



INDEPENDENT END-TERM EVALUATION

OF

THE YOUTH EMPLOYMENT FOR SUSTAINABLE DEVELOPMENT PROJECT

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Technical Area:	Employment Creation
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LIST OF ACRONYMS AND ABBREVIATIONS

AU	Africa Union
BDS	Business Development Services
CORE	Community Roads Empowerment
COTU	Central Organization of Trade Unions
CS	Cobblestone
DIT	Directorate of Industrial Training
DWCP	Decent Work Country Programme
DWT	Decent Work Team
FKE	Federation of Kenyan Employers
GEA	Global Employment Agenda
HQ	Headquarter
IGAD	Intergovernmental Authority on Development
ILO	International Labor Organization
ITC	International Training Centre
KeNHA	Kenya National Highways Authority
KeRRA	Kenya Rural Roads Authority
KeRRA	Kenya Rural Roads Authority
KIHBT	Kenya Institute of Highways and Building Technology
KTC	Kisii Training Centre
M&E	Monitoring and Evaluation
MOL	Ministry of Labour
MOLG	Ministry of Local Government
MoPND	Ministry of Planning and National Development
MoPND	Ministry of Planning and National Development
MoRs	Ministry of Roads
MoYAS	Ministry of Youth Affairs and Sports
MSEs	Micro and Small Enterprises
NEMA	National Environmental Management Authority
NGO	Non-Governmental Organisation
NITA	National Industrial Training Authority
NPO	National Programme Officer
PAD	Project Appraisal Document
PDs	Person-Days
PEV	Post Election Violence
PSC	Project Steering Committee
SIYB	Start and Improve Your Business
TC	Technical Cooperation
TICAD	Tokyo International Conference on African Development
TOR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plans
US\$	United States Dollar
WEDGE	Women Enterprise Development & Gender Equality
YEF	Youth Entrepreneurship Facility
YES-JUMP	Youth Employment Support-Jobs for the Unemployed and Marginalized Young

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Although the author made every effort to interpret and reflect as accurately as possible, the information and data provided by the various respondents, views expressed in this report are those of the author and **not** the ILO as the implementing agency or the Government of Japan as the financing agency. Any errors of omission or commission that may be found in the report are entirely the responsibility of the author.

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Table of Contents

LIST OF ACRONYMS AND ABBREVIATIONS	2
ACKNOWLEDGEMENT AND DISCLAIMER.....	3
EXECUTIVE SUMMARY	6
1.0 INTRODUCTION	14
1.1 Project Background and Rationale	14
1.2 Main Objectives and Anticipated Outputs.....	15
1.7 Project Budget, Timeline and Geographical Coverage	17
2.0 EVALUATION APPROACH AND METHODOLOGY	18
3.0 MAIN FINDINGS	19
3.1 RELEVANCE AND STRATEGIC FIT	19
3.1.1 Needs of Target Beneficiaries.....	19
3.1.2 National Development Aspirations.....	20
3.1.3 Decent Work Country Priorities for Kenya	20
3.1.4 United Nations Development Assistance Framework	20
3.1.5 Complementarity with other ILO Projects and Programmes	20
3.1.6 Complementarity with other Initiatives of other Development Agencies	21
3.1.7 Alignment with ILO and National-Level Gender Mainstreaming Strategies.....	21
3.2 VALIDITY OF PROJECT DESIGN	21
3.2.1 Logic and Coherence of Project Design	21
3.2.2 Stakeholder Consultations.....	22
3.2.3 Plausibility of Causal Linkage between Activities, Outputs, Outcomes and Objective	22
3.2.4 Gender Mainstreaming and Equality Strategy.....	22
3.2.5 Realism of Pilot Project Time Line	22
3.3 PROJECT PROGRESS AND EFFECTIVENESS	24
3.3.1 Summary of Key Achievements	24
3.4 EFFICIENCY OF RESOURCE USE	31
3.4.1 Finance and Related Issues.....	31
3.4.2 Staffing Issues	31
3.4.3 Project Time Line	31
3.5 EFFECTIVENESS OF MANAGEMENT ARRANGMENTS	32
3.5.1 Project Organisation and Management.....	32
3.5.2 Monitoring and Evaluation Framework.....	32
3.5.3 Knowledge Management and Information Sharing	33

3.6	IMPACT ORIENTATION AND SUSTAINABILITY.....	33
3.6.1.	Ownership and Institutionalization of YESD	33
3.6.2	Capacity Building.....	34
3.6.3	Collaboration with other Initiatives	34
3.6.4	Key Impact Orientation and Sustainability Issues.....	34
4.0	KEY LESSONS LEARNED	35
4.1	What good practices can be learned from project experience?	35
4.2	What should have been different?	35
4.3	What should be avoided in the next phase?	35
5.0	OVERALL CONCLUSION	36
5.0	MAIN RECOMMENDATIONS	37
6.0	APPENDICES.....	38
	Appendix 1: List of People Interviewed	38
	Appendix 2: Project Log Frame and Implementation Schedule	39
	Appendix 3: Terms of Reference	42
	Appendix 4: Bibliography	48

EXECUTIVE SUMMARY

1.0 BACKGROUND AND CONTEXT

1.1 Project Purpose, Logic and Structure

Youth unemployment and poverty are serious and growing challenges in developing countries which pose a real threat to political stability and peace. Over the last decade or so, the problem has been exacerbated by persistent drought situations that have afflicted the Eastern African region, and the global financial crisis which started in 2007 and whose adverse effects still lingers on. The 2007/2008 post election violence further added to the problem in the case for Kenya.

It is against this background that the Government of Kenya, the Government of Japan and the ILO jointly initiated the “Youth Employment for Sustainable Development Project” (YESD) in March 2012 with the aim of addressing the escalating youth unemployment in the country through empowering the youth with requisite skills to participate in rehabilitation and maintenance of roads by using cheaper and more effective techniques known as “Cobblestone paving¹” and “Do-nou²” technologies-both of which are low cost technologies for infrastructure (roads) development that have successfully been used in other countries. The technologies have demonstrated vast potential in improving urban and rural infrastructure while productively engaging the youth. The launch of the project in early 2012 coincided with the ILO worldwide campaigns on youth employment.

The **overall development objective** of the project was “*to establish viable micro and small enterprises (MSEs) owned by the youth to build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya*”. The **immediate objectives** of the project were: (i) *Employment opportunities created for youth in selected target areas through MSE development using Cobblestone and Do-nou technologies; and (ii) Strengthening capacity of partners to adopt green jobs approaches.*

The main **project outputs** comprised: (i) *Domestic private MSEs provided with Business Development Support (BDS) services and skills to execute labour-based cobblestone works and maintenance of roads using Do-nou technology; (ii) Training capacity for the planning and implementation of employment intensive works (in this case cobblestone works, Do-nou technology and green jobs) enhanced; (iii) 45,000 and 90,000 person-days of employment or a total of 135,000 person-days of employment created through road pavement and maintenance activities using the Cobblestone and Do-nou roads development technologies respectively; (iv) Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment; and (v) Project impact and lessons captured for knowledge sharing, up-scaling/replication;*

The project, whose direct target beneficiaries were young women and men in selected areas of Nairobi, Rift Valley and North Eastern regions of Kenya, was funded by the Government of Japan at a cost of US\$ 1,610,000. The project was planned to run for a period of one year (January-

¹ Cobblestone paving technology is new to Kenya and has vast potential in improving urban and rural infrastructure. Experiences of the ILO in the neighbouring countries have shown that the technology is a cheaper alternative to conventional paving techniques and is quickly being taken up by the Governments and embraced by the private sector.

²Do-nou technology (a Japanese word which refers to use of gunny bags filled appropriately with either sand, farm soil, gravel and the opening properly secured) and laid in rows within the excavated sections of roads and compacted (<http://michibushinbito.ecnet.jp/Do-nou.html>)

December 2012) but the delay in the signing of the Technical Cooperation Agreement in April 2012 (three months behind schedule), and the release of funds which occurred in June 2012, the actual implementation of project activities was only over a period of six (6) months (June-December 2012).

1.2 Purpose, Scope and Clients of the Evaluation

The Evaluation was undertaken in accordance with two key provisions (i) *Technical Cooperation agreement between the Government of Japan and ILO*-which stipulated that an Independent Evaluation to assess progress would be conducted at the end of the project period in consultation with key stakeholders of the project; and (ii) *The ILO Evaluation Policy adopted by the Governing Body in November 2005*.

In accordance with the terms of reference, the main purpose of the evaluation is enable the project staff, constituents and other relevant stakeholders to assess the progress in the delivery of project planned outputs and anticipated outcomes, and based on the findings propose intervention strategies of a second phase targeted for 2013. The evaluation aims at serving two main purposes: (ii) *Give an independent assessment of level of achievement of objectives* as set out in the project document; assess performance as per the foreseen targets and indicators of achievement at output level and indicative achievements of outcomes; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities; and (ii) *Distil key lessons learned and provide recommendations for a Phase II of the project*.

The main clients of the evaluation include project staff namely the Chief Technical Advisor, the National Project Officer, the Finance and Administration Officer; and the technical backstopping staff (Senior Technical Specialist at the Decent Work Support Team in Pretoria, Geneva and Turin); ILO Director(East Africa); ILO offices and staff involved in the initiative Dar-es-Salaam, ITC, Pretoria and ILO departments at Headquarter- the Government of Japan; constituents-in particular the national Project Steering Committee, other partners and stakeholders involved in implementation of the project.

2.0 Evaluation Approach and Methodology

The approach was participatory while the methodology comprised: (i) literature review of key relevant documents; (ii) field interviews key stakeholders and (iii) field level observations. Time was the biggest constraint as only 3 days were allocated for field interviews. The evaluation also coincided with the Christmas festive season when most people are on Holiday-though the Mission was able to reach some of them through telephone.

3.0 MAIN FINDINGS AND CONCLUSIONS

Overall, the project performed quite well despite limitations in terms of staffing, available financial resources, and the resultant delay in the release of funds and thereby effectively shortening the available time line for actual implementation of project activities to six (6) months.

3.1 Relevance and Strategic Fit

The overall objective and activities of the YESD project were fundamentally relevant and strategically in line with the socio-economic development aspirations of virtually all target beneficiaries; the Government of Kenya, the development agenda of the ILO and its constituents and a host of other development partners. This conclusion was based on information from secondary and primary sources through interviews of selected key of stakeholders whose responses were

unanimous that the project was addressing what they considered to be one of the biggest challenges. The quotes below are meant to demonstrate the generic view of various stakeholders regarding the relevance of project objectives, activities, outputs and outcomes.

BOX 1: Sample Verbal Quotes

"YESD is an excellent project which is going to benefit us as aspiring youth entrepreneurs and the country as whole. This is because it is going to open employment opportunities for us as the youth. I used to see heaps of natural quarry stones and hardcore in our area as an eye-sore and as environmental pollution. Least did I know that we were sitting on wealth that could generate livelihood for us and improve our infrastructure-especially roads. The introduction and training on the cobblestone technology has really been an eye-opener for me and my other youth colleagues. Using the knowledge we have acquired, we can now help ourselves by way of income earning, from infrastructure development related enterprises. At the same time, the technology will provide other members of the local community with opportunities to earn incomes by way of providing labour and local materials towards the development of what I consider as the much needed cost-effective and local material-based infrastructure in our area. This will also support infrastructure development and environmental improvement agenda of our local communities and the government. We need to roll out project activities to more areas in Kenya. I am sure it would greatly help in fighting the problem of youth unemployment and develop our infrastructure and spur the growth of our economy."- **Cobblestone Technology Trainee (KIHBT-Ngong)**

"I have worked with so many donor projects but this is the best. It gave us training in n life skills and knowledge giving us the confidence to face our challenges of seeking for better livelihood. I am proud of the project. In fact right now I am working with a contractor in Nairobi-albeit not executing the Do nou technology. I would never have gotten the job if it was not for the training at KIHBT. For the Do nou technology, I am expecting to get work with Uasin Gishu County-which promised to come back to me once the County Government is in place some time this year". **Simon Njuguna-Do nou technology trainee.**

"About the YESD project? Oh, congratulations to ILO and the Government of Japan! I myself was unable to walk to church or hospital during the rainy season. I had to struggle walking even with gum boots. Now I can walk with slippers. Many people have benefited especially those going to the police station, Post-Hospital, Church and the market place. We thank the originators of the project. There is now as small area that still needs to be done. Please, we hope you will go all the way and complete the planned improvements. Kenya needs these kind of projects which have tangible benefits to all of us". **Mr. Dickens Chengo-Do Nou community beneficiary**

"The project is viable and has immense potential for long term benefits in terms of youth employment, use of cheap-local materials and development of our infrastructure-especially rural access roads and pathways. We hope that there will be a second, longer term and nationwide phase to ensure realization of anticipated impact"-**KIHBT Representative (Nairobi)**

3.2 Validity of Project Design

The Mission found validity of project design (logic and coherence) to have been fairly adequate in relation to: (i) overall foundational information base upon which the project was conceptualized and designed; (ii) extent of stakeholder consultations; (iii) plausibility of causal linkage between planned activities and outputs, as well as anticipated outcomes with the overall project objective; and (iv) gender mainstreaming and equality-albeit the lack of an elaborate strategy.

However, there were concerns with respect to the inadequacy of project implementation time line (effectively 6 months) taking into account depth and breadth of planned activities and outputs, as well as anticipated outcomes-resulting in most project activities being hurriedly done; and the need to have adequate incubation to adequately deliver on requisite business development services including business linkage and financial access for the trainees in both technologies-which were perceived as being very important by all stakeholders. In this respect, there was a strong feeling that the second phase of the project should be accorded more time and entail greater emphasizes on business linkage and financial access as part of the broader business development support services.

