the operational level, project management, led by the CTA, has been very effective in ensuring the delivery of ILO interventions as planned. The location of the operations office for the project in Makeni (Bombali District) has proved to be strategic and effective in reaching the target population for the pilot. One disadvantage has been the distance between the UN office in Freetown and Makeni in the financial administration of the project at that level and in collaborating with UN Agencies through meetings and consultations.

Nevertheless, the project has been effectively managed by the ILO technical team through regular field monitoring of road construction/rehabilitation activities, supervision and training of contractors, engineers and supervisors. In order to provide a valid base for project monitoring, the ILO team collected routine data from each village or settlement of interest to the project; analysis of such data provided basis for the determination of wages, selection of workers and

campaign for LB approach to feeder road construction, rehabilitation and maintenance. The CTA has also used project generated data for progress reporting to ILO Abuja; two such reports have been submitted (2011 and 2012) based on the ILO TCPR format. The reporting format provides space for recording project achievements and specific planned activities for the next period. The ILO has used these reports as a monitoring tool and for management decision.

As part of its management strategy, the ILO commissioned an impact study of infrastructure investments in the country³; the study assessed the potential direct and indirect effects of using an Employment Intensive Approach (EIA) for the construction and maintenance of information and communication technology (ICT), power, transport and water and sanitation infrastructure in Sierra Leone. Among others, the report reached the conclusion that a commitment to use Employment Intensive Approach (EIA) can generate significant benefits and impacts, and recommends the scaling up of current attempts to use EIA for job creation and the construction of infrastructural assets in Sierra Leone. A step in this direction will be to replicate the QIECP countrywide, while broadening the entry points for employment creation using EIA.

The ILO has provided technical backstopping support to the project through its employment intensive investment specialists in the ILO Regional Office in Addis Ababa, and from Headquarters through EMP/INVEST in Geneva. The ILO administrative management of the project since its inception has been adequate and effective. Both the Headquarters and Abuja ILO offices provided financial management of the project funds. At operational level, the ILO has provided Technical assistance. Taken together, the management of the QIECP has been effective and done in conformity with established ILO standards. Except for the limited financial resources available to this project, the results of management efforts should have been much greater in terms of impact and achievement of project targets.

In terms of collaboration, by its design, the QIECP was derived from aspects of the UN Vision for Sierra Leone (2009), Chapter Seven – Youth Employment and Empowerment. This project is also reflected in the programme of UN Transitional Joint Vision for Sierra Leone (2013-2014) under Cluster 7, as 7.2 Objective: *To increase youth employment*; and in the Results Matrix as 7.2 *Youth employment increased*. The matrix identifies the collaborating UN agencies to include UNDP, UNIDO, ILO and IOM. The project has collaborated with UNIDO in the construction of a 20 km feeder road in Moyamba District to provide access to the planned hydroelectric station and growth centre. Future collaborative works are being explored with UNAIDS and UNFPA in the areas of health and reproductive health of young people.

The ILO in collaboration with UNIDO and UNDP designed (2008) the four-year “Multi-stakeholder Programme for Productive and Decent Work for Youth in MRU countries and Côte d’Ivoire”. The focus of the programme is on employment services in the skills sector, and its implementation started in the summer of 2009 in Sierra Leone. ILO also supported the Government of Sierra Leone to formulate and implement the Youth Employment Scheme (YES) funded through the UN Peace Building Commission and a Basket Fund. In 2008, an ILO-supported time-bound TACKLE programme was established and aims to eradicate child labour

³Tony Airey, Samuel Yemene, Gary Taylor (Oct 2012). Baseline survey and employment impact assessment of infrastructure investments in Sierra Leone, ILO

by 2015 and another ILO-supported programme to strengthen Sierra Leone's HIV/AIDS prevention in collaboration with the National AIDS Secretariat (NAS). One of the positive lessons learnt is that all the UN agencies and development organizations acknowledge the ILO's comparative advantage in employment initiatives and in the areas of skills development and tripartism.

VI. Impact and Sustainability

The institutional arrangement for governing the project is a National Steering Committee comprising the stakeholders – four line Ministries, representation of collaborating UN Agencies, and the ILO. The project identified the Ministry of the Interior, Local Government and Rural development as the Chair of the Steering Committee, while the overall coordination of the Steering Committee is vested in the ILO which will report to the UN Coordinating office. The proposed National Steering Committee did not materialize, and this casts doubt on Government ownership of the project. The opportunity to strengthen national capacity through the deployment of two national engineers as counterparts to the ILO technical team was also lost because GoSL did not deploy project counterparts.

The QIECP has collaborated with partners to strengthen institutions in support of employment creation. Apart from collaboration with UN Agencies in the country, the ILO QIEC project has also collaborated effectively with related ILO projects in Sierra Leone. ILO is currently assisting GoSL develop strategies and programmes to support employment creation as one of the four pillars in the Agenda for Change, under “Economic and Social Integration of the Youth” a cross cutting issue that affects all four pillars of the Agenda for Change. The QIECP also serves to demonstrate the benefits from the provision of improved infrastructure and contribute to the achievement of the employment goals as part of the “inclusive growth” envisaged by the “Agenda for Prosperity”. ILO is also assisting GoSL to promote the Sierra Leone Decent Work Country Programme: “Productive and Decent Work for Youth” through its legislative and development programmes. This support involves capacity development and institutional building with a view to mainstreaming employment creation across both public and private sector infrastructure projects. In addition, the project has worked closely with the Ministry of Works and Government has issued the National Feeder Roads Policy (May 2011) as well as the National Employment Policy, which is awaiting Cabinet approval. The main task of all the stakeholders during the second phase should be the actual implementation of these and related policies in a comprehensive manner.

The Project has also demonstrated sustainability through the successful training of a core engineers, supervisors and road construction workers, consisting of 10 LB contractors, as well as 20 supervisors of the contracting firms, in feeder road construction and rehabilitation; 10 women were trained in road maintenance; 10 supervisors from five contracting firms, trained in the construction of minor drainage structures on feeder roads; 7 Engineers (comprising 2 SLRA, 1 NaCSA, 2 MAFFS, 1 Bombali District Council, and 1 Makeni City Council) were trained in LB technology. The theoretical training programmes were complemented by practical work which involved undertaking trial contracts. The 5 trained contractors have completed almost 50 km of feeder roads at the end of December 2013, and those trained on drainage works constructed 24 culverts of various sizes.

