

INDEPENDENT EVALUATION OF THE ILO TECHNICAL ASSISTANCE FOR ROAD 2000 PROGRAMME



FINAL REPORT

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EXECUTIVE SUMMARY

The Government of Kenya (GoK) is implementing a Road 2000 programme (R2000 Programme) to rehabilitate and maintain roads throughout Kenya with deliberate emphasis on the use of labour based technologies (LBT's). The International Labour Organization (ILO) is providing Technical Assistance (TA) to facilitate the implementation of the programme with funding assistance from Swedish International Development Agency (Sida). The project started in 2008 and is due for completion by December 2013. The purpose of the independent evaluation is to assess the progress in delivery of project outcomes to inform other projects on lessons learnt. The evaluation involved documentary review, stakeholder consultations and field visits.

The UNDP report of 2009 for Kenya, indicated that poverty is still a challenge in Kenya 42 percent. The Gok has formulated a Vision 2030 plan with a view to accelerating equitable economic and social development. The vision has recognized the Road 2000 programme as an economic oriented road maintenance strategy based on labour based road construction (LBT) technologies to create employment towards poverty reduction. The ILO TA has supported the effective implementation of the R2000 programme through capacity development, management and administrative support services to the stakeholder agency which is mainly based at the Kenya Rural Roads Authority (KeRRA) and dissemination of information on the labour based technology.

Project Relevance: The project is very relevant to the development agenda for Kenya and has been dovetailed into important strategic plans. It also actualized the priority areas of the ILO's Decent Work Country Programme, (DWCP) for Kenya such as youth empowerment through labour based works and expansion of social protection.

Project Validity: The ILO TA to the R2000 programme was designed on the basis of sound project planning principles with clear objectives, scope of works, set targets, expected output, a logical framework and a risk analysis.

Effectiveness: The TA contributed to scaling-up of resources and accelerating the pace of achievements of all the set agendas under the R2000 programme. About 5.58

million man-days of employment was created and about 600 small scale local contractors were trained for labour based works. Community members benefited from increased income, reduced transport cost and access to utilities.

Project Management: The TA support streamlined management systems and structures within KeRRA through effective monitoring, scheduled reporting and improvement feedbacks.

Sustainability: Undefined institutional and structural framework for implementing government policy to devolve road maintenance activities to newly set County Administrative Framework could erode project gains.

Challenges: Some challenges to the effective implementation of the project were:

1. Lack of a development plan for the advancement of the application of new pavement technologies introduced to the project.
2. Delay in the establishment of a secretariat for the management of the R2000 programme within KRB earmarked for a transitional arrangement for the smooth transfer of the management gains developed by the TA to the sector. This has resulted in a lack of clarity on the future management of the project.
3. The lack of a development plan for the implementation of the Government policy to devolve road maintenance to the county level.
4. Administrative delays of the project implementation resulting from the formation of new road agencies at the project inception.
5. Continued attrition of trainers at KTC and limited funding resource would impact negatively on effective delivery of future activities.
6. Disruptions from payment delays to labour based contractors especially during the electioneering process which also stalled project activities.
7. Delays in the procurement services (excolls and contractors) caused the shifting of implementation of some project activities.

Good Lessons: Some good project practices which could be applied in future projects include:

- a. Integration with set Government development framework: The project implementation ensured the creation of synergies amongst similar projects through stakeholder partnerships between the road agencies and other institutions such as Ministry of Finance, Donor representatives, Ministry of Youth affairs, Ministry of Labour etc. There was effective team building, information dissemination, corporation and knowledge transfer.
- b. Establishment of statutory national project monitoring structures: These included the NCC responsible for project oversight, the NSC for managing technical issues, the NWG for responsive demands as well as local level stakeholder participation ensured effective monitoring.
- c. Project Management Strategies: The project implementation was based on adaptable project management whereby issues emerging from one project activity were addressed as part of core project activities to ensure a holistic approach to solving all project intervention needs and beyond.
- d. Resource Utilisation: There was effective resource management such that despite significant changes in the scope of works both in volume and content there were no cost overruns and this was of great benefit to the project.
- e. Research: The project implementation stimulated research into other avenues for expanded labour based works in Kenya for added value to the project objectives.
- f. Communication: The communication strategy developed by the TA for the project provided clear lines of information management.
- g. Leadership: The good leadership provided by the TA team to the project management made it possible for other partners to rely on them to undertake certain interventions without vested authority such as the team leader's participation in donor meetings.