3.3 Project Effectiveness and Achievements

Based on available information, the Mission firmly concludes that project performed quite well despite limitations in terms of the available budget-which all stakeholders were nevertheless thankful about, time line allocated for the implementation phase of the pilot project, and staffing. Some of the key project achievements included the following:

- **Output 1:** "Domestic private MSEs provided with business development support and skills to execute labour-based CS works and maintenance of roads using Do-nou technology": (i) A total of

seven hundred and fifty (750) youth from across seventy (70) MSEs have received training on Cobblestone paving works (250 youth) and road maintenance using the Do-nou technology (500 youth)-thereby surpassing the target of 55 MSEs trained on Cobblestone and Do-nou road construction and maintenance technology by 27%, and the target number of individual youth target of 500 by about 50%; (ii) A total of seventy (70) youth self help groups/MSEs accessed business training-with a total of one hundred and fifty (150) individual youth from these MSEs have undergone business planning and management using the ILO Start and Improve Your Business module-thereby surpassing the target of 130 self-help MSEs/individual contractor trained by about 15%; (iii) A total of fifty (50) MSEs and five hundred (500) individual young people have so far received business mentorship support;

- **Output 2:** *“Training capacity for the planning and implementation of Employment Intensive works (CS, Do-nou technologies and green jobs) enhanced”:* (i) Labour-based training curriculum was reviewed and a new curriculum for CS technology developed; (ii) Three (3) training institutions (KIHBT, KTC and Kiwanja Youth Polytechnic) for CS technology and one (1) for Do nou technology were identified and approved by the PSC including facilities and project trial sites; (iii) Training materials for CS and Do nou training for youth produced in consultation with NITA (formerly DIT) and testing specifications developed; (iv) Seventeen (17) TOTs comprising thirteen (13) individuals and four (4) MSEs were trained in CS-thereby attaining about 85% of project target of 20 TOTs; (v) Fourteen (14) trainers trained as business management trainers; (vi) Twenty (20) MSEs trained in performance-based contract and maintenance of roads under the Do-nou technology-thereby attaining only 50% of project target of forty (40); (vii) One hundred and thirty (130) youth-owned MSEs established and strengthened through training using the SIYB training module and through mentorship; (viii) Enhanced training uptake of Kenya Institute of Highways and Building Technology and Kenya Training Centre combined by about 30%-thereby surpassing project target of 20% by about 50%; and (ix) study tour and attachment of trainers to the CS project in Addis Ababa (Ethiopia) was organized for staff of participating institutions (KIHBT, KTC, DIT and Directorate of Youth Training);
- **Output 3:** *“Forty five Thousand (45,000) and ninety thousand (90,000) person day (PD) of employment created directly by the project related to the road pavement activities and road maintenance using Do-nou respectively”:* Under this output whose key major indicator of achievement was “number of worker days created”, the project created an estimated 67,150 PDs of employment comprising about 27,150 PDs for Cobblestone and 40,000 for Do-nou-thereby under-performing by approximately 52%. This underperformance was primarily due to two main reasons. Firstly, delay in project start up-and therefore in actual training that in turn delayed MSE engagement in productive work after completion of their training and thereby create employment opportunities for themselves and others; and secondly the failure by Road Authorities to identify and prepare suitable roads for CS paving trial projects forcing the implementation staff to re-work and form the roads from the sub-base before paving.
- **Output 4:** *“Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment”.* The project fulfilled the four planned indicators of achievements as follows: (a) formulation of project communication strategy on green job; (b) preparation of a report on international best practices and distribution to stakeholders; (c) conducting of high level campaigns including a debriefing meeting with His Excellency the President of the Republic of Kenya-Mr Mwai Kibaki on 18th September 2012 and other meetings involving senior staff in government ministries particularly the MoRs, Road agencies and other potential clients for the road rehabilitation; (d) increased awareness and participation of local implementation partners in the promotion of Green Jobs through a variety publicity materials

- **Output 5:** *“Project Impact and Lessons Captured for Knowledge Sharing Up-scaling/Replication”*. In this regard, the project achieved following: (a) several relevant reports were compiled and shared with various implementation partners through the Project Steering Committee (PSC); (b) a notable number of promotional materials were produced and shared with various stakeholders including government, other United Nations (UN) agencies and the general public; (c) enhancement of visibility of the ILO and the Government of Japan both in the project areas and at the national level²-through a variety of information sharing channels including meetings, workshops, electronic and press media.

3.4 Efficiency of Resource Use

Finance: While the Evaluation Mission was not able to carry out in-depth “value for money audit” as such, field observations seemed to indicate that the project implementation team was quite prudent in the way they utilized project resources. However, and while being highly appreciated, available financial resources, amounting to US\$ 1,610,000 were viewed by stakeholders as generally inadequate given the number of planned activities and outputs as well as the number of partners the project needed to mobilize and collaborate with. The problem of finance was further exacerbated by the bureaucratic and slow procedures as well as delays in the release of funds whose first tranche did not take place up until around June 2012 (6 months behind schedule). On the positive side, the Mission noted that the project staff utilized the resources quite prudently with more emphasis being directed towards capacity building of relevant local institutions training of trainers, and training of MSEs and service contract works. The project implementation team also leveraged-as much as possible-on implementing partners’ human resources through the Project Steering Committee (PSC) and other organization units of relevant organisations.

Staff: While the ILO implementation team was definitely too small-from the point of view of the large number planned activities towards the delivery of anticipated outputs, the Mission was impressed with their qualification, team work spirit and overall commitment to project deliverables. In addition, the Mission also noted the effort the project team made towards leveraging on human resources from local implementing partners.

3.5 Effectiveness of Project Management

The ILO project team, under the auspices of the PSC was responsible for the overall day-to-day management of the project. In addition to the ILO project staff with back stopping support from the Decent Work Team in Pretoria, as well as the ILO-Geneva Office, other PSC representatives from national implementing partners comprised the Central Organization of Trade Unions Federation of Kenyan Employers and the Ministry of Labour; lead government institutions, namely the Ministry of Youth Affairs and Sports the Ministry of Roads the Ministry of Local Government roads agencies, namely the Kenya Rural Roads Authority and the Kenya National Highways Authority technical training institutions including Kisii Training Centre and the Kenya Institute of Highways and Building Technology in Ngong; and the Community Road Empowerment-an NGO operating in Eldoret and focusing on the Do-nou technology.

According to virtually respondents met during the Mission, this management arrangement was fairly appropriate. In particular, the respondents indicated that the establishment of the PSC to manage project implementation organization was a very good arrangement-as it allowed for

² This conclusion was based on views of various respondents met during field interviews and independent observations by the Mission.

effective and close involvement of stakeholders resulting in quicker and broader based “buy-in” and ownership of project objectives, activities and outputs

3.6 Impact Orientation and Sustainability

While it is too early to talk about impact and sustainability of project activities, the Mission observed a number of features that strongly point to the likelihood of impact and sustainability of project interventions beyond its life. These included: (i) the use of participatory processes-which helped in fostering ownership and support; and (ii) capacity building and mainstreaming the two technologies in the local training institutions-resulting in three centres of excellence for CS training in Kenya (KHBT, KTC and Kiwanja Youth Polytechnic). In this respect, most respondents met during the Mission reiterated their strong hope that project activities would be continued under a second and perhaps longer term period.

While these strategies provided a strong foundation for long term sustainability of project activities, realization of impact by way of employment creation and income generation are potentially threatened by the inadequate support geared towards business linkage and financial access for the trained MSEs and individual contractors most of who are young and inexperienced in business-which was primarily due to the limited time of the project cycle. In addition, and notwithstanding the short time line of the project, it is always important to have a clear exit strategy-which the project did not have.

Factors that positively influenced project performance included: (i) Recruitment of qualified and committed staff with demonstrated team work spirit; (ii) Effective “buy-in” and ownership by all stakeholders-primarily due to relevance of interventions (iii) Effective backstopping from Geneva and Pretoria; and (iv) effective political will.

Factors that negatively influenced project performance included: (i) Bureaucratic and slow procedures of funds release to implementing agencies; (ii) the small size of core ILO implementation staff; (iii) Delays in approval of service contracts; (iv) Delay in the identification and selection young men and women for training; (v) Weak capacity of local institutions in terms of training on Do-nou technology necessitating the engagement of Community Roads Empowerment-an NGO-which may reduce prospects for long term sustainability; (vi) Delay in the release of funds; (vii) High cost of stones which is the major inputs to the cobblestone projects; (viii) Inability of prospective MSEs to raise funds for registration as a labour based road contractor with the relevant authorities; (ix) Lack of organized and or registered youth groups/youth-owned MSEs as envisaged at the planning stage forcing the project to recruit individual youth; and (x) General lack of interest on the part of some youth to engage in labour-intensive works-especially in the North Eastern part of the country.

4.0 MAIN LESSONS LEARNED

In terms of good practices, the main lessons learned included the following: (i) Relevance of interventions to target beneficiaries, Government and other national institutions (in this case capacity building/skills development, employment creation, affordable infrastructure development technology)-which was critical with respect to quick and broad-based “buy-in” of project objectives. (ii) Both Cobblestone and Do-nou labor-based technologies have great potential for employment and asset in Kenya and indeed other countries facing unemployment problems through boosting increased socio-economic activities when applied in rural and urban feeder roads paving and rehabilitation. (iii) Use of broad-based participatory approaches in project design and implementation, capacity building and institutionalizing of technical and business training in

relevant institutions is clearly a strategy that has great prospects for enhancing sustainability for training of youth in labor-based methods and impact in terms of job-creation and employment.

In terms what should have been different, the Mission observed the following: (i) The time line for the project should have been at least 2 years for the pilot phase given the importance and relevance of project objective, number of planned activities and outputs, the depth and breadth stakeholder consultations needed to get the project up and running; as well as the need to adequately provide BDS support especially with regard to business linkage and financial access; (ii) The budget should have been higher given the actual costs associated with project activities, planned target beneficiaries and the geographical coverage; (iii) Project funds should have released early enough to allow for adequate time to carry out preparatory activities such as mobilization of beneficiaries, development of training materials and training; (iv) A stronger and adequately-financed publicization component should have been included at project design for wider popularization of project interventions.

The following should be avoided in phase II: (i) Delay in the release of project funds; (ii) Over restriction of project time line-which is likely to result in rushed activities (the time line for phase II should be at least 3-4 years); (iii) Ambition in terms of geographical coverage to avoid spreading resources too thinly and facilitate more effectiveness by way of impact (though it is understood that the pilot phase was largely driven by the need to cushion the effect of drought and PEV);

5.0 MAIN CONCLUSION

The objective, activities and outputs of YESD project has been of great importance and relevance to target beneficiaries, ILO constituents, the Government of Kenya and other stakeholders while the project's design was generally coherent and logical-but rather hurriedly done.

Despite limitations in terms of the short implementation time line (effectively 6 months), limited budget and staffing, the project did quite well and in fact surpassed some of the target achievements by significant margins. This is for example MSE training in cobblestone and Do-nou road construction and maintenance technologies training whereby the target of MSE trained was surpassed by 27% and individual contractor training by about 50%; business training where the target was surpassed by about 15%; training of trainers whereby the project planned to train 12 and 4 TOTs for CS and Do nou technology respectively but managed to train 13 and 4 TOTs for CS and Do nou technology respectively; and project contribution to training uptake at the Kenya Institute of Highways and Building Technology and Kisii Training Centre where the target was surpassed by about 50%. However, the project under-performed in the area job creation primarily due to the delay in release of funds and therefore late start up of some project implementation activities and the failure by Road Authorities to identify and prepare suitable roads for CS paving trial projects forcing the implementation staff to re-work and form the roads from the sub-base before paving.

Project organization and management arrangements, especially the involvement of local stakeholders through the PSC and other organizations and provision for support by DWT –Pretoria was generally effective.

Financial limitations (specifically the small size of the budget and delays in initial release and subsequent disbursements) were major challenges to project performance. The project team however utilized the resources prudently and efficiently which contributed to the achievements observed in this report. Despite being lean, the staff were not only qualified but committed to project deliverables.

Even though the project had a good strategy for BDS support-including business linkage and financial access, it was not able to implement this to the required level primarily due to limitations in terms of the actual project implementation time line (effectively 6 months)-which threatens its potential to grow MSEs and generate employment. Most respondents-especially among trainee MSE/individual contractors categorically indicated that more time was needed to allow for adequate training, mentoring and incubation;

6.0 MAIN RECOMMENDATIONS

The Mission observed very high expectations from virtually all stakeholders regarding the roll out phase of the project (phase II). There is therefore need to do everything possible to ensure that there is a second phase to avoid disillusionment on the part of trained MSE/individual contractors (and prospective trainees) and eventual fall-out from the programme-which would mean money wasted. The Mission recommends the finalization phase II proposal document (which is currently in very raw draft form) incorporating the following:

- Longer time line for implementation (at least 3 years) to ensure adequate time for planned activities and outputs, sustainability and impact;
- Engagement of trainee beneficiaries over a longer period to allow for longer incubation period/mentorship and their engagement on trial roads project and on a flat fee contract as part of training;
- Assessment of budget based on detailed evaluation of activities to be carried out during the roll out phase (which according to some stakeholders should be at least US\$ 6.0 million) to ensure effective and timely delivery of outputs;
- Emphasis on market linkage and financial access as part of wider BDS support to facilitate effective kick of the young MSE/individual contractor trainees -otherwise now many of them feel incapable of securing meaningful contracts and resources such contracts may call for;
- Elaborated and clear gender mainstreaming and equality, as well as sustainability and exit strategies;
- The position and recruitment of an NPO-Engineer as previously planned;

1.0 INTRODUCTION

1.1 Project Background and Rationale

Youth unemployment and poverty are serious and growing challenges in developing countries including Kenya. The country's unemployment is high and growing with about 64% of those currently unemployed being young women and men. Only a low 1.5% of the unemployed youth have formal education beyond secondary school level and over 92% have no vocational or professional skills training thereby making it extremely difficult for the majority of the youth to effectively participate in the labour market³. Additionally, it is also acknowledged globally that unemployment, especially for young women and men poses a major threat to sustainable socio-economic development and political stability as was recently witnessed by political upheavals in North African countries.

Recurrent drought situations in the Eastern Africa region-which have been linked to global warming and climate change, have impact negatively on the growth of the crop and livestock sectors and therefore overall employment generation and food security. This situation was exacerbated by the global financial crisis which started around 2007 and whose adverse effects still lingers on up to the present time. The post election violence (PEV) which occurred during December 2007-March 2008 made the socio-economic and political situation in Kenya even worse. Against this backdrop, the Government of Kenya, under the auspices of Vision 2030 and in recognition of the potential role that good infrastructure can play in the socio-economic development of the country, has made high level commitments to the promotion of high quality physical infrastructure (mainly roads) through strategies that embrace the application of green jobs creation and exploitation of potential of employment intensive technologies with special focus for the youth. The problems of lack of decent jobs and employment, especially for young women and men who form the majority of the population in developing countries⁴, and the underlying factors including global warming and the associated recurrent drought situation are also key concerns of the ILO as well as other development agencies. At the same time, it is also well recognized that there are opportunities for addressing the unemployment problem through the application innovative approaches to productive employment generation. Moreover, it has long been established that investment on infrastructure development can stimulate growth by injecting the much needed cash into the local economy and creating employment. Targeted investment in infrastructure is increasingly used by many countries around the world as a strategy for addressing social imbalances and creating opportunities for historically disadvantaged community groups, like women, youths and persons with disabilities. Further, it is widely accepted in Kenya that creating employment for young people has the potential to reduce incidences of crime and political violence similar to those witnessed during the post election violence of 2007/2008.