The impact of their combined efforts was also evident from the number local people employed and paid: the 10 contractors generated over 75,000 person-days of employment (12% female and 88% male) involving 500 youths. In spite of this dominance of the workers by men, women have been found to be capable of all the main activities required for the improvement of rural roads using EIA. This suggests that the proportion of women employed could be increased with more targeted recruitment (ILO Impact assessment, 2012).

As already noted, the project also contributed to improving the local economy by payments made to those employed in construction/rehabilitation works, amounting to US\$200,000 injected into the local economy within two years. Although road construction works of this nature are temporary, QIECP has already commenced the training of those interested within the communities on entrepreneurship development and providing linkage for them in their Districts to work in a public-private partnership for local development. The project also plans to encourage the workers to save a proportion of their incomes in a common fund and thereby create an opportunity for them to tap into a revolving loan scheme to finance individual or group based income generating enterprises.

The primary focus of QIECP is on employment creation through labour-based infrastructure works; the project has used as its entry point the construction, rehabilitation and maintenance of rural roads and which will be implemented using small-medium scale private contractors; thus the necessity of training of contractors and relevant government agencies within the framework of the project.

The longer-term employment on infrastructure construction, rehabilitation and maintenance has therefore been targeted by the project through the training of a small number of maintenance contractors mainly women. It is envisaged that such sustained wage employment will offer a route out of poverty for disadvantaged groups such as single mothers and widows who are less able to move to other areas to look for work. However, its sustainability depends on District Councils'/SLRA's commitment to this effort and adequate Road Fund resources. In addition, it is noted that the QIECP works are packaged as small contracts involving the minimal use of equipment namely, a tractor and trailer and a pedestrian operated vibrating roller. This low level of capital investment means that LB works can provide an entry point for new contractors. Overall, it is estimated that using LB approach for infrastructure investments would have a significant beneficial impact on the Sierra Leonean economy (ILO, Impact assessment, 2012). Much will depend on the political will to provide the newly trained small-scale contractors the opportunity to compete for contracts under the system; in addition, GoSL may need to review the conditions for the award of large contracts to include LB conditions.

Given the temporary nature of LB employment, the project has started training of youths, including women and men in rural areas, in entrepreneurship as part of LED.

In order to assure sustainability, QIECP in December 2010 sponsored seven high-level Government officials on study tour to Ghana and Liberia, two nearby countries with demonstrated success in managing labour-based programmes for quick employment creation. The GoSL officials included the top management in the relevant ministries, namely: Mr. Ali

Mansaray, Deputy Minister 1, Ministry of Agriculture, Forestry and Food Security; Mr. TejanKellah, Coordinator, IFAD; Mr. Mojue Kai Kai, Deputy Minister, Ministry of Labour; Mr. Herbert Smith, Senior Inspector of Labour, Ministry of Labour, Mrs Nancy Tengbeh Deputy Permanent Secretary, Ministry of Works, Housing and Infrastructure, Mr. David Fonnies, Director of Feeder Roads, SLRA and; Mr. Francis Bendu, Engineer, SLRA.

The objective of the study tour was to facilitate better coordination of feeder road projects in Sierra Leone by learning from the experiences of other countries. Based on the mission report and the evaluator's discussion with most of the beneficiaries of the study tour programme, it was a worthwhile learning experience and quite encouraging. Given the expressed need for further exposure, QIECP management may wish to consider a similar tour to a few countries within and outside Africa during the next phase.

6. Conclusions

6.1 Relevance

The 'Quick Impact Employment Creation Project (QIECP) is one of the projects under the UN Joint Vision Programme 19 (Youth employment and development), which has supported the Government of Sierra Leone's (GoSL's) in addressing the problem of youth unemployment in the country. Initially designed to focus on Bombali District and later extended to Moyamba District, it is now clear that the lessons learned should provide basis for extending QIECP activities to all parts of Sierra Leone. The QIECP is also one of the major outputs of the Sierra Leone DWCP (2010-2012), which the ILO supported the Government of Sierra Leone to formulate, as well as the Youth Employment Scheme (YES) funded through the UN Peace Building Commission. In addition, the ILO supports two related functioning programmes in Sierra Leone: the TACKLE programme which aims to eradicate child labour by 2015; a programme to strengthen Sierra Leone's HIV/AIDS prevention in collaboration with the National AIDS Secretariat (NAS). All these programmes are directly related to the QIECP objectives and should continue to be relevant to the country's development objectives.

6.2 Management

In order to assure Government ownership and sustainability of the project activities, it was proposed that a National Steering Committee would be constituted to govern the project, but due to administrative constraints the Committee has not been formed. The concerned Ministries have noted this lapse in QIECP management and indicated that this would be corrected in future.

The ILO administrative management of the project since its inception has been adequate and effective. Both the Headquarters and Abuja ILO offices provide financial management of the project funds. At operational level, the ILO has provided Technical assistance; and taken together, the management of the QIECP has been effective and done in conformity with established ILO standards. Except for the limited financial resources available to this project, the results of management efforts should have been much greater in terms of impact and achievement of project targets.

The initial project document indicates that QIECP will require a total of US\$6,293,840 over a 3-year period from May 2010. However, project implementation actually started in October 2010, and only US\$3,505,237 was available to the project, representing about 55% of the proposed original budget. The size of available funds and the slow process of making the money available at operational level constituted the major constraints to the smooth implementation of the project and the achievement of set targets.

6.3 Impact orientation and sustainability

The project so far has produced four categories of benefits; namely, i) the direct and immediate benefits resulting from the project activities and investments in road rehabilitation and maintenance; ii) the SLRA staff trained on the use of labour based methods; iii) the Staff of private construction companies who received training in technical, managerial and business issues and iv) the communities along the rehabilitated roads benefitted from better access to social services.