Recommendations: Some recommendations made are as follows:

1. Introduction of New Road Pavement Methods by Labour Based Technology: There is need to develop technical standards for the application of cobblestone technology and the sealing of low volume road by labour based methods.

2. Establishment of R2000 Secretariat: A partnership arrangement should be set between TA and the proposed secretariat for R2000 management to be established at KRB to ensure smooth knowledge transfer and continuity.
3. Devolution of Road Management to County Level: TA support should be reoriented to develop a working arrangement, disseminate work methods and develop capacity to decentralized counties enhancement.
4. Improvement at KTC: The following should be introduced to further improve KTC
 - i. Trained trainers at KTC should in future be bounded to render their services over a specified duration to reduce the rate of attrition.
 - ii. KTC should be developed as a resourceful research centre in labour based road construction to support other centres in the sub region due to the wealth of experience to avoid duplication of efforts.
 - iii. There should be advocacy to facilitate the development of KTC and KIHBT into para-statal institutions which will generate some revenue to supplement government revenue.
 - iv. The KTC should be resourced for training needs assessment of devolved Government agencies and the preparation of capacity development plans for same.
5. TA Extension: The TA to the R2000 has been well implemented with good results but there are further developments some of which have been mentioned above which require extended TA support to the R2000.
6. Requirements from ILO: ILO should streamline procurement procedures. Also due to the time lapse for such an extension to become effective, it is recommended that a funding stop gap for project continuity be provided whilst agreements are concluded with donor partners who have expressed interest in supporting the project further to avoid a break in service.

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LIST OF ABBREVIATIONS

ADB	African Development Bank
ADF	African Development Fund
AFD	Agence Française de Développement
CTA	Chief Technical Officer
CCI	Cross Cutting Issue
DANIDA	Danish Development Agency
DWCP	Decent Work Country Programme
EC	European Commission
EDF	Environmental Defense Fund
ERS	Economic Recovery Strategy
EU	European Union
GoK	Government of Kenya
GDP	Gross Domestic Product
GTP	General Training Plans
ILO	International Labour Organization
JICA	Japan International Cooperation Agency
KeRRA	Kenya Rural Roads Authority
KenHA	Kenya National Highways Authority
KFW	Kreditanstalt für Wiederaufbau
KIHBT	Kenya Institute of Highways and Building Technology
KRB	Kenya Road Board
KTC	Kisii Training Centre
KURA	Kenya Urban Roads Authority
LB	Labour Based
LBT	Labour Based Technology
MRP	Minor Roads Improvement and Maintenance Programme
MTDP	Medium Term Development Programme
MTP	Medium Term Plan
NCC	National Coordination Committee
NSC	National Steering Committee
NWG	National Working Group
OSH	Occupational Health and Safety
PRSP	Poverty Reduction Strategy Paper
PS	Principal Secretary
PWD	People With Disability
RARP	Rural Access Roads Programme
RMM	Road Maintenance Management
SIDA	Swedish International Development Agency
TA	Technical Assistance
TOR	Terms of Reference
ToT	Trainers of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

1.0 INTRODUCTION

The International Labour Organization (ILO) is providing Technical Assistance (TA) to facilitate the implementation of the Road 2000 programme (R2000 Programme) being implemented by the Government of Kenya (GoK) to rehabilitate and maintain roads throughout Kenya with labour based technologies (LBT's) on the basis of joint policy engagement for employment empowerment. The TA support is to demonstrate and give guidance on best practice in the application of labour based methods. A lot of progress has been made with the project implementation in most priority output areas although in some instances the project implementation was hampered by various administrative and operational challenges mainly to do with the far reaching reform taking place in the Roads sub-sector. In order to accurately and adequately measure the full impact of the TA support, it is of paramount importance to carry out a detailed evaluation and review of activities, outputs and outcomes of the programme based on agreed key performance indicators. The findings of the evaluation/review will be used to improve future delivery of TA and to inform similar projects within and outside the Country.

2.0 BACKGROUND

Kenya has an estimated population of about 41.61m with a land area of 582,646 Km² located in East Africa. It has a Gross Domestic Product (GDP) of US \$34.05 billion with a per capita income of US \$819.0 per head, (UNdata, 2013) and an annual growth rate of 2.6 percent, (African Economic Outlook, 2010). Agriculture is the mainstay of the economy (Barr and Sawler, 2011) and this sector engages about 67 percent of the working population and account for 70 percent of export earnings with 25 percent contribution to the GDP, (Wanjala and Were, 2009). The quest for sustainable development over the years has influenced the implementation of diverse development plans with different policy shifts. The more recent ones include the Poverty Reduction Strategy Paper (PRSP) in 2001-2004; Economic Recovery Strategy

(ERS), in 2003 - 2007 and the current development blueprint- the Vision 2030. The strident call for these initiatives has basically centred on poverty reduction, with a focus on improving the quality of life of the majority poor.