It is against this background that the Government of Kenya-the beneficiary, the Government of Japan-the financing agency, and the ILO-the implementing agency, jointly launched the **"Youth Employment for Sustainable Development Project" (YESD)** in March 2012 with the aim of addressing the escalating youth unemployment in Kenya through empowering the youth with skills to participate in rehabilitation and maintenance of roads by using cheaper and more effective techniques known as *"Cobblestone paving"*⁵ and *"Do-nou"*² technologies-which are low cost

³ Project Appraisal Report (page 1);

⁴ Youth aged between 15 and 30 years represent about 32% Kenya's population

¹ *Cobblestone paving technology* is new to Kenya and has vast potential in improving urban and rural infrastructure. Experiences of the ILO in the neighbouring countries have shown that the technology is a cheaper alternative to conventional paving techniques and is quickly being taken up by the Governments and embraced by the private sector.

² *Do-nou technology* (a Japanese word which refers to use of gunny bags filled appropriately with either sand, farm soil, gravel and the opening properly secured) and laid in rows within the excavated sections of roads and compacted (<http://michibushinbito.ecnet.jp/Do-nou.html>)

technologies for infrastructure (roads) development that have successfully been used in other countries. The technologies have demonstrated vast potential in improving urban and rural infrastructure while engaging the youth more productively. The launch of the project in early 2012 coincided with the ILO worldwide campaigns on youth employment.

1.2 Main Objectives and Anticipated Outputs

According to the project appraisal document (page 10), the overall development objective of the project was *“to establish viable micro and small enterprises (MSEs) owned by the youth to build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya”*.

The project had four strategic areas of focus or outputs:

- (i) *Development of one-hundred and thirty (130) MSEs that are owned by up to 2,500 young men and women trained and engaged on labor-intensive infrastructure development and maintenance* as well as the use of “CS paving” and “Do-nou” technologies⁶.
- (ii) *Strengthening training capacity of selected and relevant training institutions* through mainstreaming models for Cobblestone and Do-nou technologies;
- (iii) *Capacity building for implementing agencies on the adoption of green technology approaches;*
- (iv) *Strengthening project monitoring and evaluation*

The two immediate objectives of the project were:

- (i) *Employment opportunities created for youth* in selected target areas through SME development using Cobblestone and Do-nou technologies; and,
- (ii) *Strengthening capacity of partners* to adopt green jobs approaches.

The main project outputs comprised the following⁷:

- (i) *Domestic private SMEs provided with Business Development Support (BDS) services and skills* to execute labour-based cobblestone works and maintenance of roads using Do-nou technology;
- (ii) *Training capacity for the planning and implementation of employment intensive works* (in this case cobblestone works, Do-nou technology and green jobs) enhanced;
- (iii) *45,000 and 90,000 person-days of employment* or a total of 135,000 person-days of employment created through road pavement and maintenance activities using the Cobblestone and Do-nou roads development technologies respectively;
- (iv) *Knowledge sharing platform and training materials produced* on Green Jobs and Employment Intensive Investment;
- (v) *Project impact and lessons captured for knowledge sharing, up-scaling/replication;*

The project, which was implemented in collaboration with the Kenya Institute for Highways and Building Technology (KIHBT), Directorate of Industrial Training (now known as the National

⁶ It was expected that the MSEs in turn would create thousands of jobs through labor intensive works in Northern Region (one of most affected areas by the drought), the Rift Valley (one of most affected areas by the last political election violence) and Nairobi.

⁷ Outputs (i)-(iii) addresses immediate objective 1/outcome 1 on “Employment Opportunities Created for the Youth in selected target areas (primarily affected by drought situations and the PEV) through SME development using cobblestone and Do-nou technologies in physical infrastructure development”. Outputs (iv) and (v) address outcome 2 on “strengthening the capacity of partners to adopt green jobs-creation approaches”

Industrial Training Authority-NITA) under Ministry of Labor and the Youth Polytechnics under the Ministry of Youth Affairs, was expected to facilitate the establishment and development of some 130 SMEs country-wide and equip at least 2,500 youth with marketable skills-primarily in infrastructural development and maintenance including rural and urban roads/walkways, private and public parking areas, access roads in parks, as well as the construction of rural markets and storage facilities using the labour-based approach

1.3 Project Strategy and Approach

Project implementation was founded on three development pillars, namely the rights-based approach which was adopted throughout the project cycle; the use of employment-intensive technology and empowerment of the youth and youth-owned and managed small and medium enterprises (SMEs) as an instrument for sustainable development and peace. In this context, the project primarily focused on creating and building the capacity of youth-owned SMEs in the infrastructure sector mainly in terms of rehabilitation and maintenance of rural and urban roads, urban walkways, private and public parking areas, access roads in parks, as well as the construction of rural markets and market stores using the labour based approach. The project also aimed at promoting the participation of women both as workers and as trained contractors-with their representation target set at a minimum 30% of trainees and employment created. The project also embraced institutional involvement for purposes of enhancing local capacity and sustainability.

Project implementation approach entailed the following stages.

- **Preparatory activities**-Carrying out needs assessment, development of project training plan, curriculum, training materials, establishment of demo sites and identification of trainees;
- **Capacity building**-Carrying out training of trainers (ToT), business training and mentorship and technical assistances among other things;
- **Youth development**-Technical and business training and engagement of Youth MSEs on trial projects for cobblestone and Do-nou technologies;
- **Management and promotion of project activities**-carrying out regular monitoring, of project progress, research and lesson learning, awareness creation or promotion activities.
- **Nation-wide roll-out of project activities;**

The Mission considers the overall strategy and approach of the project to have been logical and appropriate.

1.4 Target Beneficiaries and Collaborating Partners

The pilot phase was basically a technical assistance to the Roads Sub-sector in selected areas of Kenya as aforementioned. According to the project appraisal document, *direct beneficiaries* of the assistance were selected young women and men, through: (a) technical and entrepreneurial training; (b) “on-the-job” practical training; (c) enhancement of employment opportunities, and (d) providing opportunities for starting businesses.

The *ultimate indirect beneficiaries* of the project include vulnerable communities in the rural and urban areas through: (a) improved transport infrastructure and access to social and economic centers; (b) employment generated during rehabilitation and maintenance of roads in their areas; (c) women and youth in the selected areas of the project who would be employed on the programme and who under normal circumstances, would rarely get such an opportunity for paid employment; (d) improved working conditions on road projects; (e) training opportunities

created, and (f) greater participation on issues of development in their areas. *Private sector actors*-mainly small scale entrepreneurs were also expected to benefit through (a) increased access to entrepreneurial, technical and managerial training in the infrastructure sector; and, (b) increased volume of works and profits in the infrastructure sector.

1.6 Rationale, Purpose, Scope and Clients of the Evaluation

This Evaluation was undertaken in accordance with two key provisions (i) *Technical Cooperation agreement between the Government of Japan and ILO*-which stipulated that an Independent Evaluation to assess progress would be conducted at the end of the project period in consultation with key stakeholders in the project; and (ii) *The ILO Evaluation Policy adopted by the Governing Body in November 2005*-which requires systematic evaluation of programmes and projects in order to improve quality, accountability and transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

The main purpose of the evaluation is enable the project staff, constituents and other relevant stakeholders to assess the progress in the delivery of project planned outputs and anticipated outcomes, and based on the findings propose intervention strategies of a second phase targeted for 2013. More specifically and in accordance with the terms of reference, this evaluation aims at serving two main purposes: (i) *Give an independent assessment of level of achievement of objectives* as set out in the project document; assess performance as per the foreseen targets and indicators of achievement at output level and indicative achievements of outcomes; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities; and (ii) *Distil key lessons learned and provide recommendations for a Phase II of the project* in terms of strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluation team would wish to make recommendation

The main clients of the evaluation include project staff namely the Chief Technical Advisor (CTA), National Project Officer (NPO), the Finance and Administration Officer; and the technical backstopping staff (Senior Technical Specialist at the Decent Work Support Team in Pretoria, Geneva and Turin); ILO Director(East Africa); ILO offices and staff involved in the initiative Dar es Salaam, ITC, Pretoria and ILO departments at HQ-the ,the donor; constituents-in particular the YESD project national Steering Committee , other partners and stakeholders involved in implementation of the project.

1.7 Project Budget, Timeline and Geographical Coverage

The pilot phase of the YESD project, which was financed by the Government of Japan at a total cost of US\$ 1.610 million, was planned to run for a period of one year (January-December 2012). The Technical Cooperation Agreement was however signed in April 2012 while the actual release and utilization of funds, and therefore operationalization of the project commenced in June 2012. Thus, while it can be said that project was implemented over a period of nine (9) months (April-December 2012), the effective operational period during which activities were undertaken was essentially six (6) months (June-December 2012). The project-which was essentially a pilot phase initially targeted Nairobi, Rift Valley and North Eastern regions of Kenya, but Mombasa and Kisumu were later included.

2.0 EVALUATION APPROACH AND METHODOLOGY

While the approach was participatory in accordance with ILO policy on project design, implementation, monitoring and evaluation, the methodology comprised the following research instruments⁸: (i) Review key relevant documents (see **Appendix 4**); (ii) Field interviews with key stakeholders (see **Appendix 1**); and (iii) Field level observations by the Evaluation Mission;

The Mission faced two main challenges during the evaluation, namely: (a) Time limitations as field work had to be undertaken over a short period on less than one week; (ii) Difficulties in reaching some of the key stakeholder representatives on account that the exercise was being conducted at the start of the Christmas festivities when many people are often out of office—though the Mission was ultimately able to reach those targeted by telephone.

⁸ *It was not possible to undertake a stakeholders' validation workshop due to limited time allocated for the evaluation and the timing (Christmas time—when most people are on leave)*

3.0 MAIN FINDINGS

The following sections provide the main findings of the evaluation Mission with respect to the *relevance and strategic fit* of project activities with the development aspirations of target beneficiaries, the Government of Kenya, the ILO, the Government of Japan and other relevant stakeholders; *validity of project design; project performance and effectiveness; efficiency of resource use; effectiveness of management arrangements; impact orientation and sustainability*. In addition, the section also provides a list of lessons learned and makes recommendations for enhanced efficiency and effectiveness in a second phase of the project.

3.1 RELEVANCE AND STRATEGIC FIT

The overall conclusion of the Mission is that the objective, planned activities and anticipated outcomes of the YESD project are not only highly relevant but also strategically in line socio-economic and political development aspirations of the Government and the people of Kenya, local-level development initiatives of the ILO, UN and non-UN agencies. This conclusion was based on the Mission's brief assessment of a number of key and relevant variables including: (i) the socio-economic development aspirations and needs of the target beneficiaries; (ii) Kenya's development policies and plans; (iii) Decent Work Country Priorities (DWCP) for Kenya; (iv) complementarity with other ILO country-level development initiatives; (v) Development agenda of the Government of Japan, (vi) linkage and complementarity with national-level development initiatives of United Nations (UN) and non-UN development agencies

3.1.1 Needs of Target Beneficiaries

Based on information from secondary sources, responses by a majority of project stakeholders interviewed during field work, as well as own field-level observations, the Evaluation Mission resolutely conclude that the overall objective of YESD of *"establishing viable SMEs owned by the youth to build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya"* is vitally relevant to livelihood needs of the target beneficiaries. In this regard, there was overwhelming praise of the project's objective and activities and the sample of quotes provided in **Box 1** below are only meant to demonstrate the general view among direct and indirect target beneficiaries.

BOX 1: Sample Verbal Quotes

"YESD is an excellent project which is going to benefit us as aspiring youth entrepreneurs and the country as whole. This is because it is going to open employment opportunities for us as the youth. I used to see heaps of natural quarry stones and hardcore in our area as an eye-sore and as environmental pollution. Least did I know that we were sitting on wealth that could generate livelihood for us and improve our infrastructure-especially roads. The introduction and training on the cobblestone technology has really been an eye-opener for me and my other youth colleagues. Using the knowledge we have acquired, we can now help ourselves by way of income earning, from infrastructure development related enterprises. At the same time, the technology will provide other members of the local community with opportunities to earn incomes by way of providing labour and local materials towards the development of what I consider as the much needed cost-effective and local material-based infrastructure in our area. This will also support infrastructure development and environmental improvement agenda of our local communities and the government. We need to roll out project activities to more areas in Kenya. I am sure it would greatly help in fighting the problem of youth unemployment and develop our infrastructure and spur the growth of our economy."-
Cobblestone Technology Trainee (KIHBT-Ngong)

"I have worked with so many donor projects but this is the best. It gave us training in n life skills and knowledge giving us the confidence to face our challenges of seeking for better livelihood. I am proud of the project. In fact right now I am working with a contractor in Nairobi-albeit not executing the Do nou technology. I would never have gotten the job if it was not for the training at KIHBT. For the Do nou technology, I am expecting to get work with Uasin Gishu County-which promised to come back to me once the County Government is in place some time this year".
Simon Njuguna-Do nou technology trainee.