The ILO capacity strengthening interventions have been in two main areas; namely, training of local contractors, engineers and supervisors in LB methods, and enhancing their productive capacity through provision of equipment. Local private contractors as well as contractors in Government institutions were trained under QIECP. In order to equip the contractors with the necessary equipment, a total of 6 tractors, 12 trailers and 12 pedestrian rollers were procured. One tractor, two trailers and two rollers will be retained by the Project for demonstration purposes while the rest will be leased to the 10 private contractors on a revolving loan basis.

In terms of feeder road construction and rehabilitation, through trial contracts awarded to the trained contractors, the project has recorded tangible results. In Bombali District, the project has completed the rehabilitation of 11.7 km stretch of road (Masongbo – Magombu; and 7 feeder roads of varying lengths totaling 16.2 km), and the quality of completed work is found to be generally very good.

The overall employment target for this project is set at 440,000 person days of employment created within the three years of project operation. The latest field evaluation report indicates that a total of approximately 75,000 person days of work was created, representing 17% of the target. The delay has been attributed to lack of sufficient and timely availability of funds. However, in terms of household incomes, it is estimated that over 40% of the total direct cost of the feeder road construction and rehabilitation has been paid out as wages to workers recruited from local communities, which translates to an injection of about US\$200,000 into the local economy in the rural areas of project influence.

The QIEC identified women and men living in communities along the roads who would be engaged daily by the contractors, and earn an income, as the most notable direct beneficiaries of the project. However, in spite of efforts by the project management to encourage women to participate in aspects of rural feeder road construction and rehabilitation, not much has been achieved. The 10 contractors generated over 75,000 person-days of employment, involving 500 youths, but only 12% of them were women. The project found women to be capable of all the main activities required for the improvement of rural roads using LB approach. The training of

contractors and unskilled workers in contract management (2012) also had only 8 female participants out of a total of 172. However the entrepreneurship training being conducted in support of LED has attracted a substantial proportion of women.

6.4 Partnerships and collaboration

By its design, the QIECP was derived from aspects of the UN Vision for Sierra Leone (2009), Chapter Seven – Youth Employment and Empowerment. Project implementation has been in collaboration with UNDP, UNIDO, and ILO. Specific collaboration with other UN Agencies includes UNIDO in its Growth Centre at Binkolo. The Project rehabilitated three of the roads utilized by suppliers of raw materials to the centre. In addition, sample tools were contracted to the Centre for production; the tools are currently undergoing evaluation by the contractors. The Project also collaborated with UNAIDS in providing training on AIDS in the work place.

Apart from collaboration with UN Agencies in the country, the ILO QIEC project has also collaborated effectively with related ILO projects in Sierra Leone, including the project on Child Labour and Sierra Leone DWCP. Through the QIECP, ILO received support from JICA (US\$33,606) to carry out training for its small contractors and other stakeholders, with focus on: procurement process; finance procedures; audit for contract procedures and records and; service delivery. In addition, the project supported other donor-funded projects, including NACSA through WB funding and JICA funded projects, in introducing LBT. This collaboration with other projects in meeting government objectives shows the projects effectiveness and efficiency in mainstreaming employment creation. This provides a good lesson on how effective collaboration with other partners could enhance the impact of a project beyond its original conception.

The project has established close working relationship with a number of public sector players including the Ministry of Works, Housing and Infrastructure, Ministry of Agriculture, Forestry and Food security, Sierra Leone Roads Authority, National Commission for Social Action

6.5 Future possible directions

The relevance of the QIECP objectives to the determined Government development priorities and aspects of the UN Joint Transitional Vision (2013-2014), the willingness of Government and UNCT to continue to support the objectives of this project, and the potentials for future collaboration by donors suggest that there is no need for a change in focus, approach, partnerships or implementation strategy during the next phase of QIECP. Rather, what the project needs is to expand the range of partnerships to achieve the resource mobilization targets and secure additional technical interventions beyond ILO labour intensity and local economic development. Besides the rural feeder roads construction, rehabilitation and maintenance, the next phase of the QIECP should explore other entry points for employment creation and local economic development (such as mining, quarrying, renovation and maintenance of public infrastructure, etc) to further the same objectives. Human and institutional capacity building for engineers, local contractors and supervisors, as well as training of entrepreneurs and related LED interventions, should continue to form the basic strategy for achieving national ownership and commitment to ensure sustainability of QIECP activities.

The evaluation found that interest in this project outcome has been well received by the Government, some Donors and international agencies. With the Government, employment creation was a major issue in the campaigns by both the incumbent and opposition political parties in the recently concluded national and presidential elections. Government has already indicated that employment creation for the youth is one of the ‘Pillars’ of PRSP II and the ‘Agenda for Prosperity’. In addition, there is a good possibility of securing financial and technical support to QIECP in the next phase of its replication from a wide range of agencies and donors: World Bank; AfDB; UNIDO; UNFPA; UNDP; EC; and a number of bilateral agencies. What needs to be done is for the ILO and QIECP technical team, together with Government, to develop and implement a resource mobilization strategy in the immediate future.

7. Recommendations

- a) Having regard to the direct relevance of the QIECP to Sierra Leone’s employment challenges and GoSL’s policy and programme response, (including institutional readiness to continue to embrace the labour intensive approach as well as the ILO strategy of capacity building for local economic development (LED) for employment creation), the Pilot phase of the project should immediately move to a second phase of its wider replication in all the Districts of the country.
- b) There are certain ongoing project activities which may not be completed at the end of this Pilot (31 December 2012); the ILO should ensure that such project activities are not terminated by providing bridging funds which should also cover the cost of designing Phase 2 of the project.
- c) While the focus of this Pilot has been on the use of feeder roads as an entry point for testing labour intensive approach in employment creation, the second phase of the project should explore a wider range of entry points, including LED which has been part of the pilot, quarrying, mining, carpentry, maintenance/renovation of public infrastructures, etc).
- d) Government involvement in the coordination of QIECP activities has been limited largely because the National Steering Committee proposed in the project document to play this role did not materialize; the second Phase of the project should ensure the establishment and effective functioning of such an institutional mechanism upon which ownership and sustainability issues rely.
- e) One major challenge for the next phase of QIECP would be the development and implementation of a better focused gender sensitive strategy for enlisting a more balanced participation of women and men in all aspects of the QIECP, including rural feeder roads construction and rehabilitation.
- f) The inability of the Government to deploy two counterpart engineers to work with the

ILO technical team during the pilot phase, as agreed, was a missed opportunity; Government (through the Ministry of Works) should be ready to deploy a larger number of engineers to work with the ILO technical team and thereby acquire the necessary skills and experience for labour-based approaches to employment creation.