However the UNDP-Kenya report of 2009 indicated that poverty is still a major challenge for the country and it is currently estimated at 42 percent of the population (World Bank, 2013). The most affected group is the youth at about 60 percent. Sustained poverty reduction therefore requires the creation of more productive jobs to encourage the growth of the low and middle skills jobs. The World Bank suggests that the government should ensure greater equity in Kenyan society through more effective public spending and stronger cash transfer programs. It is along these lines that the government has formulated the Vision 2030 with a view to accelerating equitable economic and social development for a prosperous Kenya. The vision is anchored on three key pillars of Economic; Social; and Political Governance and it is implemented through successive five year Medium Term Plans (MTP's) with key transformation issues being on employment creation and poverty reduction.

2.1 Overview of the Roads 2000 Programme

The R2000 programme is a follow up programme developed to protect earlier investments made in past projects such as the Rural Access Roads Programme (RARP) in 1974 and the Minor Roads Improvement and Maintenance Programme (MRP) in 1985. The Programme unlike RARP and the MRP has an added utility for higher benefits through the following methods:

- Adoption of network approach to road maintenance instead of the single road maintenance approach implemented under the RARP and the MRP to maximize resource utilization and ensure sustainability;
- Use of simple and local tools to save limited foreign exchange used to import heavy construction equipment;
- Use of locally available materials;
- Creation of jobs for non farm and under utilized farm labour;

- Development of small scale contractor capacity for minor road works to enhance private sector participation in road infrastructure development at the local level;
- Removal of gender parity with at least 30 per cent employed female labour;
- Environmental safeguards; and
- Inclusion of workers' rights, HIV/AIDS and stakeholder involvement.

2.1.1 Programme Outputs

The expected outputs of the R2000 projects within the period 2005 and 2012 included;

- routine maintenance of 10,000 km of paved roads;
- routine maintenance of 37,000 km of unpaved roads;
- spot improvement of 18,000 km of unpaved roads;
- creation of about 150,000 part time jobs;
- training of 1,250 small scale contractors;
- provision of technical and managerial skills training and mainstreaming of cross-cutting issues;
- Creation of about 23 million person-days of part time jobs (equivalent to 104,274 full time jobs) annually;
- a minimum of 33%, 40% and 2% employment going for women, youth and People With Disability (PWD) respectively; and
- training, mentoring and engaging 150 consultants.

2.1.2 Funding Framework

The funding sources for the R2000 programme included GoK and donor partners such as Danish Development Agency (Danida), European Union (EU) , KFW, Swedish International Development Agency (Sida), World Bank, ADF and the African Development Bank (ADB). The amount pledged/committed to date is about KSh. 8,32 billion. Table 1 gives an overview of the donor contribution towards the implementation of the R2000.

Table 1: Donor contribution to R2000 Programme by (Districts)

Donor	Budget	Period Coverage	(Districts)
SIDA	SEK 35 mill	1998-2003	Nyeri, Kirinyaga
EU	Ksh 700 mill	. 1998-2003	Meru North, Meru Central, Meru South, Tharaka, Embu, Mbeere, Machakos, Makueni
KFW	DM 15 mill	1999-2004	Nakuru, Nandi, Kericho, Bomet Bureti, Nyamira
DANIDA	DKK 81.6 mill	1999-2004	Kilifi, Malindi, Kwale, Taita-Taveta, Mombasa, Lamu, Tana River
IDA	US\$ 30 mill.	1999-2004	Baringo, Koibatek, Kisii, Gucha, Homa Bay, Kuria, Migori, Suba, Rachuonyo, Laikipia, Samburu, Kisumu, Nyando,
ADF UA. I	20.00 mill	2001-2005	Kajiado, Trans Mara, Uasin Gishu, Trans Nzoia, West Pokot, Keiyo, Marakwet, Narok
AFD	Ksh 750 mill	2001-2003	Nyandarua, Muranga, Maragw

2.1.3 Institutional Framework for R2000 Implementation

The implementation of the R2000 is coordinated by KeRRA and a National Steering Committee (NSC) which provides a policy and programme oversight. A National Coordination Committee (NCC) which is the technical arm of the NSC monitors the activities of various R2000 projects in the country and develops technical and managerial tools. A National Working Group (NWG) also meets on ad hoc basis for specific interventions as and when required. There are also Community liaison officers at project levels.