"About the YESD project? Oh, congratulations to ILO and the Government of Japan! I myself was unable to walk to church or hospital during the rainy season. I had to struggle walking even with gum boots. Now I can walk with slippers. Many people have benefited especially those going to the police station, Post-Hospital, Church and the market place. We thank the originators of the project. There is now as small area that still needs to be done. Please, we hope you will go all the way and complete the planned improvements. Kenya needs these kind of projects which have tangible benefits to all of us". **Mr. Dickens Chengo-Do Nou community beneficiary**

"The project is viable and has immense potential for long term benefits in terms of youth employment, use of cheap-local materials and development of our infrastructure-especially rural access roads and pathways. We hope that there will be a second, longer term and nationwide phase to ensure realization of anticipated impact"-**KIHBT Representative (Nairobi)**

3.1.2 National Development Aspirations

The Mission firmly concludes that the overall development objective of YESD is not only significantly germane, but also strategically in line with Kenya's development aspirations in relation to youth employment, infrastructural development (especially roads) and environmental improvement-all aimed at spurring socio-economic development. This conclusion was based on observations of aspirations as enunciated in the following policy and strategy documents: (i) *Kenya Vision 2030*-which gives special attention to employment creation-especially for youth empowerment through entrepreneurship development and employment-which one of the flagship projects of the Vision and the Medium Term Plan for the period 2008-2012; provision of clean, secure and sustainable environment; exploitation of affordable and viable technologies, provision and expansion of physical infrastructure, particularly roads-all of which are deemed as key pillars for enhanced and sustainable economic development; (ii) *Kenya National Employment Policy (2008)*-which prioritizes skills training of the youth from disadvantaged social groups through linkage to education and other capacity enhancement programs; (iii) *Kenya National Youth Policy (2003)*-whose core agenda is promotion of youth employment through providing them with necessary skills to build their entrepreneurial and employability capacity; (iv) *Kenya National Plan on Youth Employment (2007)*-which recommends strategic ways of engaging Kenyan youth for purposes of creating employment for youth and developing a plan of action for addressing this strategic focus area; and (v) *Kenya-MSME Bill 2011*-which provides the legal and institutional framework for the promotion, development and regulation of micro and small enterprises by providing an enabling business environment; facilitating access to business development services by micro and small enterprises; facilitating formalization and upgrading of informal micro and small enterprises; promoting an entrepreneurial culture; establishment of representative associations;

3.1.3 Decent Work Country Priorities for Kenya

The Mission also firmly concludes that the objective, planned outputs and anticipated outcomes of YESD are sturdily relevant and strategically in line with the aspirations of the ILO-linked Decent Work Country Program (DWCP) for Kenya. This conclusion was based on observations of national aspirations as enunciated in: (i) *Kenya DWCP (2007-2011)*-whose priority outcome 1.1 is "creation of employment opportunities for the youth" while priority outcome 1.5 is "to enhance young women's' and men's' entrepreneurial skills for self-employment and SME activities"; and (ii) *Kenya DWCP (2012-2015)*-whose one of the priority outcomes is "promotion of employment and employability to enhance livelihoods and resilience of men and women, including youth, the disadvantaged and vulnerable groups".

3.1.4 United Nations Development Assistance Framework

The Mission found the project's objective, planned activities and outputs as well as anticipated outcomes to be solidly relevant to the achievements of anticipated outcomes of the United Nations Development Assistance Framework (UNDAF) and related United Nations Development Assistance Plans (UNDAP). In this respect, the Mission observed that two of the three priority areas of UNDAF (2009-2013) for Kenya are: (i) Empowerment of poor and vulnerable citizens (including the youth) and reducing disparities and vulnerabilities-whose one of the anticipated outcomes is business environment productivity and competitiveness of MSMEs improved; and (ii) Promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups with special focus on the youth-and whose one of the anticipated outcomes is enhanced environmental management for economic growth with equitable access to energy services and response to climate change.

3.1.5 Complementarity with other ILO Projects and Programmes

The project's objective, planned activities and outputs, as well as anticipated outcomes are broadly in the same thrust of other ILO projects and programmes. Key among these include (i) *the Women Enterprise Development & Gender Equality (WEDGE) project*-whose core objective is "to ensure that women and men have equal access to economic resources and business support to enable them

start, formalize and grow their businesses”; (ii) *The Youth Entrepreneurship Facility-YEF* (2010-2014)-whose overall objective is “to contribute to the creation of decent work for young Africans both as means of self-employment and as job creation for others; and (iii) *the Youth Employment Support-Jobs for the Unemployed and Marginalized Young People (YES-JUMP)* project-whose core objective is “to contribute to poverty alleviation efforts in Kenya (and Zimbabwe) through creating decent and sustainable jobs for the youth of poor and marginalized communities in selected areas in both countries”. However, there was a feeling from some stakeholders that project linkage with other youth development initiatives in the country including ILO-implemented YEF and the Government-managed Youth Enterprise Fund was rather weak.

3.1.6 Complementarity with other Initiatives of other Development Agencies

The project’s objective was also found to be complementary to national and regional-level development initiatives of other regional and international development agencies. These includes for example, the ILO/AU/IGAD Employment for Peace, Stability and Development Strategy-which calls for a holistic approach to employment as key to poverty alleviation and the TICAD process-a Japan-led initiative for Africa’s development. Under the framework of the Fourth Tokyo International Conference on African Development (TICAD IV) held in 2008, Japan doubled her assistance to African countries with the aim of boosting economic growth, consolidate peace and good governance and address climate change.

3.1.7 Alignment with ILO and National-Level Gender Mainstreaming Strategies

The objective of YESD project is notably well aligned with ILO gender mainstreaming strategy whose goal is “to promote equal opportunities for women and men to obtain decent work which entails conditions of freedom, equity, security and human dignity. YESD’s objective is particularly well aligned with two (2) of the ILO’s strategic objectives, namely: (i) “to promote and realize standards and fundamental principles and rights at work”; and (ii) “to create greater opportunities for men and women to secure decent employment and income”. The project’s objective is also broadly in line with Kenya’s gender mainstreaming goal as enshrined in the Kenya Constitution 2010 and Kenya Vision 2030, and more specifically in the National Gender and Development Policy (2000)-whose core aim is “to promote and facilitate gender equality and equity generally in all areas in the development processes and to enable men and women to have equal access to economic and employment opportunities”.

3.2 VALIDITY OF PROJECT DESIGN

The Mission found validity of project design (logic and coherence) to have been fairly adequate in relation to: (i) overall foundational information base upon which the project was conceptualized and designed; (ii) extent of stakeholder consultations; (iii) plausibility of causal linkage between planned activities and outputs, as well as anticipated outcomes with the overall project objective; and (iv) strategies for gender mainstreaming and equality. However, the Mission had concerns with respect to the inadequacy of project time line taking into account depth and breadth of planned activities and outputs, as well as anticipated outcomes; and the need to take the trainees through an incubation period involving the provision of requisite BDS services including market linkage and financial access.

3.2.1 Logic and Coherence of Project Design

With regard to logic and coherence of project design, the Mission is of the opinion that the project was not only based on adequate foundational information base, but was also geared in the right direction aimed at solving a real and serious problem that was, and is still facing Kenya. This conclusion was based on the Mission’s observations, literature review e.g. of Kenya Vision 2030 and the Kenya National Employment Policy-2008; and field interviews) all of which vividly

recognized unemployment as a major issue in Kenya-especially for the youth. All these sources make passionate calls for collaborative effort towards overcoming the challenge. In this regard, the ILO constituents and sector Ministries had on many occasions, clearly indicated poverty and unemployment to be major challenges faced by the country-culminating in the request for ILO's assistance during a consultative meeting for the preparation of the second DWCP held in October 2011. Further, according to a UN OCHA report on the drought situation in the Horn of Africa in 2011, Kenya needed support along the lines of the YESD objective and approach. While the majority of respondents met during field interviews felt that consultations were fairly adequate, a few key stakeholders felt that the entire process of project design and implementation was rather hurried done, short-term and fire-fighting oriented as it was more driven by the need to ameliorate the effects of drought on youth unemployment; and promote peace and stability against the backdrop of the Post-Election Violence (PEV) of 2007/2008.

3.2.2 Stakeholder Consultations

Based on literature review and overwhelming views of respondents met during field interviews, the Mission resolutely confirmed that project design strongly embraced the principles of stakeholder participation, transparency and social responsibility in line with ILO policy. In this respect, the Mission noted with satisfaction the requirement in the project appraisal that all interventions would be undertaken in consultation and collaboration with stakeholders at all levels and would endeavour to complement/building on existing national initiatives. Additionally, the Mission also noted with significant amount of consultations the various consultative meetings held with the ILO Constituents and other stakeholders-including the target beneficiaries.

3.2.3 Plausibility of Causal Linkage between Activities, Outputs, Outcomes and Objective

The Mission critically assessed YESD project objective, activities and outputs and the as contained in the Project Appraisal Report and work plans and is fully satisfied that there is adequate plausibility of casual-relationship between them. The schedule of activities was also well sequenced in Annex 3 (implementation schedule) of the PAD. The activities and outputs of the project have good prospects for contributing to the intended outcome and impact of the project.

3.2.4 Gender Mainstreaming and Equality Strategy

In line with the broader ILO policy, the YESD appraisal document committed the project to the gender mainstreaming and equity agenda-albeit in an un-elaborated manner (page 17). While the project did also not have a formal and elaborated gender strategy-perhaps owing to the short-term nature and the limited time line of the project, the Mission observed that the project staff had consistently pursued a minimum of one-third women representation (participation and sharing of project benefits). Disaggregation of results by gender was however not systematically recorded. That notwithstanding, the Mission recommends that phase II of the project incorporate a clear gender mainstreaming and equality strategy instead of relegating it to one of the requirements of project implementation procedures on the part of staff.

3.2.5 Realism of Pilot Project Time Line

As indicated earlier, the project was initially scheduled to run for a period of one year (January-December 2012). However, the technical cooperation (TC) agreement was signed in April 2012 with the release of funds not occurring up until June 2012 when project implementation actually started. Thus while effective time line of the project nine (9) months (April-December 2012) the operational period was essentially six (6) months (June-December 2012). The delay in the signing of the TC agreement by four (4) months and the release of funds by six (6) months resulted in the

effective implementation time line being reduced to only six (6) months making the actual implementation time line being even shorter and further necessitating the project implementation staff to rush all most activities to beat the project closure deadline of 31st December 2012. In this regard, it is worth noting that training of trainers took place between June and August 2012 while training of youth MSE/individual took place between October and December 2012.

Overall, the view of the Mission and virtually all respondents met during field interviews is that a one-year time line for a project of this nature was too short -especially given the number of planned activities, development of training materials, the need for consultations with significantly wide spectrum of relevant stakeholders and the need to provide adequate incubation of trainee SMEs/individuals with adequate provision of BDS services-including facilitation of linkage to business and access to start up capital. To this end, most trainees met during field interviews felt that despite the quality of training and training materials being of good quality, the activities were rushed to beyond what would have been ideal. In the view of many stakeholders, and to which the Mission also concurs, the time line for a pilot project of this kind should not be less than two (2) years at the minimum for effectiveness capacity building and lesson learning.

3.3 PROJECT PROGRESS AND EFFECTIVENESS

In accordance with the terms of reference (see **Appendix 3**), the sections below assess project progress and effectiveness based on the following parameters: (i) The extent to which expected outputs and outcomes were achieved or are likely to be achieved and the timeliness of delivery in relation to work plans; (ii) Quantity and quality of outputs produced and how they are perceived by stakeholders; (iii) Equality of distribution of benefits between men and women; (iv) Relative performance in terms of target geographical areas, components or issues; (v) Effectiveness of administrative and technical backstopping support by the respective ILO offices (Area Office, DWT Pretoria and Geneva) to the programme; (vi) The question of any unintended results associated with the programme; (vii) Internal and external factors that influenced programme performance and effectiveness.

As indicated earlier, the overall development objective of the YESD project as per the log frame “to establish viable micro and small enterprises (MSEs) owned by the youth to build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya”. Towards this end, the project’s immediate objectives comprised: (i) Employment opportunities created for youth in selected target areas through SME development using cobblestone and Do-nou technologies, and (ii) Strengthening capacity of partners to adopt green jobs approaches.

3.3.1 Summary of Key Achievements

Based on available information, the Mission firmly concludes that project performed quite well despite limitations in terms of the available budget, time line allocated for the implementation phase of the pilot project, and staffing. In this regard, the Mission observed the following main achievements:

<p>Output 1: Domestic private MSEs provided with business development support and skills to execute labour-based CS works and maintenance of roads using Do-nou technology:</p>	<ul style="list-style-type: none"> • A total of seven hundred and fifty (750) youth from across seventy (70) MSEs have received training on Cobblestone paving works (250 youth) and road maintenance using the Do-nou technology (500 youth)-thereby surpassing the target of 55 MSEs trained on Cobblestone and Do-nou road construction and maintenance technology by 27%, and the target number of individual youth target of 500 by about 50%; • A total of seventy (70) youth self help groups/MSEs accessed business training-with a total of one hundred and fifty (150) individual youth from these MSEs have undergone business planning and management using the ILO Start and Improve Your Business (SIYB) module-thereby surpassing the target of 130 self-help MSEs/individual contractor trained by about 15%; • A total of fifty (50) MSEs and five hundred (500) individual young people have so far received business mentorship support;
<p>Output 2: Training capacity for the planning and implementation of Employment Intensive works (CS, Do-nou technologies and green jobs) enhanced</p>	<ul style="list-style-type: none"> • Reviewed labour-based training curriculum and developed a new curriculum for CS technology; • Three (3) training institutions (KIHBT, KTC and Kiwanja Youth Polytechnic) for CS technology and one (1) for Do nou technology were identified approved by the PSC including facilities and project trial sites; (ii) Training materials for CS and Do nou training for youth developed in consultation with NITA (formerly DIT) and testing specifications developed; • Seventeen (17) TOTs comprising 13 individuals and four (4) MSEs were trained in CS-thereby attaining about 85% of project target of 20 TOTs; • Fourteen (14) trainers trained as business management trainers; • study tour and attachment of trainers to the CS project in Addis Ababa (Ethiopia) was organized for staff of participating institutions (KIHBT, KTC, DIT and Directorate of Youth Training); • Twenty (20) MSEs trained in performance-based contract and maintenance of roads under the Do-nou technology-thereby attaining only 50% of project target of forty (40) • One hundred and thirty (130) youth-owned MSEs established and strengthened through training using the SIYB training module and through mentorship; • Enhanced training uptake of KIHBT & KTC combined by about 30%-thereby surpassing project target of 20% by about 50%;

Output 3: 45,000 and 90,000 PDS of employment created directly by the project related to the road pavement activities and road maintenance using Do-nou respectively	<ul style="list-style-type: none"> Created about 67,150 PDs of employment comprising about 27,150 PDs for CS and 40,000 for Do-nou-thereby under-performing by approximately 52%;
Output 4: "Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment".	<ul style="list-style-type: none"> Formulation of project communication strategy on green jobs; Preparation of a report on international best practices and distribution to stakeholders; Several high level campaigns held including a debriefing meeting with His Excellency the President of the Republic of Kenya-Mr Mwai Kibaki on 18th September 2012 and other meetings involving senior staff in government ministries particularly the MoRs, Road agencies and other potential clients for the road rehabilitation; Increased awareness and participation of local implementation partners in the promotion of Green Jobs through a variety publicity materials;
Output 5: "Project Impact and Lessons Captured for Knowledge Sharing Up-scaling/ Replication".	<ul style="list-style-type: none"> Several relevant reports were compiled and shared with various implementation partners through the Project Steering Committee (PSC); A notable number of promotional materials were produced and shared with various stakeholders including government, other United Nations (UN) agencies and the general public; The visibility of the ILO and the Government of Japan both in the project areas and at the national level was enhanced⁹-through a variety of information sharing channels including meetings, workshops, electronic and press media.