- g) It is commendable that Government has issued the National Feeder Roads Policy (May 2011) and the National Employment Policy is awaiting Cabinet approval, which should come soon; the main task of all the stakeholders during the second phase should be the actual implementation of these and related policies in a comprehensive manner.
- h) Research should be included in the design of the second phase of this project, both as a means of supporting the implementation of national employment and labour related policies and as a veritable source of data for programme management, including monitoring and evaluation.
- i) While acknowledging the immense contributions of the ILO technical team to the success of this pilot project, the ILO should be encouraged to further strengthen the capacity of its team commensurate with the increased workload of an expanded project during the second phase of replication.
- j) As part of the next phase of this project, both the ILO and GoSL should design and implement a comprehensive resource mobilization strategy in support of youth employment creation.

8. Lessons Learnt

- a) The pilot experience of this project has demonstrated that funding is key to progress achieved in the construction, rehabilitation and maintenance of rural feeder roads and the attendant employment creation capacity; the target set for 3 years to create 440,000 person days of employment for the youth could be easily realized if funding is adequate and available.
- b) The uncertainty of funding negatively affected project implementation in at least two important ways; first, project staff had to work with short-term contracts that often took a while to come through; second, projection of project activities could not go beyond one year at a stretch.
- c) In spite of awareness campaigns at local level, it is difficult to attract female workers to rural feeder road renovation and construction works; this makes gender balance in such employment a challenge.
- d) The project pilot period has been completed without the agreed deployment of two counterpart engineers by the Government to work with the ILO technical team due to subtle official resistance and bureaucratic constraints; this has been a missed opportunity and a stronger push by the ILO will be required in future.

- e) The best strategy to achieve a timely and efficient performance by the newly trained local feeder road contractors is by breaking down the work load among them rather than concentrate a large lot on one contractor, as currently practiced by SLRA.
- f) The existing systems and procedures, unless modified, tend to exclude the new and emerging local contractors from any competitive bid; and without modifying the Tender Documents as they now stand, newly trained contractors may not be qualified for any contract award.
- g) Unless standard procedure for properly recording the participation of workers in a contract project is adopted, it may be difficult to determine the extent of labour intensity involved to contract execution.
- h) Access to light equipment (particularly pedestrian rollers which are difficult to find in Sierra Leone) is critical to the success of a labour based feeder road project.
- i) The performance of the Supervisor has been observed to be a key factor in the contractor's performance in feeder road contract execution.
- j) Training in project management (financial management, record keeping, compliance with specifications, integrity, etc) is critical to the effective performance of a newly trained feeder road contractor.

9. Possible future directions

- a) Besides the rural feeder roads construction, rehabilitation and maintenance, the next phase of the QIEP should explore other entry points for employment creation and local economic development (such as mining, quarrying, renovation and maintenance of public infrastructure, etc) to further the same objectives.
- b) Human and institutional capacity building for engineers, local contractors and supervisors, as well as training of potential entrepreneurs and related LED interventions, should continue to form the basic strategy for achieving national ownership and commitment to ensure sustainability of QIEP activities; intensify inputs into the LED strategy throughout the country.
- c) The ILO in collaboration with the Government and UNCT should expand the range of partnerships in order to achieve the resource mobilization targets and secure additional technical interventions to facilitate labour intensity and local economic development for employment creation.
- d) In future, all Government contracts, particularly those ones that are large and capital intensive, should adhere to a clause of labour intensity before tenders are approved; this

is an effective strategy for promoting labour based approach and employment creation for the youth in the country.

- e) Focus should be on a comprehensive implementation of the next SL DWCP (2012-2015), with reference to the Review Report (October 2012).
- f) The ILO and interested agencies should support the GoSL in the completion of the Labour Force Survey and the establishment and sustained functioning of SL Labour Market Information System.
- g) Further collaboration with GoSL and UNCT in Sierra Leone should be strengthened to address the different aspects of youth empowerment (education & skills development; health & reproductive health; productive employment; gender and human rights) in order to realize the 'Demographic Dividend' for Sierra Leone.

ANNEXES

Annex A: Terms of Reference



Independent Evaluation
Quick Impact Employment Creation for Youth through Labour-based Public Works (QIECP)
TERMS OF REFERENCE

Locations: Sierra Leone - Bombali District Council, Makeni, Moyamba District Council, Moyamba

XB - Symbol:	SIL1001OUF
Title	Quick Impact Employment Creation for Youth through Labour-based Public Works (QIECP)
Country:	Sierra Leone
Lead Offices:	ILO Abuja and ILO EMP/INVEST
Responsible ILO Official:	Ms. Sina Chuma-Mkandawire, Director, ILO Abuja Office, chuma@ilo.org
Project start	1 January 2010
Project End	31 December 2012
Collaborating ILO Units and Offices:	Regional Office for Africa, Addis Ababa; Sub-Regional Office Addis Ababa ILO Geneva: EMP/INVEST
External Implementing Partners:	Ministry Of Works, Housing and Infrastructure/Sierra Leone Roads Authority (SLRA), SLRA Hqtrs, Kissy, Freetown, Bombali District Council, Makeni, Moyamba District Council, Moyamba, Ministry of Labour.
Budget and Source of Funding	US\$ 2,957,013 (US\$5,619,500 – Total 3-year estimated project budget) UN Joint Vision-Multi Donor Trust Fund (MDTF) RBSA= US\$68,139.90