2.1.4 Achievements of R2000

As at the end of the first strategic plan period, a total of KES6,7 billion was spent on improvement of about 7,629 km roads and creating 5.02 million person-days of employment, which is equivalent to about 23,000 full time jobs. In addition some 198 improvement and 349 maintenance contractors, 417 Supervisors and 374 Ministry Staff received technical and managerial training in the plan period by various Roads 2000 projects. The programme injected more than Ksh1.0 billion (US\$13 million) to the rural Kenya. About 25% and 40% of the direct beneficiaries of the programme were women and youth respectively.

2.1.5 Constraints to the Effective Implementation of the Roads 2000 Programmes

The major constraints include: funding constraints resulting in delayed payments to contractors and hence delays in execution of contracts; poor information dissemination: on the experience gained in the implementation of the R2000 with no concerted effort to internalize the ideas and techniques of the R2000 into the wider Kenyan road sector. Another constraint is the relatively limited application of the R2000 nationwide with an almost exclusive application to rural roads financed by development partners despite the substantial contribution of GoK.

2.1.6 The Way Forward for the R2000 Programme

A second strategic plan has been developed for the period 2013-2017 with the main objective of developing and managing roads in a cost effective manner, sustenance of national implementation capacity road development and management, sustenance of enabling environment for road development and integration of cross cutting issues in road development.

2.2 ILO Technical Assistance to R2000

The ILO Technical Assistance (TA) towards effective implementation of the R2000 programme became effective in April 2008.

2.2.1 Objective

The immediate objective of the TA support to the R2000 is to assist the Ministry of Roads and its affiliated newly established agencies, particularly the Kenya Rural Roads Authority (KeRRA), in building capability for efficient and effective planning, implementation and monitoring of R2000 programme. The project also aims at improving training delivery with particular emphasis on mainstreaming of right-based approaches in the road sector.

2.2.2 Project Inputs by ILO Support

The project inputs are as follows:

1. Key Expert Input: The inputs of the ILO support to the R2000 programme consist of a two member TA team with expertise in Road Engineering and Social Development Economist.
2. Input by External Collaborators with Special Tasks: These included the supply of short term expert support by an array of technical experts in various fields of expertise.
3. Equipment Support made up of office equipment, labour based training equipment and vehicles.

2.2.3 Funding Threshold

The total cost of the project is estimated at US \$3.1 million.

2.2.4 Project Duration

The ILO TA support to the R2000 started in March 2009 and will run through to December 2013. The initial project duration from 2008 to 2010 was extended with reviewed scope from 2010 to 2013 through the issuance of addenda as summarized in Table 2.

Table 2: Summary of Project Agreements and Addenda and Funding Threshold

Agreements	Date	Period	Duration (Months)	Budget (US \$)
Original Agreement First Amendments Addendum 2010	Aug 2008	Oct. 2008 -Dec 2009	14	1,480,046.00
	June 2009	March 2009-June 2010	15	No financial Obligation
		July 2010 -June 2012	12	756,195.10
Addendum 2012 Addendum 2013				No Financial Obligation
		July 2012 - June 2013	11	870,349.0
	May 2013	July 2013 -Dec 2013	5	924,372.0
Total			57 (4.75 Yrs)	No Financial Obligation

2.2.5 Project Outputs

The main outputs of the programme are:

- I. Recruited engineers trained as Trainers of Trainers (ToT's) for KTC as well as trained project engineers and technicians, contractors and their foremen.
- II. Capacity development through programme coordination and monitoring systems within KeRRA towards a nationwide application of the R2000.
- III. Increased awareness and better understanding of the Labour Based road construction technology and its impact/benefits among stakeholders.

3.0 PURPOSE OF PROJECT EVALUATION

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 to inform other projects on lessons learnt. The evaluation will serve two main purposes:

- i. Give an independent assessment of level of achievement of project objectives and 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. Compile lessons learnt and provide recommendations that can be used in similar future projects in terms of strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluation team would wish to make recommendation.

3.1 Scope

The scope of service for the evaluation of the ILO Technical Assistance (TA) to the road 2000 programme involved the assessment of factors in relation to the project implementation: The time frame for the evaluation; coverage of components, outcomes and geographic areas are presented in Table 3. The detail of the Terms of Reference (TOR) for the assignment in relation to contract duration and expected output is attached as Appendix 4.