3.3.1.1 Start up Activities

According to the implementation schedule (annex 3) in the PAD, preparatory work including the preparation of the contract document, signing of the TC agreement and mobilization of implementation team was supposed to have been done between January and February 2012, with implementation starting in March the same year. The signing of the TC agreement was however delayed and occurred beginning April 2012-with the actual implementation of the project activities started in earnest in June 2012. Start up phase activities included: (i) the establishment of administrative structures within the ILO to ensure that the budgets were available in the system; (ii) the establishment and signing of bilateral agreements with implementing partners including Government Agencies (KIHBT) and CORE-the Japanese NGO executing training on the Do nou technology; (iii) Recruitment of Programme Officer and Finance/Administration assistant; (iv) Establishment of Project Steering Committee (PSC) through consultations with the national implementing partners; and (v) Review of implementation plan to align it the revised implementation period (April-Dec 2012).

The project was launched on 27th and 28th July 2012, in a colourful ceremony presided over by the Minister for Roads and the Japanese Ambassador to Kenya, in both the Nairobi/Ngong Cobblesstone project site at Kenya Institute of Highways and Building Construction (KIHBT) and the Do-nou training sites in Eldoret, where implementation by CORE was being done. The event attracted good media attendance and coverage at both Ngong and Eldoret launch sites with over 30 journalists representing a wide range of TV and print media organisations. During the launch the Minister for Roads gave a directive for 10% of their procurement contracts for roads maintenance and rehabilitation to be awarded to young men and women trained and certified as contractors. The minister emphasised that gender considerations in such procurement be considered to ensure that females also have access to contracting opportunities, in line with the constitution of Kenya 2010

⁹ This conclusion was based on views of various respondents met during field interviews and independent observations by the Mission.

3.3.1.2 Project Achievements by Output Indicators of Achievements

3.3.1.2.1 **Output 1: Domestic private MSEs provided with business development support and skills to execute labour-based cobblestone works and maintenance of roads using Do-nou technology**

According to the project log frame in the project appraisal document, there were three (3) indicators of achievement under **Output 1**: (a) Fifty Five (55) small-scale contractors trained on both cobblestone and Do-nou technologies; One hundred and thirty (130) MSEs trained in business planning and management using the ILO SIYB training module; (b) Increased efficiency in the management of work force on employment intensive works through the use of Code-of-Good Practice; and (c) An association of MSEs established and operationalized;

The following were the project's achievements:

- (i) **A total of seven hundred and fifty (750) youth from across seventy (70) MSEs have received training on Cobblestone paving works (250 youth) and road maintenance using the Do-nou technology (500 youth)**-thereby surpassing the target of 55 MSEs trained on Cobblestone and Do-nou road construction and maintenance technology by 27%, and the target number of individual youth target of 500 by about 50%;
- (ii) **A total of seventy (70) youth self help groups/MSEs accessed business training**-with a total of one hundred and fifty (150) individual youth from these MSEs have undergone business planning and management using the ILO Start and Improve Your Business (SIYB) module-thereby surpassing the target of 130 self-help MSEs/individual contractor trained by about 15%;
- (iii) **A total of fifty (50) MSEs and five hundred (500) individual young people have so far received business mentorship support**-with ten (10) youth self help groups/MSEs groups currently in the process of undergoing company registration in compliance with requirements for tendering process in the Ministry of Roads;

While the project has managed to enhance efficiency in the management of work force on employment intensive works through training and mentorship, establishment, registration and operationalization of an association for MSEs has not yet be completed largely because of time constraint following the delay in start up of project implementation-which was caused by the delay in the signing of the TC agreement. However, the Mission noted that a trainer/mentor is vigorously working with the trained MSEs towards the delivery of this output-which according to project staff is expected to be full accomplished by early 2013.

3.3.1.2.2 **Output 2: Training capacity for the planning and implementation of Employment Intensive works (cobblestone works, Do-nou technology and green jobs) enhanced**

According to the project log frame in the project appraisal document, there were five (5) indicators of achievement under **Output 2**: (a) Twenty (20) trainers trained on low cost paving using Cobblestone and Do-nou technologies; (b) Twenty percent (20%) increase in trainee uptake for KIHBT/KTC; (c) Increased capacity for KIHBT/KTC to provide mentorship and "project follow-up" (d) Increased customer satisfaction; (e) Seventy percent (70%) of trial contracts completed within time and budget

Towards the fulfilment of plans under output 2, project implementation staff first carried out a number of preparatory activities which included: (i) Review of labour-based training curriculum and development of a new curriculum for CS technology; (ii) Identification of three (3) training

partner institutions- i.e KIHBT, KTC, Kiwanja Youth Polytechnic under MoYAs, for training on Cobblestone technology; and one (1) institution for training in Do nou technology- i.e CORE-with the institutions being approved by the Project Steering Committee (PSC) based on a number of criteria including available facilities and appropriateness of trial project sites; (iii) Development of training materials for CS training (including ToT) and Do-nou trainings which was undertaken in consultation with National Industrial Training Authority (NITA-formerly the DIT), and testing specifications and certifications; (iv) Facilitation of a study tour for key staff of participating institutions to CS projects in Addis Ababa in which five (5) participants from KIHBT/KTC, DIT and the Directorate of Youth Training attended-with the aim of boosting exposure of the partners to the technologies and for better appreciation of potential benefits; and (v) Development of training plan for trainers in CS ToT and Do-nou training with detailed input requirements-with two (2) KIHBT/KTC trainers being attached as interns to the Addis CS projects for a period of two (2) weeks after which they assisted in the ToT on CS technology.

Following these preparatory activities, the achievements by the time of the Mission were as follows:

- (i) All the necessary **training curriculum**, teaching and **reference materials** developed and **three (3) CS demonstration site constructed** at the end of the project;
- (ii) **Seventeen (17) ToTs** (13 individuals and 4 SMEs) trained in CS technology (a nine week course through a service contract with KIHBT) at the KIHBT Training Centre in Ngong town, with participants being drawn from across KIHBT/KTC, NITA and MoYAS had been completed by August 2012-thereby attaining about 85% of project target of 20 TOTs¹⁰;
- (iii) **Fourteen (14) trainers trained as business management trainers**-with participants being drawn from KIHBT, MoYAS, NITA and youth associations and/or organizations;
- (iv) **Twenty (20) MSEs trained in performance-based contract and maintenance of roads** under the Do-nou technology-thereby attaining only 50% of which the project target of forty (40) and which the project hopes can be pursued under a phase II. Some of the follow up activities to youth who were trained in Do-nou technology earlier in the project cycle indicate that 50% (10 out of 20 youth groups) of those trained were at different stages of company registration in readiness for compliance to tendering system for road rehabilitation.
- (v) **One hundred and thirty (130) youth-owned MSEs established and strengthened** through training using the SIYB training module and through mentorship;
- (vi) By virtue of the project having trained a total of 250 youth in CS technology and 13 TOT (making a total of 263), the Mission estimated that it **contributed about 30% increase in training uptake in KIHBT & KTC combined**-thereby surpassing the target of 20% by about 50%¹¹;
- (vii) **All the youth trained at KIHBT (Ngong) completed their contract trials (100%)**-while it was not possible to do so for trainees at Kiwanja and KTC due to time constraints, though this is likely to be completed early 2013;
- (viii) **Virtually all MSE/individual contractor beneficiaries met during the Mission firmly indicated their satisfaction with the quality of training through the project**-albeit the general feeling that this was rather hastily done due to limitations in the time available for project implementation. Although there is notable optimism, both CS and Do-nou trainees are yet to secure and undertake business contracts with Government or private sector customers as training has just been completed.

¹⁰ The trainers also adapted the training curriculum further in readiness to train the youth.

¹¹ Based on the estimated annual average intake in both institutions;

3.3.1.2.3 *Output 3: 45,000 and 90,000 person-days of employment created directly by the project related to the road pavement activities and road maintenance using Do-nou respectively*

According to the project log frame in the project appraisal document, there was only one indicator of achievement under **Output 3**, namely “*number of worker days created*”.

Towards this end, available information indicated that the project created approximately 67,150 person-jobs (PDs) comprising the following (a) About 27,150 PDs under the cobblestone technology component through construction of three demonstration shades (12,950 PDs) and trial projects (14,200 PDs); and (b) About 40,000 PDs under the Do-nou technology component through first and second trial maintenance project which generated 20,000 person days each. These achievements represented 60% and 44% for the CS and Do-nou project targets respectively. The under-performance was largely due to two main reasons:

- *Firstly, the delay in project start up and therefore actual training that in turn delayed MSE engagement in productive work after completion of their training and thereby create employment opportunities for themselves and others-which did not happen as the training started late in the project cycle and had just ended by the time of the Mission;*
- *Secondly; the failure by Road Authorities to identify and prepare suitable roads for CS paving trial projects forcing the implementation staff to re-work and form the roads from the sub-base before paving-which drastically increased the budget and there by adversely affecting progress towards achievement of planned outputs’;*

3.3.1.2.4 *Output 4: Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment*

According to the project log frame in the project appraisal document, the following were the three (3) indicators of achievement under **Output 4**: (a) A Communication strategy on Green Jobs in place; (b) A report on international best practices compiled and distributed to stakeholders; (c) Four (4) high level awareness campaigns organized; and (d) Increased level of participation of local implementation partners in the promotion of Green Jobs;

In this regard, the Mission observed the following achievements:

- Communication strategy on green jobs comprising three modules (namely, introduction to green jobs; green works; and green entrepreneurship) were formulated and completed through consultative processes; and a report on international best practices-upon which training materials were developed, was compiled and distributed to stakeholders and is currently undergoing Peer Review with publication being planned for early next year***
- High level campaigns were conducted with stakeholders including senior staff in government ministries particularly the MoRs, Road agencies and other potential clients for the road rehabilitation.*** These high level campaigns (through debriefing and workshops) entailed two for green jobs and three for CS & Do-nou technologies-including with permanent secretaries and senior officials among relevant ministries, and in fact one de-briefing meeting with the President of Kenya-His Excellency Mr Mwai Kibaki on 18th September 2012;
- Awareness and participation of local implementation partners in the promotion of Green Jobs has been increased through publicity materials (including posters and banners) that were developed by the project and distributed to various***

stakeholders, training events, workshops¹² and other forms of meetings has increased. This conclusion was based on firm responses from people interviewed during field work as well as the Mission's own independent observations.

3.3.1.2.5 Output 5: Project Impact and Lessons Captured for Knowledge Sharing Up-scaling/ Replication

The three indicators of achievement under **Output 5** of the project comprised the following (a) Number of timely reports compiled and shared with implementation partners; (b) A Harmonized ToR and guidelines for socio-economic study in place; (c) Number of promotional material developed including videos, brochure, etc., and disseminated to stakeholders and the general public; and (d) Increased visibility of the development partners including the Government of Japan and the ILO.

In this respect, the Mission observed the following achievements:

- (i) **Several relevant reports were compiled and shared with various implementation partners through the Project Steering Committee (PSC).** These included the following among others: (a) *Baseline data formats* (SIYB Training Entry forms); (b) *The framework for regular project progress and activity reports* in support of the project monitoring and evaluation has been established; (c) the Green Jobs Strategy; (d) *Bi-annual project monitoring and evaluation* reports-which were regularly submitted to key stakeholders through the PSC-whose establishment was facilitated by the project and has so far held two meetings;
- (ii) **A notable number of promotion materials (e.g. videos and brochures) aimed at advocating labour-intensive methods and strategies to reduce youth unemployment as well as contributing to the sustainable use of resources and to social justice have been produced and shared with various stakeholders** including government, other United Nations (UN) agencies and the general public
- (iii) **The visibility of the ILO and the Government of Japan has been enhanced both in the project areas and at the national level¹³**-through a variety of information sharing including press and electronic media, workshops, public barazas and targeted debriefing sessions including with relevant Ministry PSs and in fact the Head of State;

3.3.1.2.6 Other Implementation, Performance and Effectiveness Issues

- **Timeliness of Output Delivery and Quality Issues:** While some of the outputs were not actually produced in time in relation to work plans due to the delay in project start up, virtually all stakeholders met during the Mission indicated that they were happy with their quality.
- **Gender Equality Issues:** While the Mission observed that the project did not have an elaborated gender mainstreaming and equality strategy as such, the project staff endeavoured to include women in project activities throughout the project life cycle. Although there was no disaggregated data on outputs by gender, most stakeholders met indicated that about 30% of project beneficiaries were women.

¹² Including the workshop of 26th -30th November 2012 which was held in Naivasha;

¹³ This conclusion was based on views of various respondents met during field interviews and independent observations by the Mission.

- *Comparative achievements by geographical area, components and other aspects:* Based on observations by the Mission and views of a stakeholders met during field interviews, there was greater success in capacity building with respect to the Do-nou technology (Rift Valley region) on account of pre-existence of training curriculum and trainers (with CORE) among other key pre-requisites. The project was more successful under output 1 on “domestic private MSEs/contractor capacity building” where some targets were surpassed by relatively significant margins. The project had the lowest performance under output 2 primarily due to the delay in project start up-occasioned by the delay in the release of funds and the failure by Road Authorities to identify and prepare suitable roads for CS paving trial projects forcing the implementation staff to re-work and form the roads from the sub-base before paving.
- *External project support:* The project staff firmly indicated that they received adequate political support and collaboration from the Government of Kenya and other ILO offices including the Decent Work Team (DWT) and Geneva.