1. Introduction and Rationale for Evaluation

Within the context of the United Nations Joint Vision (UNJV) Programme 19: Youth Development and Employment which is in support to the Government of Sierra Leone's (GoSL's) approach to addressing the problem of youth unemployment in the country, the International Labour Organization (ILO), in collaboration with its local partners, namely Ministry of Works, Housing and Infrastructure/Sierra Leone Roads Authority (SLRA), SLRA Hqtrs, Kissy, Freetown, Bombali District Council, Makeni, Moyamba District Council, Moyamba, Ministry of Labour, has been implementing a project in Sierra Leone titled, Quick Impact Employment Creation for Youth through Labour-based Public Works. The Project, which is located in Bombali District, was initially due to start in late October 2010 for a period of one year. However funding challenges delayed the start of the project to 2011. At the end of 2011, following successful discussion between the UN system in Sierra Leone and the Multi Donor Trust Fund Office in New York, further funding was provided to extend the Project until the end of 2012. At the end of 2011, the ILO committed some funding to maintain staff and continue with project activities from the Regular Budget Supplementary Account (RBSA) to bridge the unfunded period between the end of phase one and the start of phase two.

A midterm evaluation is required, in accordance with ILO policy, focusing on the extent to which the project has met its stated objectives and how it adjusted its strategy in the course of implementation. An external independent evaluator will lead this final independent evaluation and be responsible for drafting and finalizing the evaluation report. A national consultant will be engaged to collaborate in the exercise. The evaluation will be a consultative and participatory process as it will involve the various local partners, including the tripartite constituents, in all evaluation processes from TOR development to the finalization of the evaluation report and to the following up of evaluation's recommendations.

The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standard.

These Terms of Reference serve as a guide for organization and undertaking of the final evaluation. They also describe the tasks to be undertaken by the consultants engaged by the ILO for the purpose of the evaluation. A list of Annexes is included with more details on specific components of the project and the evaluation.

2. Background on projects and context

Quick Impact Employment Creation Project (QIECP) is part of the joint UN support to the Government of Sierra Leone's (GoSL's) approach to addressing the problem of youth unemployment in the country. It is a core component of UNJV Programme 19: Youth Development and Employment. The Project is also integrated within priority one of the Sierra Leone DWCP "Public and private investment and policies generate a substantial and growing demand for labour and income". It is managed by ILO, with Sierra Leone Roads Authority (SLRA) as the government implementing partner.

It was designed to provide rapid employment opportunities and income generating activities for youths, while strengthening the capacities of private (small-scale contractors and local grassroots organisations) and public entities (MDAs) to facilitate job creation at the local level. The Project is working in close collaboration with UNIDO and UNAIDS with funding from UN Joint Vision-Multi Donor Trust Fund (MDTF). Although QIECP was initially programmed for a three year duration, funding is released annually based on funding secured by MDTF. During the first year, the technical feasibility of the labour-based approach and its potential in generating productive employment opportunities were demonstrated. During the second year, the emphasis remained the same (job creation, income generating activities and capacity building. However, QIECP was extended to Moyamba in the south and was supposed to incorporate a social dimension in addition. It was also envisaged that this approach would be institutionalized by the Government and participating national institutions during the third year as the demonstration phase had generally been adjudged as successful.

Project Development Goal is: Employment opportunities created for the youth through labour-based infrastructure development.

The project has three immediate objectives.

- i. Productive employment opportunities generated created for the youths in Bombali and Moyamba districts
- ii. Cost-effective labour-based method for the execution of feeder roads rehabilitation and maintenance using private contractors introduced
- iii. Capacities of SLRA and Moyamba District to plan, manage and monitor feeder roads rehabilitation and maintenance strengthened.

2.3 Project management arrangement:

QIECP is managed by ILO Area Office in Abuja. The ILO fielded Project Technical team is made up of One (1.) Chief Technical Adviser, One (1.) Training Adviser, One (1.) Decent Work Adviser, Two (2.) National Engineers, One (1.) Administrative Assistant and two (2.) drivers. ILO has provided technical back-stopping from the ILO Regional Office in Addis Ababa and from Headquarters in Geneva. The Project has a steering committee comprising of identified stakeholders and its role is to govern the Project.

2.3 Brief Project Progress Summary:

The Project has achieved a number of milestones since its inception. The following are the achievements during the first phase:

Strengthen implementation capacity of both public and private sector players:

- Five existing contractors and 10 supervisors trained on contract management and appropriate use of employment friendly approaches.
- Training of additional five new contractors and ten supervisors is ongoing.
- In addition, 7 engineers (2 SLRA, 1 NACSA, 2 MAFFS, 1 Bombali District and 1 Makeni City Council) were trained

Road Rehabilitation works using employment friendly approaches carried out as training sites.

- Five roads, with a total length of 10.8km were used as trial contracts for the five trained contractors, giving an average of about 2.2km per contractor.
- Kapethe Jn. – Kapethe feeder road 1.7km
- Masonbo – Magombu feeder road 2.5km
- Rosint Jn. – Makaiaba feeder road 3.2km
- Mabanta Jn. – Mabanta feeder road 1.7km
- Maso – Kathekeya feeder road 1.7km
- A total of 24 culverts were constructed by the five new contractors still under training. The roads rehabilitated include:

Domestic private contractors' resource base strengthened.

- With the view of equipping of contractors with the necessary equipment, a total of 6 tractors, 12 trailers and 12 pedestrian rollers were procured. One tractor, two trailers and two rollers will be retained by the Project for demonstration purposes while the rest will be leased to the contractors on a revolving loan basis.

Employment opportunities created.

- 35,705 worker-days of employment were created out of which 12% was for women.
- Wages: a total of Le816 million was paid to the five existing contractors for the feeder road rehabilitation/construction out of which about Le290 million was paid as wages by them, representing about 36%. The percentage may increase to 50-60% when the profit to the contractors as well as their suppliers and the food sellers on the site are taken into consideration. This definitely had a salutary effect on the economy of the beneficiary communities and contractors.