Table 3: Scope of Service for Evaluation of Project Implementation

Time Frame	Events	Scope of Service	Output/Outcome	Geographic Location
03-05 October 2013	Evaluator engaged for Desk Review of major documents	Progress made towards achieving the project outcomes	Summary recording on overview of project background Preparation of Checklist	Ghana
06 October 2013	Travel day (if international)			
07 October 2013	Introductory meetings		Confirmation of time table Preparation of inception report	Kenya
08-10 October 2013	Interviews with partners, key stakeholders	Assess the role and effectiveness of the ILO Technical Assistance in relation to the requirements of Roads 2000 programme implementation. Internal and external factors that influenced speed of implementation Relevance of the initiative within national development priorities/frameworks	Summary recording of proceedings form discussions	Kenya
11 October 2013	Skype interview with Dar, Pretoria and Geneva offices	Management of the operation. Strategic fit of the initiative within the context of the DWCPs and UNDAF in both countries Synergies with other relevant programmes and activities in ILO and external to ILO	Summary recording of proceedings form discussions	Kenya
14 October 2013	Further Consultations	The extent of government buy-in, support and participation in the initiative Synergies with other relevant	Summary recording of proceedings form discussions	Kenya

		programmes and activities in ILO and external to ILO Knowledge management and sharing		
15-18 October 2013	Field visits		Visual certification of project achievements	Kenya-Kisii, Ngong,
19-20 October 2013	Report writing		Compilation and collation of information	Kenya
21 October 2013	Evaluator presents findings			Kenya
25 October 2013	Evaluator submits draft report		Submission of draft report	Kenya
25-29 October 2013	EM shares report for comments			Ghana
30-31 October 2013	EM sends comments to Evaluator			Ghana
01-02 October 2013	Evaluator incorporates comments from ILO.			Ghana
04 November 2013	Evaluator Submits Final Report			Ghana
Nov	Evaluation Report and Evaluation Summary finalized and submitted to ROAF and EVAL for comment and approval			Ghana
Nov	Final approved report submitted to CODEV/ PARDEV /ROAFPARDEV officially submits report to Donor		Submission of Final Report	Ghana

3.2 Methodology

The approach to the study included desk studies, interviews with key stakeholders and field visits to project locations to assess the efficiency, effectiveness and relevance of the Project and to draw conclusions regarding progress to date and recommendations for the remainder of the project and future actions beyond the end of the project. Annex 1 provides the work schedule for the assignment. The desk study involved a review and systematic analysis of existing documentation on the project, planning, implementation modalities, management mechanisms, monitoring, progress, achievements, constraints and the way forward. The list of key documentations reviewed is to this Report as attached as Annex 3.

Consultations were conducted with ILO Technical Assistance Team, ILO project back up Team, project officers and officials in the Kenyan Road Sector, Technical Training Institutions, Labour Officials, Representatives of the Funding Agency, Contractors, project beneficiaries through face to face interviews, telephone and computer assisted discussions to solicit responses to questions designed to obtain in-depth information about a person's impressions or experiences. See Appendix 4 for the list of persons to be consulted and Annex 2 for the List of Persons met. Site observation was conducted to project sites to assess ongoing project activities, processes, discussions, social interactions and observable results as directly observed during the course of an initiative. Information obtained was analyzed to measure the project relevance to the economy of Kenya, the validity of project design and implementation, the efficiency and effectiveness of project performance, project management mechanisms, achievements, constraints and lessons learnt. Recommendations were made on the basis of findings to determine the way forward.

4.0 FINDINGS

4.1 Project Relevance

The mandate of R2000 hinges on a number of major government policy instruments. The policy objective of the Vision 2030 includes the improvement of low volume road network within the R2000 programme Strategy. The Poverty Reduction Strategy Paper (PRSP) refers to the R2000 programme as a course for achieving its objectives. The Road Sub-sector strategy of 2013-2017 acknowledges the R2000 programme as a useful tool for the implementation of the objectives contained in the Poverty Reduction Strategy Paper (PRSP) and the Economic Recovery Strategy for Wealth and Employment Creation (ERS 2003-2008); Though recognized in these policy documents, it is the TA support to the programme that enhanced the visibility of the programme resulting it being properly anchored in the activities in the roads sub-sector. Since the R2000 programme is labour focused its implementation was defined within the ILO's framework on compliance to labour standards set in the ILO's Convention, 1930 (29) and Kenya's OSH Act 2007.