3.3.1.2.7 Factors that influenced Project Performance and Effectiveness

The following were the main internal and external factors that influenced the performance and effectiveness of the project:

Table 1: Internal and External Factors that Influenced Project Performance Positively or Negatively		
Internal Factors	Positive Factors	Negative Factors
External Factors	<ul style="list-style-type: none"> • Recruitment of qualified and committed staff; • Team work spirit among the YESD staff; • Effective buy-in by all stakeholders-primarily due to relevance of interventions; • Effective backstopping from Geneva and Pretoria; • High and good political 	<ul style="list-style-type: none"> • Bureaucratic and slow procedures of funds release to implementing agencies • Small size of core ILO implementation staff comprising of only the CTA and the NPO-which was exacerbated by the unsuccessful attempt to recruit an NPO-Engineer due to lack of respondents to the request for job application¹⁴; • Delays in approval of service contracts; • Delay in the identification and selection young men and women for training. • Inadequate time and scope of the work for practical training (very short trial sections) • Delay in the signing of the TC agreement (which was planned for February 2012 but took place in April 2012), which in turn led to the delay in the release of funds (which took place in June 2012).-Dec 2012) • Weak capacity of local institutions in terms of training on Do-nou technology (not mainstreamed in the programmes of the local institutions) necessitating the engagement of CORE (an NGO) - which may reduce prospects for long term sustainability. • High cost of stones which is the major inputs to the cobblestone projects (compared to the neighbouring countries)-thereby more than doubling the cost of cobblestone paving technology in Kenya. This mainly due to ownership of land/stone quarries by private individuals in Kenya, who set the prices, based the relative demand of the stone. The problem was compounded by the Government procurement procedures which do not allow sourcing of materials directly from the quarries and instead procure from service providers eventually increasing on the unit cost of the stones. • Inability of prospective MSEs to raise funds for registration as a labour based road contractor with the relevant authorities. • Lack of organized and or registered youth groups/youth-owned MSEs as envisaged at the planning stage forcing the project to recruit individual youth. The fact that there are few organized/registered MSE contractors-especially in rural Kenya was not foreseen at the project design stage. • General lack of interest on the part of some youth to engage in labour-intensive works-especially in the North Eastern part of the country

¹⁴ Only one female engineer applied for the job and even that withdrew her application at later.

3.4 EFFICIENCY OF RESOURCE USE

While the Evaluation Mission was not able to carry out in-depth “value for money audit” as such, field observations seemed to indicate that the project implementation team was quite prudent in the way they utilised project resources. The sections below provide an overview of effectiveness of resource use in terms of finance, skills and expertise of staff, and time line for the project.

3.4.1 Finance and Related Issues

While the stakeholders greatly appreciated the support provided through the project, the available financial resources amounting to US\$ 1,610,000 were deemed to have been relatively small given the number of planned activities and outputs as well as the number of partners the project needed to mobilize and collaborate with. The problem of finance was further exacerbated by the bureaucratic and slow procedures as well as delays in the release of funds whose first tranche did not take place up until around June 2012 (6 months behind schedule). Some key national stakeholders strongly felt that the poor disbursement of finances played an adverse role in project implementation and that it is only the innovativeness of the project team and support of their commitment to the project ideals that helped attain the outputs so far produced.

On the positive side, the Mission noted that the project staff utilised the resources quite prudently with more emphasis being directed towards capacity building of relevant local institutions training of trainers, training of MSEs and service contract works. The project implementation team also leveraged-as much as possible-on implementing partners’ resources-especially office space and human resources.

3.4.2 Staffing Issues

The Mission observed that the day-to-day implementation and management of the project was undertaken by a team of only two (2) ILO staff-the CTA and the NPO. In this regard, the Mission took cognisance of the unsuccessful attempt to recruit an NPO-Engineer due to lack of respondents to the request for job application. While the team was definitely too small for the project-from the point of view of the large number planned activities towards delivery of anticipated outputs, the Mission was impressed with their qualification, team work spirit and overall commitment to project deliverables. In addition, the Mission also noted the effort the project team made towards leveraging on resources from local implementing partners.

3.4.3 Project Time Line

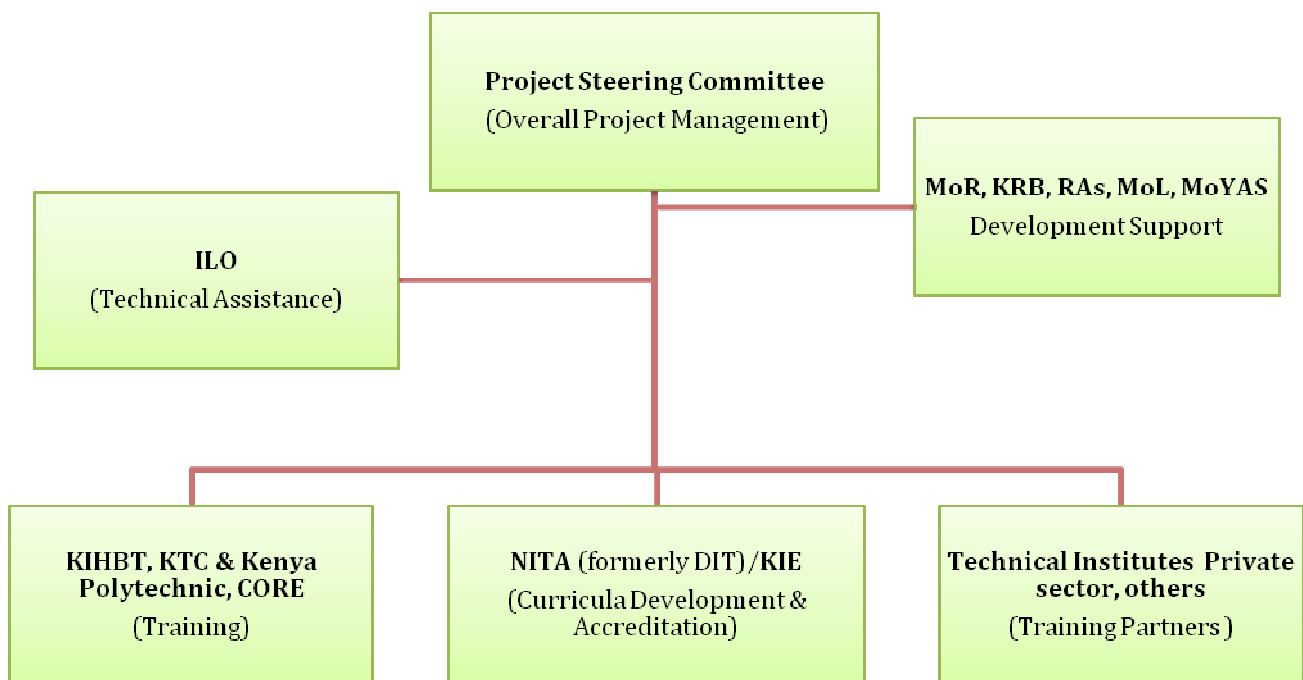
As mentioned earlier, time was the biggest constraint facing the project-particularly due to the delay in signing of the TC agreement (2 months-having been signed in April instead of February 2012 as initially planned) and start up of project implementation (6 months). In spite of this, the project has been able to delivery quite well-mainly due to the commitment and innovativeness of project staff, political support and administrative by the Government and support-especially through the PSC. In essence, the achievements indicated in this report should be seen not in the context of one year as was initially planned, but over a period of six (6) to nine (9) months given that the TC agreement was signed in April 2012 while implementation of activities started in earnest in June 2012.

3.5 EFFECTIVENESS OF MANAGEMENT ARRANGMENTS

3.5.1 Project Organisation and Management

As will be noted in **figure 1** below, the Project Steering Committee (PSC) was responsible for the overall day-to-day management of the project. In addition to the ILO project staff with back stopping support from the Decent Work Team (DWT) in Pretoria, as well as the ILO-Geneva Office, other PSC representatives from national implementing partners comprised the Central Organization of Trade Unions (COTU), Federation of Kenyan Employers (FKE) and the Ministry of Labour (MOL); lead government institutions, namely the Ministry of Youth Affairs and Sports (MOYAS), the Ministry of Roads (MOR), the Ministry of Local Government (MOLG); roads agencies, namely the Kenya Rural Roads Authority (KeRRA) and the Kenya National Highways Authority (KeNHA); technical training institutions including Kisii Training Centre and the Kenya Institute of Highways and Building Technology (KIHBT) in Ngong; and the Community Road Empowerment (CORE)-an NGO operating in Eldoret and focusing on the Do-nou technology.

Figure 1: Project Management and Implementation Arrangement



According to virtually all respondents met during the Mission, this management arrangement was fairly appropriate. In particular, the respondents indicated that the establishment of the PSC to oversee project implementation was a very good arrangement-as it allowed for close and effective involvement of stakeholders-resulting in quicker and broader based “buy-in” and ownership of project objectives and outputs.

3.5.2 Monitoring and Evaluation Framework

Project indicators of achievement were adequately defined and complied fairly well with the SMART¹⁵ principles. The project team also consistently collected relevant data and information and reported bi-annually. However, two issues were observed with regard to monitoring and evaluation (M&E). Firstly,

¹⁵ Which is an acronym relating to monitoring and evaluation indicators of achievement and standing for *Specific, Measurable, Attributable Realistic and Time-bound*

collected data was not consistently linked to the “mother” immediate objective. Secondly, the project team did not consistently disaggregate data such data gender.

3.5.3 Knowledge Management and Information Sharing

The Mission observed that YESD implementation team performed fairly well with respect to knowledge management and sharing of information. This was done through various fora including PSC and other grassroots and national-level debriefing meetings, workshops, training, press and electronic media among other channels.

3.6 IMPACT ORIENTATION AND SUSTAINABILITY

While it is too early to talk about impact and sustainability of project activities, the Mission observed a number of features that strongly point to the likelihood of impact and sustainability of project interventions beyond its life. These included the use of participatory processes, mainstreaming training capacity for the two technologies in the local training institutions- which has helped in fostering ownership and institutionalization; enhanced capacity, and collaboration. In fact, most respondents met during the Mission reiterated their strong hope that project activities will be continued under a second and perhaps longer term phase.

3.6.1. Ownership and Institutionalization of YESD

Stakeholder ownership of project ideals was a key strategy of the YESD initiative right from design. Relevance of project objectives, associated outputs and outcomes; and the use of participatory processes involving key stakeholders elicited quick and effective “buy-in” of project activities among target beneficiaries, implementing partners and the Government. With respect to institutionalization and ownership of project ideals and activities within local organisations, the Mission observed a number of outcomes so far:

- (i) Linkages and advocacy for use of employment intensive methods to infrastructure development have been created with government ministries particularly the MoRs, Road agencies and other potential clients for the road rehabilitation. The highlight of advocacy work were presentations to His Excellency the President of Kenya on the Roads 2000 programme and the use of employment intensive methods for roads paving (Cobblestone and Do-nou) that ensures creation of jobs for youth and creation of sustainable roads while utilizing local resources and provide road linkages for better socio economic activities in Kenya. The advocacy work was been through launch events, site visits, presentations and media features highlighting the concept and benefits accrued from the use of employment intensive methods.
- (ii) The MoRs has embraced the Cobblestone and Do-nou technologies and has substantively mainstreamed them into the National Strategic Plan for the 2000 Roads Programme 2013-2017 (pages 28-29). In addition, the Uasin Gishu County has also adopted the use of the Do nou technology for road rehabilitation and has included it in their County Strategic Plan.
- (iii) Lobbying with the Ministry of Road and Road Agencies for recognition of youth contractors using the cobblestone and Do-nou technologies has resulted in the Minister for Roads emphasizing for 10% of procurement from the roads rehabilitation budget to go to youth (male and female) contractors.
- (iv) The project team and ILO/International Training Centre (ITC) in Turin jointly developed and began implementation of the Green Jobs Strategy and Action Plan for capacity building of government and social partner institutions on green jobs and for facilitating dialogue amongst social partners on green jobs creation.

3.6.2 Capacity Building

In addition to capacity building through training of trainers and MSE contractors, and training institutions, the project has also provided capacity building to Government institutions. In this regard, the Mission noted the following:

- (i) Five (5) senior government officials drawn from Ministry of Labour (MoL), Ministry of Planning and National Development (MoPND), Kenya Vision 2030, the National Environmental Management Authority (NEMA), MoRs and MoYAS have been trained on Green Jobs through a course organized by ILO-ITC dubbed *“Linking Climate Change to the World of Work”*.
- (ii) These beneficiaries have further developed the country action plan with mentorship from ILO- ITC and support from the ILO project team in Kenya, through which 25 officials from various ministries and ministry agencies (planning, labour, youth and environment) have been further trained.
- (iii) The beneficiaries have now become the focal points for Kenya green jobs activities under the joint ILO/Government YESD initiative and are already influencing some of the policies that were in process of development including the Medium Term Plan II for the Vision 2030.

3.6.3 Collaboration with other Initiatives

The project staff consistently upheld and applied the principles of collaboration between YESD project with other relevant initiatives including Government initiatives such as the Youth Fund, ILO-implemented initiatives such as WEDGE and YEF, the ILO/AU/IGAD Employment for Peace, Stability and Development Strategy and the Japanese Government-led TICAD initiative.

3.6.4 Key Impact Orientation and Sustainability Issues

While the above project strategies provided a strong foundation for long term sustainability of project activities, realisation of impact by way of employment creation and income generation are potentially threatened by the limited BDS support which was primarily due to time limitations. In addition, and notwithstanding the short time line of the project, it is always important to have a clear exit strategy-which the project did not have. In the light of this, the Mission recommends that the second phase be accorded a longer implementation period (about 3-4 years) to allow adequate time for incubation of emerging youth enterprises and more in-depth BDS support-particularly in ter of facilitating business linkage and access to finance. In this respect, the Mission was concerned that there was no evidence of even one trained MSE that had started business applying the technologies taught by the project. This was largely due to the fact that training of these young men was still happening or being completed even by the time of the evaluation mission (end of project) which was further exacerbated by the general lack of requisite business acumen on the part of the trainees. In this regard, it is acknowledged that business start up can only be measured over time rather than over a period of a few days after training. The Mission also recommends the development of a clear sustainability and exit strategy in phase II.