Building partnership

- The project has a closer working relationship with a number of public sector players including the Ministry of Works, Housing and Infrastructure, Ministry of Agriculture, Forestry and Food security, Sierra Leone Roads Authority, National Commission for Social Action ... etc

- Collaboration with other UN Agencies: QIECP worked closely with UNIDO in its Growth Centre at Binkolo. The Project rehabilitated one of the roads utilized by suppliers of raw materials to the centre. In addition, sample tools were contracted to the Centre for production; the tools are currently undergoing evaluation by the contractors. The Project also collaborated with UNAIDS in providing training on AIDS in the work place.
- Japanese International Cooperation Agency (JICA)

3. Purpose, Scope and Clients of the evaluation

3.1 Purpose

The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Sierra Leone DWCP outcomes and national development strategies. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. It will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

3.2 Scope

This evaluation takes into account all interventions, geographical coverage, and the whole period of the effective implementation of the project (1 January 2010 up to the present date). The evaluation will have to take into consideration the Sierra Leone DWCP, United Nations Joint Vision (UNJV) and other relevant and current country priorities and strategies to address poverty reduction.

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies in each District and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

3.1 Clients

The principal clients for this evaluation are the project management, ILO constituents in Sierra Leone, ILO Abuja, ILO Regional Office for Africa, ILO technical units (Employment Sector), PARDEV, EVAL **and the project donor.**

4. Suggested analytical Framework for evaluation and issues to be addressed

The evaluation should address the overall ILO evaluation criteria such as **relevance and strategic fit of the project, validity of project design, project progress** and **effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Policy guidelines for result based Evaluations 2011*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

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.

IV. Relevance and strategic fit

- Does the programme continue to address a relevant need and decent work deficit? Have new and/or more relevant needs emerged that the project should address?
- Is the project relevant to the achievements of the outcomes in the national development plan, the UNDAF and the DWCPs of the Sierra Leone?
- How does the project align with and support national and district development plans (relevant documents listed in Annex II)?
- How well does the programme complement and fit with other ILO programmes in the country?
- How well does the programme complement and link to activities of UN and non-UN donors at local level?

V. Validity of design

- What was the starting point of the programme at the beginning of the project? How did the project build on experience and lessons learnt of earlier related efforts in Sierra Leone and elsewhere? Was a gender focus included in the design?
- Are the planned programme objectives and outcomes relevant and realistic to the situation on the ground? Whether the program adapted to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic?
 - a. Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypothesis?
 - b. What are the main strategic components of the programme? How do they contribute and logically link to the planned objectives? How well do they link to each other?
 - c. Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment? How do organizations of IPs and marginalized participate and benefit from the programme?
 - d. What are the main means of action? Are they appropriate and effective to achieve the planned objectives? To what extent have gender-specific means of action been included? To what extent has social dialogue been included as a means of action?
 - e. On which risks and assumptions does the programme logic build? How crucial are they for the success of the programme? How realistic is it that they do or not take place? How far can the programme control them?
- What was the effect of the project funding arrangement on achieving its set targets and outcomes?

VI. Effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?
- In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
- Has the project support been effective, i.e. has it led to tangible results, expected or unexpected ones? How can the effectiveness been measured in terms of:
 - a) Technical supports and capacity building undertaken at national, district level.
 - b) Level and quality of realized/targeted project outputs
 - c) What kind of the tools have been developed to help achieve the Project's targets
 - d) What type of products and new approaches has been developed, partnerships and networks have been established and maintained, and to what extent have Inter-linkages been established with other donor-funded projects
 - e) To what extent is the project reaching the target group, in particular women, and youth
 - f) To what extent have SPGEs, the social partners and other stakeholders increased their understanding and capacities for MSE promotion for poverty reduction; in particular, to what extent have the SPGEs gained capacity through the set up and management of the Enterprise Development Funds?
 - g) What outputs have not been implemented and the implementation progress.
 - h) What products and approaches do not show (yet) signs of early impact
- Are there any additional achievements of the project over and above what was foreseen in the project document? If so, do these achievements reflect the strategic areas of the project, or the strategic partnerships?
- What was the contribution of the RBSA funding for achievements of project results?

IV. Efficiency

As relevant to project progress to date:

- Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader 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?
- Should the project seek additional resources for expansion as per potential opportunities available, and if so, what approach should be followed?
- Should there be any major change in focus, approach, partnerships or implementation strategy? Is the approach building on the comparative advantages of ILO and the national Ministries involved?

VI. Effectiveness of management arrangements

- Are the available technical and financial resources adequate to fulfill the project plans?
- Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- Have targets and indicators been sufficiently defined for the project?
- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office in the field (Abuja), field technical specialists (Addis Ababa, Dakar) and the responsible technical units in headquarters?
- Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
- Is the project collaborating with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- Are all relevant stakeholders involved in an appropriate and sufficient manner?

V. Impact and Sustainability

- To what extent have the recipient stakeholders taken ownership of the project concept and approach since the inception phase?
- What are signs of emerging impact of the implemented activities on poverty reduction
- Is the programme strategy and programme management steering towards impact and sustainability?
- Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives

VI. Lessons learned

- What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
- What should have been different, and should be avoided in the next phase of the projects

5. Main Outputs of the Evaluation

The main outputs of the evaluation are:

- I. Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- II. First Draft of evaluation report
- III. Final draft of evaluation report incorporating comments received
- IV. Evaluation summary (according to ILO standard template)

The "Evaluation Report" should contain the following contents: -

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary

- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report.

6. Methodology

ILO is engaging a team of two external consultants, one national and one international, to undertake the final evaluation. The consultants will work under the overall management and responsibility of the evaluation manager. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the evaluation team in consultation with the evaluation manager in ILO Abuja,. The review will be undertaken in November-December 2012.

The review will be carried out by examining key documents, and interviewing project staff and stakeholders in the field and Accra. The evaluation will review the key issues listed above in Section 3.2.

The international consultants will be engaged to travel to Sierra Leone to meet with the project team and other staff as relevant. The consultants will review relevant documentations. The consultants will travel to project sites and conduct interview/ focus group discussions with stakeholders. A stakeholder workshop will be organized at the end of evaluation mission to present the preliminary findings to all relevant and key project stakeholders. The draft evaluation report will be shared with stakeholders for their comments and inputs. The workshop and sharing will allow the key findings and key recommendations to be verified by the key stakeholders.