The TA support to the R2000 on employment generation and social development is also well aligned with the United Nations Development Assistance Framework (UNDAF) of 2004-2008 and 2009-2013 for Kenya. The UNDAF programme is set on the priority goals of Kenya's national policies on empowering the poor; enhancing provision of protective services for vulnerable Groups; ensuring informed HIV response and gender equity. Since the ILO is the UN agency with specialized experience in labour issues, the mentioned priority issues under the UNDAF is in sync with the Kenya Decent Work Country Programme (DWCP) 2006 - 2009, which also represents the national development framework for action within the employment and labour sectors. The DWCP was developed through a national tripartite consultation process and it also reflects nationally identified priorities within Kenya. The direct elements of R2000 programmes's specific contribution to the DWCP are:

- Employment through youth empowerment: The project has provided employment through labour engagement for road construction. The benefits

from these collaborations have further been transposed into the implementation of similar projects such as the Kazi Kwa Vijana (Jobs for the Youth) aimed at supporting the Government initiative for youth development which is being implemented parallel to the R 2000 programme.

- **Protection:** The project has integrated core labour standards on workers' rights especially the protection of women and the rights of children as well as environmental safeguards issues into the road sector;
- **Dialogue:** National and local level institutions developed through the DWCP such as the Directorate of Industrial Training established for training in labour laws and the establishment of mobile industrial courts where workers concerns can immediately be addressed under the DWCP, is complementary to the activities of the R2000 programme.
- **Competency:** ILO's involvement in past projects in the road sector through the RARP and the MRP afforded the TA Support to the R2000 to draw on relevant experiences in the application of the labour based road construction technologies in terms of core competency, technical and policy expertise.
- **Donor Coordination:** The TA's managerial and administrative support to the R2000 programme enabled the facilitation of other donor components of the R2000 which in turn provides it with a strong recognition and credibility, amongst other donor agencies. This resulted in adoption of some of the developed concepts under the TA support to the R2000 programmes such as the sealing of low volume roads into the KFW, European Union (EU), African Development Bank (ADB) funded projects within the R2000. The programme well corresponds to other donor activities so much so that the Chief Technical Officer (CTA) sits in other donor meetings.

4.2 Project Validity

The ILO TA support to the R2000 programme was designed with sound project planning principles which created opportunities for learning and achieving lasting results. It was conceived on the basis of specific needs prepared with shared vision and inclusive planning. It had defined relevant project components with measurable

objectives, scope of works, activities, outputs and outcomes. It also defined a logical framework with set indicators for project evaluation and anticipated risks were addressed with mitigation factors. The project plan identified resource needs in terms of personnel and their required competencies, time frame and funding threshold.

1. **Project Conception:** The TA support to the R2000 was conceived out of a conduct of a needs assessment by Sida to facilitate the implementation of the R2000 programme. The need factors identified from the study were mainly based on technical support for capacity development and logistic support. Additional need to review the project design came to the fore due to government policy to restructure the Ministry of Roads and Public Works into three road sub sector agencies as Kenya National Highways Authority (KeNHA) responsible for highways, the Kenya Rural Roads Authority (KeRRA) responsible for all rural roads and the Kenya Urban Roads Authority (KURA) responsible for city roads. The summary of Need factors that determined the type of TA Support for the R2000 programme and the related factors that caused the project design to be reviewed is presented in Table 3.

Table 3: Summary of Project design Elements for TA Support to R2000

Key Problems from Needs Assessment	Key Problems from Institutional Restructuring
<ul style="list-style-type: none"> -Training, coordination, monitoring, dissemination; -Restructuring of KIHBT; -Standard tender documents review and adaptation; -Further development of the Roads Maintenance Management System; and -Vehicles for works supervision. 	-Redesign of systems and processes to support required operational responsibilities,
	-Implementation of new technical systems and processes by KeRRA;
	-Revision of existing policy and strategy;
	-Need for new tools and methodologies for and
	-Identification of staff needs of KeRRA,
	-Management of institutional information,
	-Research for institutional development to support the design process required support services for

2. **Project Design Process:** The project was designed through a consultative procedure by a cross agency stakeholder working group including the Ministry of Roads, the Kenyan Road board, Ministry of Finance, Civil Society Organizations, Trade Unions and Sida. The process led to the setting out of the functional and technical specifications for the project. To this effect all the mentioned agencies have a strong

sense of ownership for the project due to their involvement in all the stages of the project design. They also affirmed that the project is highly responsive to existing and emerging agency needs.