4.0 KEY LESSONS LEARNED

4.1 What good practices can be learned from project experience?

1. **Relevance of interventions to target beneficiaries, Government and other national institutions (in this case capacity building/skills development, employment creation, affordable infrastructure development technology) is critical with respect to quick and broad-based “buy-in” of project objectives.**
2. **Both Cobblestone and Do-nou labor-based technologies have great potential for employment and asset in Kenya** and indeed other countries facing unemployment problems through boosting increased socio-economic activities when applied in rural and urban feeder roads paving and rehabilitation.
3. **Use of broad-based participatory approaches in project design and implementation, capacity building and institutionalizing of technical and business training in relevant institutions is clearly a strategy that has great prospects for enhancing sustainability** for training of youth in labor-based methods and impact in terms of job-creation and employment.

4.2 What should have been different?

1. The **time line for the project should have been at least 2 years** for the pilot phase given the importance and relevance of project objective, number of planned activities and outputs, the depth and breadth stakeholder consultations needed to get the project up and running;
2. The **budget should have been higher** given the actual costs associated with project activities, planned target beneficiaries and the geographical coverage;
3. **Project funds should have released early enough** (not later than April 2012-when the TC agreement was signed) to allow for adequate time to carry out preparatory activities such mobilization of beneficiaries, development of training materials and training;
4. **A stronger and adequately-financed publicity component should have been included at project design for wider popularization of project interventions;**
5. **Provision of an incubation period and incorporation of business linkage and financial access components should have been incorporated in the project design** to allow for faster and more effective impact in terms of job-creation through MSE businesses in infrastructural development. For phase 2, there is need to strengthen the follow up and incubation and or mentorship of youth in business start up, sustenance and growth of the youth led MSEs. The strategy to create MSEs them would require systematic follow-up of youth and mentorship/incubation to sustain the impact of training. This may mean that much more time is allocated for incubation and trial site activities coupled with business development support and financial access in order to build confidence and skills for youth to operate independently as small scale contractors.

4.3 What should be avoided in the next phase?

1. **Delay in the release of project funds** should be avoided to allow for timely preparatory work;

2. **Over restriction of project time line**-which is likely to result in rushed activities (the time line for phase II should be at least 3-4 years).
3. **Ambition in terms of geographical coverage** to avoid spreading resources too thinly and facilitate more effectiveness by way of impact (though it is understood that the pilot phase was largely driven by the need to cushion the effect of drought and PEV);

5.0 OVERALL CONCLUSION

The overall conclusion of Mission is as follows:

- The objective, activities and outputs of YESD project has been of great importance and relevance to target beneficiaries, ILO constituents, the Government of Kenya and other stakeholders.
- The project's design was generally coherent and logical-but was done rather hurriedly.
- Despite limitations in terms of the short implementation time line (effectively 6 months), limited budget and staffing, the project did quite well and in fact surpassed some of the target achievements by significant margins. This is for example MSE training in cobblestone and Do-nou road construction and maintenance technologies training whereby the target of MSE trained was surpassed by 27% and individual contractor training by about 50%. business training where the target was surpassed by about 15%; and project contribution to training uptake at KIHBT and KTC where the target was surpassed by about 50%. An additional and remarkable achievement was in training of trainers whereby the project trained seventeen (17) comprising thirteen (13) individuals and four (4) MSEs thereby attaining about 85% of project target of 20 TOTs.
- The project however under-performed in terms of job creation primarily due to the delay in release of funds leading to late start up of project implementation activities and the failure by Road Authorities to identify and prepare suitable roads for CS paving trial projects forcing the implementation staff to re-work and form the roads from the sub-base before paving.
- Project management arrangements, especially the involvement of local stakeholders through the PSC and other organisations was generally suitable and effective;
- Financial limitations (the small size of the budget and delays in initial release and subsequent disbursement) were major challenges to project performance. The project team however utilised the resources prudently and efficiently which contributed to the achievements observed in this report.
- Despite the core implementation team being rather small (only 2 people) the team members were not only qualified but also notably committed to project deliverables;
- Even though the project had a good strategy for BDS support-including business linkage and financial access, it was not able to implement this to the required level primarily due to limitations in terms of the actual project implementation time line (effectively 6 months)-which threatens its. Most respondents –especially trainee MSE/individual contractors categorically indicated that more time was needed to allow for adequate training, mentoring and incubation;

5.0 MAIN RECOMMENDATIONS

The Mission observed very high expectations from literary all stakeholders regarding the roll out phase of the project (phase II). There is therefore need to do everything possible to ensure that there is a second phase to avoid disillusionment of the part of trained MSE/individual contractors (and prospective trainees) and eventual fall-out from the programme-which would mean money wasted.

- To finalize phase II proposal document (which is currently in very raw draft form) incorporating the following:
 - Longer time line for implementation (at least 3 years) to ensure adequate time for planned activities and outputs, and prospects for sustainability and impact;
 - Involvement of trainee beneficiaries over a longer period to allow for longer incubation period/mentorship and their engagement on trial roads project and on a flat fee contract as part of training;
 - Assessment of budget based on detailed evaluation of activities to be carried out during the roll out phase (which according to some stakeholders should be at least US\$ 6.0 million) to ensure effective and timely delivery of outputs;
 - Greater emphasis on business linkage and financial access so as to assist trained MSE/individual contractors take of -otherwise now many of them feel incapable of securing meaningful contracts and resources such contracts may call for;
 - An adequately-financed publicity component for wider popularization of project interventions and enhanced buy-in and participation;
 - Elaborated and clear gender mainstreaming and equality, as well as sustainability and exit strategies;
 - The position and recruitment of an NPO-Engineer as previously planned;

6.0 APPENDICES

Appendix 1: List of People Interviewed

Name	Institution	Position
Lina Ayako	MOYAS	--
Eng. Asfaw Kidanu	ILO	CTA
Jane Maigua	ILO	NPO
Eng Frank Karanja	Ministry of Roads-KERRA	--
Mary Chebet	CORE/Donou Technology	--
Mr. Kita Kiyoshi	CORE/Donou Technology	--
Mr. Simon Njuguna	--	Trainee/Beneficiary (Do nou)--
Mr. Dickens Chengo	--)	Community Donou beneficiary
Eng. Martin Ontomwa	KIHBT/Ngong	Principal Instructor
Eng. Bernard Ngugi	KIHBT/Ngong	Resident Instructor
Mr. Simon W. Mwangi	KIHBT/Ngong	Trainee/beneficiary
Mr. Gideon Korir	KIHBT/Ngong	Trainee/beneficiary
Mr. Peter Jomo Waihenya	Kiwanja	Trainee/beneficiary
Mr. Nguku Kinyua	MOL-NITA	Curriculum Devt Officer
Mrs Elizabeth Onuko	MOL	Deputy Labour Commissioner

Appendix 2: Project Log Frame and Implementation Schedule

Project description	Indicators	Source of verification	Assumptions
Development Objective: To establish viable MSEs owned by the youth to build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya			<ul style="list-style-type: none"> The socio-economic condition is conducive for employment intensive works Employment intensive technologies will continue to be accepted by the Government of Kenya and local partners remain committed to its implementation
Immediate Objective: 1. Employment opportunities created for youth in selected target areas through SME development using cobblestone and Do-nou technologies, and 2. Strengthening capacity of partners to adopt green jobs approaches	<ul style="list-style-type: none"> Number of youth owned SMEs trained and operational Increased employment creation per unit of investment on road improvement and maintenance. Target 20% Number of implementing partners that have adopted Cobble stone and Do-nou technologies for construction and maintenance of public infrastructure Increased employment opportunities for women and youth. Targets of 30% to women and 40% to youth. Number of training and promotional materials developed on green jobs in place Number of partners adopting green jobs policies or action plans 	<ul style="list-style-type: none"> Monitoring databanks – record of infrastructure works contracts Project/Contract progress and completion reports Policy documents and guidelines Proceedings of awareness raising activities and general information (technical and non-technical issues). Specific reports, such as best practices of technical and administrative methods, but also impact assessment assessments Promotional materials, (Special leaflets, brochures, videos etc.) 	<ul style="list-style-type: none"> Policies and guidelines to be developed on a number of thematic areas are enforced by the partner organizations including MoR and road agencies The GoK will allocate adequate funding for employment intensive programme activities Implementing agencies including those in private sector adopt the cobblestone and Do-nou technologies– likely National coordination secretariat will be established and strengthened– likely Employment intensive works remain profitable for small scale contractors – likely New counties will adopt the labour-based approach for the improvement and maintenance of public infrastructure – likely Local communities will have a say in the planning and monitoring of employment intensive project – likely,
Output 1: Domestic private Medium to Small Entrepreneurs provided with Business development support (BDS) and skills to execute labour-based cobblestone works and maintaining roads using Do-nou technology.	<ul style="list-style-type: none"> Number of small scale contractors trained on the above technologies as well as ILO's business training packages. Target :55 Increase efficiency in the management of work force on employment intensive works through the use of Code-of-Good Practice An association of SMEs established and operational 	<ul style="list-style-type: none"> Progress reports Proceedings of major stakeholder meetings Policies and guidelines developed Proceedings from bi-annual and annual review meetings Tracer studies 	<ul style="list-style-type: none"> The GoK will provide adequate resources for infrastructure works and willing to engage SMEs There will be sustained job opportunities for trained SMEs in the infrastructure sector.
Output 2: Training capacity for the planning and implementation of Employment Intensive works (in this case cobblestone works, Do-nou technology and green jobs) enhanced.	<ul style="list-style-type: none"> Number of trainers trained on low cost paving using cobblestone and D0-nou technologies. Target: 20 Increased in trainee uptake for KIHBT/KTC. Target: 20% Increased capacity for KIHBT/KTC to provide mentorship and "project follow-ups" Increase customer 	<ul style="list-style-type: none"> Updated General Training Plan Report on training undertaken and issuing of certificates Monthly progress reports KTC roster on training courses Report on customer surveys to evaluate the training provided carried out 	<ul style="list-style-type: none"> National engineers available and interested in acting as trainers - likely. MoR through KIHBT/KTC will be able to retain trained trainers – likely, but problems may arise due to level of remuneration MoR. and development partners will allocate adequate funding for training and retraining of KTC trainers, agencies' staff and small scale

	satisfaction <ul style="list-style-type: none"> 70% of trial contracts completed within time and budget 	<ul style="list-style-type: none"> 	contractors
Output 3: 45,000 and 90,000 person-days of employment created directly by the project related to the road pavement activities and road maintenance using Do-nou respectively.	<ul style="list-style-type: none"> Number of worker days created 	<ul style="list-style-type: none"> Progress reports Reports on community involvements Proceedings of bi-annual and yearly review meetings 	<ul style="list-style-type: none"> Adequate resources are allocated for employment intensive works There will be sustained job opportunities for trained SMEs in the infrastructure sector Policies and guidelines to be developed on a number of thematic areas are enforced by the MoR and road agencies
Output 4: Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment	<ul style="list-style-type: none"> A Communication strategy on Green Jobs in place A report on international best practices compiled and distributed to stakeholders. Number of high level awareness campaigns organized. Target: 4 Increased level of participation of local implementation partners in the promotion of Green Jobs 	<ul style="list-style-type: none"> Reports on awareness campaigns Progress reports Reports on community involvements Proceedings of bi-annual and yearly review meetings Reports on Strategies developed Promotional materials 	<ul style="list-style-type: none"> Local partners and their technical staff willing to adopt the green jobs policies - likely but initial resistance envisaged Local partners will embrace the activities of the TA project and provide the necessary support – very likely
Output 5: Project impact and lessons captured for knowledge sharing, up-scaling/ replication	<ul style="list-style-type: none"> Number of timely reports complied and shared to implementation partners. A Harmonized ToR and guidelines for socio-economic study in place Number of promotional material developed, i.e., videos, brochure, etc., and disseminated to stakeholder s and the general public Increased visibility of the development partners including Government of Japan & ILO 	<ul style="list-style-type: none"> Progress reports Reports on community involvements Proceedings of bi-annual and yearly review meetings Reports on Strategies developed Promotional materials Reports and documents bearing the insignia of development partners 	

Activity to achieve Output 1:

- Carry out rapid assessment of existing institutional arrangements and ongoing youth development programmes and identify the gaps;
- Identify target areas and recruit young women and men for training in consultation with local partners;
- Train 100 SMEs on cobblestone technology;
- Train 30 SMEs on Do-nou technology and Performance based maintenance of roads;
- Train 130 SMEs on ILO entrepreneurial development modules (Start, Improve and Expand Your Business);
- Provide on the job mentorship and assist the SMEs the registering their business and form associations, and
- Monitor the activities of the SMEs and share good practices.