The consultants will propose methods for data analysis. All data should be sex-disaggregated and different needs of women and men and those marginalized groups should be considered throughout evaluation process. The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

7. Management Arrangements, Work Plan and Time Frame

7.1 Management arrangements: Evaluation Manager is responsible for the overall coordination, management and follow up of this evaluation. The manager of this evaluation is Gugsa Yimer Farice, Senior M&E Officer, ROAF, whom the evaluator reports to.

7.2 Evaluator's tasks: The evaluation will be conducted by an external independent evaluator and an external national consultant responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above.

7.3 Stakeholders' role: All stakeholders in Sierra Leone particularly the project team, as well as ILO Office in Abuja, will be consulted and will have opportunities to provided inputs to the TOR. As stated above, they will be provided ample opportunities for commenting on draft findings and recommendations.

7.4 The tasks of the Projects: The project managements provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluator during the evaluation mission.

7.5 A work plan and timeframe:

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager	July 2012
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	August 2012
Finalization of the TOR	Evaluation Manager	6 August 2012
TOR Approval	ROAF Evaluation Focal Person	8 August 2012
Selection of consultants	Evaluation Manager	8- 15 August 2012
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project manager	23-24 November 2012
Ex-col contracts based on the TOR prepared/signed	Project manager / ILO Director	24 November 2012
Brief evaluators on ILO evaluation policy	Evaluation Manager	24 November 2012
Evaluation Mission in Sierra Leone	Evaluator	2- 12 December 2012
Stakeholders consultation workshop	Evaluator/ Evaluation manager / project manager	19 December 2012
Drafting of evaluation report and submitting it to the EM	Evaluator	27 December 2012
Sharing the draft report to all concerned for comments	Evaluation Manager (EM)	3 January 2013
Consolidated comments on the draft report submitted to EM	Evaluation Manager	15 January 2013
Finalisation of the report	Evaluator	18 January 2013
Submission of the draft final report to EVAL	Regional Evaluation Focal Person	22 January 2013
Approval of the final evaluation report	EVAL	25 January 2013
Follow up on recommendations	ILO Director, ROAF and EVAL	28 January 2013

Annex 2: ILO Project Inventory List (QIEP) Purchased between August and November 2010

NO.	CATEGORY	QTY	DESCRIPTION	CONDITION
1	Set of computer	2	Dell laptops	Good
2		1	Dell desktop,	Good
3		1	laserjet printer	Good
4		1	Nashuatech MP 1900 (Aficio)	Good
5		3	laptops Dell	Good
6	Photocopiers	1	Nashuatech MP 2000 (Aficio)	Good
7	Motor Vehicle	1	Toyota Hilux Pickup	Good
8	Motor Vehicle	1	Toyota Landcruiser Hardtop	Good
9	Set of furniture	30	student chairs	New
	"	4	visitors chairs	New
	"	1	Secretary swivel chairs	New
	"	3	Filing cabinets	
	"	2	Manager swivel chairs	
	"	3	office desk.	
	Set of furniture	2	wooden Desk 56"	
10		2	manager swivel Chairs	New
	Letter Trays	3	Letter Trays	Good
	Extension Cables	5	Extension Cables	Good
		1	Adaptor	Good

11	Back-Up	1	A P C Back-Up RS 650	Good
12	Printers	2	set of HP Laser Jet P3015 Printers	Good
13	Scanner	1	HP Scan Jet 5590	Good
14	Computer and peripherals	1	CPU, monitor, Mouse and Key board (Dell)	Good
15	Radio Handset	1	Motorola two-way radio	Good
16	Tractors	6	tractors,	Good
17	Trailers	12	trailers and	Good
		12	jacks	Good
18	Generator	1	17 KVA Lister Generator	Good
	Items 7 8, accessories separately listed.			

Annex 3: Summary of project achievements

QEIP Summary of Project Achievements (2010-2012)			
Output indicator	Baseline/Target	Achievements	Remarks
Immediate Objective 1: To create productive employment opportunities for the youth within Bombali district (440,000 worker days generated directly through the project)			
Output 1.1 Productive employment created directly by the project activities.	Number of youth and women employed by the project Baseline = 0 Target: 440,000 person days of employment created	The 10 contractors trained under QIECP generated over 75,000 person-days of employment (12% female and 88% male) involving 500 youths. The trained contractors rehabilitated a total of 17.6 km of feeder roads, and those trained on drainage works constructed 24 culverts of various sizes.	The main challenge faced by the QIEP implementation has been the paucity and timing of funds; Project progress report (2012) indicates that the target set for 3 years to create 440,000 person days of employment for the youth could be realized within a year if funding is adequate and available.
Output 1.2 Incomes of the poor households in the area of influence of the infrastructure projects raised to above the poverty line.	Increased income of beneficiaries from work on the road project. Increased economic activity	The project contributed to improving the local economy by payments made to those employed in construction/rehabilitation works, amounting to US\$200,000 injected into the local economy within two years. Basis established for comparison of the incremental incomes of the workers to the national defined poverty line through the impact assessment (2012); but comparative analysis must await the results of 2011 HIES	QIECP plans to stimulate local economic development by training those interested within the communities on entrepreneurship development and providing linkage for them in their Districts to work in a public-private partnership for local development.
Output 1.3 Project impact and lessons captured for knowledge sharing, up-scaling/replication	Baseline established Project evaluations and impact assessments Lessons learned captured.	Baseline information in project area of influence collected through group meetings; Monitoring framework, including key indicators developed and integrated into PRODOC. Project evaluations done through the ILO Technical Cooperation Progress Reporting (2010/2011 and 6 months into 2012). Project impact assessment carried out and report available (October 2012).	Documentation and validation of lessons learned yet to be done and reported, except progress reports and in this evaluation.
Immediate Objective 2: To introduce cost effective labour based methods for the execution of feeder roads rehabilitation and maintenance using private contractors			