3. Internal and External Factors Affecting Project Implementation: Some of the Internal factors which attributed to the successful implementation of the project are the wealth of experience in the implementation of labour based project under the RARP and the MRP; the creation of the Kenya Road Board (KRB) to fund road maintenance and the development of rolling strategic plans to guide the implementation of the R2000 programme; Other internal factors include the establishment of an effective working relationship between the TA and the road sector agencies and the creation of vital linkages with affiliated non road agencies such as the Ministry of Finance, Labour, Youth and Gender whose activities had direct bearing on the implementation of the R2000 programme. The significant external factors towards the success of the project are funding support from donors especially availability of donor funding through Sida and Jica.

4. Causal Links between Project Components: The design of the logical framework set out the project objectives which could yield the expected outputs with the required Outcome. The objective of the TA support in accordance to need was defined to ensure effective implementation of the R2000 as mentioned in section 4.2 item 1. The outcomes defined the gains expected from delivered outputs such as the number of trained personnel etc. An excerpt of schematic framework of the causal linkages of the project objectives to outcomes as set within the logical framework is presented in Figure 1.

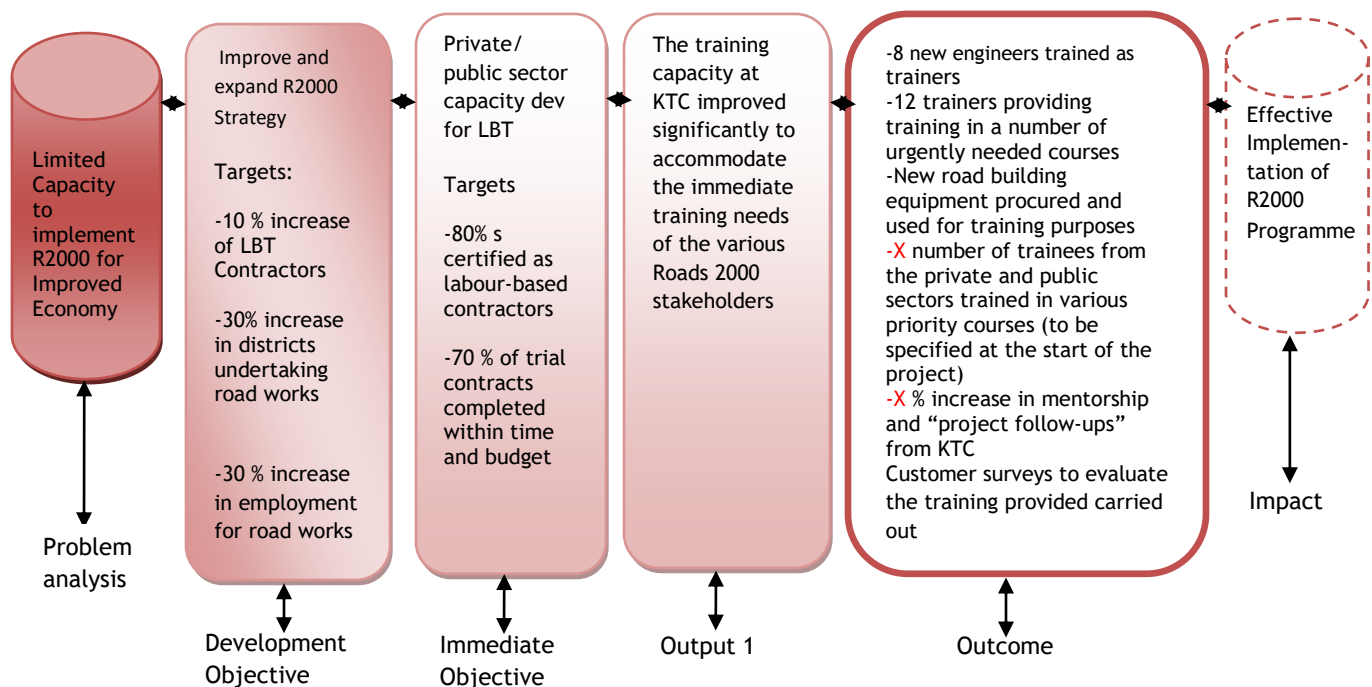


Figure 1: Schematic Framework for Causal Links between Project Objectives and Outcomes

However, the project design did not clearly set out a work breakdown structure with main and sub activities in a hierarchical order to guide the project implementation process. This did not pose any challenge to the project due to the close monitoring of activities for follow up interventions.