Activity to achieve Output 2:

- Carry out rapid assessment of the capacity of KIHBT/KTC and other national institutions to deliver quality training on employment intensive technology;
- Assist in the revising training curriculum and introduction of course modules on cobblestone and Do-nou technology into the programme of KIHBT/KTC;
- Develop training materials for various competencies involved in the cobblestone and Do-nou technologies
- Train ten (10) Trainers on the above technologies
- Train national training providers including KIHBT/KTC on business management skills using ILO's entrepreneurship training packages;
- Provide training to project staff and Medium to Small Entrepreneurs exposed to regional and international learning experiences in the field of "green cobblestone" production.
- Provide access to training and capacity building opportunities at national and inter-regional level to the main stakeholders (according to the needs and priorities of partners and target audiences)
- Promote/market the training courses at KIHBT/KTC, as a centre of excellence for cobblestone and Do-nou technology training
- Monitor training activities and share good practices

Activity to achieve Output 3:

- i. Develop background information and training materials on Green Jobs and its linkages to mitigation and adoption of challenges of climate change (adaptation of existing materials from other regions to the Kenyan environment);
- ii. Develop promotional materials (pamphlet, video, etc.)
- iii. Organize short training courses on green jobs (e.g. at ILO/ITC) for selected partners
- iv. Carry out awareness seminars and workshops

Activity to achieve Output 4:

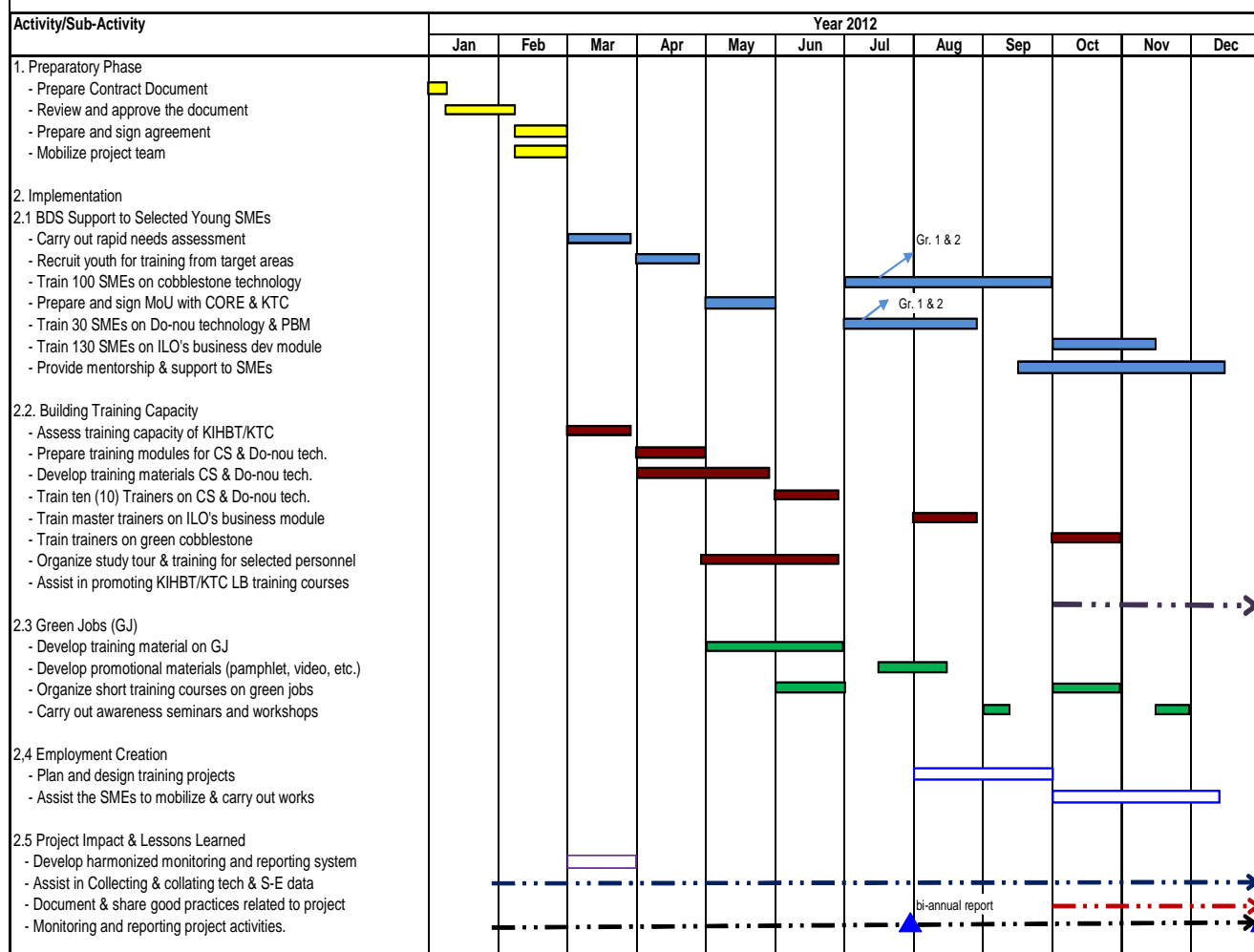
- i. Identify infrastructure (roads, walkways, etc.) and carry out the necessary design;
- ii. Prepare the necessary project and tender documents;
- iii. Assist the SMEs in mobilizing the necessary work force, tools and equipment;
- iv. Provide mentorship to the SMEs in the implementation of infrastructure works;
- v. Monitoring and reporting project activities.

Activity to achieve Output 5:

- i. Assist in the development of harmonized monitoring and reporting procedures and formats to be used on the projects. This must be based on agreed common performance indicators;
- ii. Assist in the collection, collation and dissemination of technical and socio-economic data to sector stakeholders, partners, programme managers and the general public;
- iii. Capture and share good practices related to the project through public gatherings, peer to peer discussions and production of brochure, videos and other promotional materials as necessary.

Youth Employment for Sustainable Development

Implementation Schedule



Appendix 3: Terms of Reference

Independent Evaluation of the Youth Employment for Sustainable Development (YESD) - December 2012

1. Introduction & rationale for evaluation

This TOR is designed to support a consultant to conduct an end of project evaluation (of the YESD project). The evaluation will assess project performance in relation to stated objectives, outcomes and outputs. An assessment of the effectiveness of management arrangements and project design, as well the efficient use of resources and impact orientation and opportunities for learning will also form part of the evaluation. The evaluation provides an opportunity for learning and recommendations for a proposed future phase of the YESD project in order to improve on proposed project deliverables and results. The evaluation is an activity in the project cycle which attempts to determine, as systematically and objectively as possible, the relevance, efficiency, effectiveness, impact and sustainability of the project. The evaluation is expected to lead to recommendations and lessons learned for future use. The independent evaluation of the initiative is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice.

2. Brief background on project and context

Project codes	TC Symbols:
Project duration	Nine Months
Geographical coverage	Kenya -Northern Kenya, Rift Valley and Nairobi
Donor	Government of Japan
Budget	USD 1,610,000

The overall objective of the project is to establish viable SMEs owned by the youth and build their involvement and contribution towards realizing sustainable socio-economic, political and environmental development in Kenya.

The Immediate Objectives of the project include:

1. Employment opportunities created for youth in selected target areas through SME development using cobblestone and Do-nou technologies; and
2. Strengthening capacity of partners to adopt green jobs approaches.

The interventions are in line with the Kenya's Decent Work Country Programme priorities particularly employment creation, youth development, and expansion of social protection. The desired long-term impact of the project is also framed along ILO/AU/IGAD Employment for Peace, Stability and Development Strategy, which calls for a holistic approach to employment as key to poverty alleviation.

The main outputs expected from the project include:

- (i) Domestic private Medium to Small Entrepreneurs provided with Business development support (BDS) and skills to execute labour-based cobblestone works and maintaining roads using Do-nou technology
- (ii) Training capacity for the planning and implementation of Employment Intensive works (in this case cobblestone works, Do-nou technology and green jobs) enhanced
- (iii) 45,000 and 90,000 person-days of employment created directly by the project related to the road pavement activities and road maintenance using Do-nou respectively.
- (iv) Knowledge sharing platform and training materials produced on Green Jobs and Employment Intensive Investment
- (v) Project impact and lessons captured for knowledge sharing, up-scaling/ replication

2. Project management arrangement:

The project is managed by a Chief Technical Advisor who reports to the Director of the ILO Area Office for Kenya, Uganda, Tanzania and Rwanda. The project is managed through a technical assistance unit in ILO comprising the Chief Technical Advisor, National Programme Officer and a Finance and Administration Assistant who are all based in

Nairobi. The project has a main secretariat under the Roads 2000 programme housed by the Ministry of Roads, KERRA office at the Jubilee Insurance Building, Nairobi, while some of the staff (NPO and FAA) are stationed at the ILO office in the UN compound, Gigiri, Nairobi.

3. Purpose, scope and clients of the evaluation

Purpose and scope

The purpose of the independent evaluation is to enable the project staff, constituents and other relevant stakeholders to assess the progress in delivery of project outcomes and based on this assessment further develop the intervention strategies of the second phase of YESD targeted for 2013. The evaluation will therefore serve two main purposes:

- (i) Give an independent assessment of level of achievement of objectives as set out in the project document ; assess performance as per the foreseen targets and indicators of achievement at output level and indicative achievements of outcomes; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities
- (ii) Provide recommendations for a Phase II of the YESD Project in terms of strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluation team would wish to make recommendation

In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes
- Internal and external factors that influenced speed of implementation
- Management of the operation
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCPs and UNDAF in both countries
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities in ILO and external to ILO
- Knowledge management and sharing
- Assess the role and effectiveness of the ILO Technical Assistance in relation to the requirements YESD
- Other specific recommendations for the design of phase 2 of the initiative

The evaluation will comply with the evaluation norms and standards of the ILO and ethical safeguards will be followed. The attached documents on UN Evaluation Norms and Standards of DAC Evaluation Quality Standards should be referred to.

Clients

The clients of the evaluation include: project staff (the Chief Technical Advisor National Project Officer, the Finance and Administration Officer; technical backstopping staff (Senior Technical Specialist at the Decent Work Support Team in Pretoria, Geneva and Turin); ILO Director(East Africa); ILO offices and staff involved in the initiative Dar es Salaam, ITC, Pretoria and ILO departments at HQ-the donor; and constituents, in particular the national Project Steering Committee in Kenya and last but not least, the partners and stakeholders involved in execution of the operation.

4. Evaluation criteria and questions

The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability as defined in the Office guidelines¹⁶. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms¹⁷ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the initiative using the logical framework indicators.

Key Evaluation Questions

The evaluator shall examine the following key issues:

¹⁶ ILO policy guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations /

International Labour Office, Evaluation Unit (EVAL). - Geneva: ILO, 2011

¹⁷ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

1. Relevance and strategic fit,

- Is the project relevant to the achievements of the outcomes in the national development plan, the UNDAF and the DWCP
- How well the project complements and fits with other ongoing ILO programmes and projects in the country.
- What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
- How well it complements other ILO programmes in the country?

2. Validity of design

- The adequacy of the design process (Is the project design logical and coherent?) What internal and external factors have influenced the ability of the ILO to meet projected targets?
- Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
- Considering the results that were achieved so far, was the project design realistic?

3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?
- Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
- How effective were the administrative and technical backstopping support provided so far by the respective ILO offices (Area Office, DWT Pretoria and Geneva) to the programme?
- Are there any unintended results of the project?

4. Efficiency of resource use

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

5. Effectiveness of management arrangements

- Were the available technical and financial resources adequate to fulfil 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 (Dar es Salaam), field technical specialists (Pretoria) 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?
- To what extent have the recommendations of the joint review been implemented?
- Are all relevant stakeholders involved in an appropriate and sufficient manner?

6. Impact orientation and sustainability

- Is the programme strategy and programme management steering towards impact and sustainability?

- Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
- Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives

7. 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. Methodology

The evaluation will employ three methodologies:

- document reviews,
- key informant interviews and
- One stakeholders' validation workshop

The methodology to be followed should include multiple methods, with an analysis of both quantitative and qualitative data. The different needs and views of men and women should be considered throughout the evaluation process.

The three methodologies as alluded to above are:

i) Document review

The evaluator shall familiarize him/herself with the project through a review of relevant documents. These documents include inter alia: Project Document, minutes of meetings (steering committee and technical committees), workshop reports, work plans, progress reports and activity reports.

ii) Key Informant Interviews

- a. The evaluator will be available to carry out at key informant interviews.
- b. Interviews will use a simple instrument designed to solicit feedback on opportunities and constraints to the delivery of project outcomes.
- c. Interviews will be conducted mainly through face-to-face or by telephone where absolutely necessary.
- d. Interview categories include project staff (CTA, NPO, technical backstoppers in Pretoria), constituents in the country, other stakeholders (donors), implementation partners, beneficiaries, and other selected ILO staff. A list of interview categories will be given to the evaluator for selection.

iii) Stakeholders' validation workshops

- a. A stakeholders' validation workshop will be held and will be attended by key stakeholders. Gender representation should be taken into account in the composition of the workshop participants.
- b. The evaluator will develop a workshop programme in consultation with project staff. The workshop will be designed in such a way as to solicit feedback from attendees on the opportunities and constraints to the delivery of project outcomes.
- c. The evaluator will consult with the CTA and NPO on the group to attend the workshop. Project staff will arrange the workshop and provide venue and workshop facilities as requested by the evaluator.

YESD project staff will be available on the ground to facilitate the evaluation as required by the evaluator.

6. Main outputs

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

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes
- An evaluation summary according to the ILO template will be attached in the final Report

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

7. Management arrangements, work plan & time frame

The evaluation consultant

The evaluation will be undertaken by one international evaluation consultant who will have responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: Youth Employment and/Or Enterprise Development

Evaluation Manager

The evaluation consultant will report to the evaluation manager (Wanyiri, Amos, Wanyiri@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the YESD and with the administrative support of the ILO Office in Kenya. The ILO regional M&E Officer will support the whole evaluation process.

Work plan & Time Frame

The total duration of the evaluation process is estimated to 15 work days for the independent consultant over the period from 4- 24 December 2012.

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

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

Budget

A total budget of USD ---- is allocated¹⁸ for this evaluation and is under the full control of the evaluation manager for engagement of independent consultant and domestic travels and organization of workshops and consultative meetings with stakeholders.

For the Evaluation Consultant:

- Fees for international consultant for 15 days
- Fees for travel from consultants' home to Nairobi and Harare in accordance with ILO regulations and policies
- Fees for DSA during field visits

For the evaluation exercise as a whole:

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

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

8. Key qualifications and experience of the Evaluation Consultant

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

- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of employment, entrepreneurship and management of development programmes, preferably in developing countries.

- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System
- Understanding of the development context of the country (Kenya,) would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

Appendix 4: Bibliography

- 1 CORE- Registration Progress Report
- 2 ILO-Green Jobs Strategy Report
- 3 ILO-YESD Project Appraisal Document (2011)
- 4 MoYAS-Final Report on CS Paving Technology Training at Kiwanja (December 2011)
- 5 Kisii Technical College-Report on CS Technology Training (December 2012)
- 6 ILO-YESD Phase II Concept Note (Draft)
- 7 ILO-First Progress Report
- 8 Government of Kenya-Vision 2030
- 9 Government of Kenya-Kenya National Employment Policy (2008);
- 10 Government of Kenya-Kenya National Plan on Youth Employment (2007)
- 11 Government of Kenya-MSME Bill 2011
- 12 ILO/Government of Kenya- Decent Work Country Programme for Kenya (2007-2011)
- 13 ILO/Government of Kenya- Decent Work Country Programme for Kenya (2012-2015)
- 14 Government of Kenya-UNDAF for Kenya (2009-2013)
- 15 ILO- Youth Entrepreneurship Facility Project Document (2010-2014)
- 16 ILO- YES-JUMP Project Document
- 17 Government of Kenya- National Gender and Development Policy (2000)
- 18 PSC Minutes (30th August 2012)
- 19 ILO-First Progress Report (October 2012)
- 20 CORE-Final Training Report (November 2012)
- 21 ILO-YESD Progress Review (PPT) November 2012
- 22 Kiwanja Youth Polytechnic Report on SIYB Training (November 2012)
- 23 ILO-YESD Report on Business Training Follow-up (December 2012)
- 24 ILO-Final Project Progress Report (December 2012)
- 25 Kisii Technical College Report (December 2012)