<p>Output 2.1 Domestic private contractors trained and labour-based road works executed</p>	<p>a) Contractors trained</p> <p>b) Construction works executed Baseline = 0</p> <p>Targets: 135 km of roads improved by labour-based methods to all weather access; 150 drainage structures constructed by trained contractors; 200km of roads maintained by contractors.</p>	<p>a) ILO team developed manuals on Labour based technology for both engineers and supervisors; also maintenance manual; Modules on bidding and contract management. These manuals have been applied in the training of the different categories of feeder road workers. Procedures for identifying and selection of contractors under the project established</p> <p>b) The QIECP trained a core of local road construction workers, consisting of 5 LB contractors and 10 supervisors in 2011; and in 2012 additional 5 contractors and 10 supervisors trained in the construction of minor drainage structures on feeder roads; 7 Engineers (comprising 2 SLRA, 1 NaCSA, 2 MAFFS, 1 Bombali District Council, and 1 Makeni City Council) trained in LB technology.</p>	<p>Trained private contractors under QIECP are yet to compete for LB road contracts; but there should be a relaxation of the existing policy and procedure if these new contractors are to qualify for such bids.</p>
<p>Output 2.2 Domestic private contractors equipped to execute labour-based road works</p>	<p>Private enterprises given the opportunity to own equipment through a lease to own arrangement.</p>	<p>Equipment (1 each of Pedestrian roller; 1 tractor; 2 trailers) leased to 5 contractors. Project plans to give 5 contractors 1 roller each following their recently conclude training.</p>	<p>Inventory of ILO equipment procured under this project is presented in Annex 2 of the evaluation report.</p>
<p>Immediate Objective 3: To strengthen SLRA and the Bombali District Administrations' capacity to plan, manage and monitor feeder roads rehabilitation and maintenance</p>			
<p>Output 3.1 SLRA staff trained to construct and maintain roads using labour based methods</p>	<p>Standard of feeder road rehabilitation and maintenance in the country improved.</p> <p>Procedures for the technical management of road developed and implemented.</p> <p>Department of Feeder Roads (SLRA) capable of carrying out further training of contractors.</p>	<p>2 Engineers from SLRA trained in road construction and maintenance using LB method.</p> <p>Maintenance Manual and proposed maintenance system prepared and submitted to SLRA for their inputs before finalization (Sept. 2012).</p> <p>Technical supervision provided by ILO team to the execution of trial contracts.</p> <p>Agree on maintenance regime and institutional arrangements</p>	<p>Department of Feeder Roads (SLRA) capable of carrying out further training of contractors.</p>

<p>Output 3.2 Investment plans and policies of the district profiled in relation to impact on employment generation</p>	<p>Studies on issues related to public investment conducted</p> <p>Study reports discussed and validated at workshops.</p>	<p>Given the temporary nature of LB employment, the project has started training of youths in entrepreneurship as part of LED</p> <p>The impact assessment study (2012) has addressed issues related to public investment and policies in LB method, justifying the adoption of the labour based approach for infrastructure development.</p>	<p>With the impact assessment study, this output has been largely realized.</p> <p>Outstanding activities include: Conduct of workshops to present and validate results; Synthesis of reports and finalized document.</p>
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Annex 4: List of persons met

1) The ILO Project Technical Team & Support Staff

- Mr. Chike Thomas Nwune, Chief Technical Adviser
- Mr. Francis Kofi Athur, Training Adviser
- Mr. Munya Hove, Decent Work Expert
- Mr. Alvic Francis Deveneaux, Supervising Engineer
- Mr. Augustine Hotagua, Supervising Engineer
- Mr. IdrisaSankoh, Driver
- Mr Mohamed Lansana, Driver.

2) Government officials

- Mr. Mark A. Jusu, Director, Feeder Roads, SLRA
- Mr. Dennis Vandi, Permanent Secretary, Ministry of Labour
- Mr Augustine S. Sheku, Permanent Secretary, Ministry of Works
- Ms. Nancy Tengbeh, Deputy Permanent Secretary, Ministry of Works

3) Other Stakeholders

- Mr Michael Amara Samai, Director of Rural Development, Ministry of Local Government and Rural Development
- Ms. Sia M. Lajaku-Williams, National Project Officer, ILO Child Labour Project
- Hon. AlieBadaraMansaray, Deputy Minister, Ministry of Agriculture, Forestry and Food Security
- Mr Ibrahim B.S. Kalleh, Ministry of Youth and Employment
- Mr. Borbor A. Barima, Ministry of Labour and Social Security
- Mr. Jonnings A.B. Wright, SL Labour Congress
- Mr. MollaMebome, UNDP
- Mr. Francis Macaulay, Ministry of Works, Housing and Infrastructure.

Annex 5: List of completed and ongoing projects and Sites Visited

Construction of Kapethe Jn. – Kapethe feeder road	1.7km
*Construction of Rosint Jn. – Makaiaba feeder road	3.1km
*Rehabilitation of Masongbo – Magombu feeder road	11.7km
*Construction of Maso – Kathekeya feeder road	3.2km
Construction of Mapaki – Manokoh feeder road	2.4km
*Construction of Mabanta Jn. – Mabanta feeder road	3.1km
Construction of Mongreh – Katherie feeder road	2.7km
Construction of Kabaray Jn. – Kamenday feeder road	1.7km
Total	29.6km (+ 2km Ongoing)
Construction of 24 culverts of various sizes	
*Construction of Gbabgbatoke Jn. – Palima feeder road	20km (Ongoing)

* Sites visited by the evaluator

Annex 6: Background documents consulted

- ILO, Project of the Government of the Republic of Sierra Leone, *Quick Impact Job creation for the Youth through Labour Based Public Works*.
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- United Nations, The second Joint Progress Report on the Agenda for Change, June 2010-June 2011 (March 2012).
- Government of Sierra Leone, National Rural Feeder Roads Policy, Ministry of Works, Housing and Infrastructure (May 2011).
- Tony Airey, Samuel Yemene, Gary Taylor (Oct 2012). Baseline survey and employment impact assessment of infrastructure investments in Sierra Leone, ILO.
- Government of Sierra Leone and ILO, Sierra Leone Decent Work Country Programme, 2010-2012 (October 2010).
- ILO, Sierra Leone Decent Work Country Programme Review, October 2012