5. Adequacy of Project Design for Required Results: The initial project design changed with a government policy to create three road agencies from an existing single Ministry. This created a lack of clarity for project direction in terms of systems of operation, structures, lines of command and unclear roles and responsibilities. It also created new regulations and protocols for the management of the R2000. There was also a challenge with intra-agency cooperation towards the effective implementation of the R2000 and limited capacity within KeRRA to deliver at a critical time when the project had commenced. The TA support was the intermediary agency which fostered effective interagency cooperation and articulated policy directions and priorities for the project implementation. This resulted in the expansion of the scope of works for the TA support with some line functions within KeRRA being added to its responsibilities. However, the TA team managed the

changes efficiently and effectively by assisting in the re-configuration of programme elements to fit into the restructured institutions.

4.3 Project Effectiveness

The TA support to the R2000 contributed to the acceleration of the pace of achievements of all the set agendas under the R2000 programme. The R2000 has a broad scope and extensive activities were defined under the TA support to facilitate its implementation.

4.3.1 Project Achievements

Achievements on the project outputs and outcomes far exceeded set targets in the project plans. This is partially because the flexibility of the project design made it demand responsive such that issues arising from one delivered product led to the implementation of another which had not been originally envisaged. An example is the development of policy guidelines to provide legal backing for the implementation of some activities such as the introduction of Soil and water conservation methods in LB technologies arising from community agitation over the impact of LBT's on agricultural lands.

The project outputs and outcomes spanned across all level of project implementation including, individual, institutional and national levels. At the individual level, the project yielded developed skills and enhanced knowledge for about 120 engineers and technicians in the application of labour based technologies; contract preparation and management, tendering, works supervision, application of cross cutting issues (CCI's) into road management as well as exposure to best practices through study tours.

About 8000 managers of small scale private road construction companies and their foremen and forewomen were trained in the application of labour based road construction methods, tendering for labour based works, contract management, contract implementation and entrepreneurship development. The success of this activity is realized in the willingness of such construction companies to sponsor their

own training through programmes run by KIHBT. The project also sponsored the training of 50 youth in diverse vocational and technical skills in the construction industry with appropriate certification to make them employable in the job market.

At the institutional level, the TA support assisted in the development of KeRRA in the setting of their missions, mandates, structures, operational modalities, competencies, human and financial resources management. This was achieved through capacity needs assessment and development, preparation of management guidelines, for good practice, development of R2000 sector strategic plans and research framework etc. KTC and KIHBT also benefited from the assistance provided by the TA support to the R2000 programme. This was undertaken through the development of manuals, curricula and training plans for the two institutions. Others are training of trainers, establishment of demonstration sites in sealing of labour low volume roads and cobblestone, supply of training equipment and vehicles etc.

The TA support to the R2000 programme created enabling environments through regulatory policies and accountability frameworks in which institutions and individuals operate at the macro level. It involved the development of policy and statutory documents to guide sector performance. A summary of project outputs and extent of achievements is summarized in the attached Appendix 2 (Log frames) and a summary is provided in Tables 4 and 5. Some of the project impacts include the following:

1. Transport: Improved all year motorable accessibility, reduced travel time, increased traffic volume, increased freight & passenger transport mobility, reduced cost of transport, increased vehicle ownership of motorized transport.
2. Agriculture: The road construction enhanced accessibility and mobility such that farmers are able to visit higher order markets for increased farm gate prices. Visits by agriculture extension personnel have also become more frequent and the level of exposure to bigger communities has resulted in the introduction of “new” crops.

3. Education: The ease of access to educational facilities through both improved physical access and affordability from improved income levels has resulted in increased enrolment levels.

4. Health: Improved transportation from the rehabilitated road network has resulted in increased health care attendance due to transport availability, reduced fares and travel time.

5. Social Benefits: The employment of local labour for labour intensive road construction works has increased employment opportunities, access to administrative services, access to essential manufactured goods, increased income, -improved social networking.

4.3.2 Adequacy of Project Work plan

The activities within the major work schedules are set into annual rolling plans within the project documents. The project had two major timelines. That is from 2008-2010 and the 2011-2012 which has been extended to December 2013. Specific activities were identified for each project implementation period but there were spill over activities such as capacity development from one project implementation phase to the other. Follow up activities identified from the implementation of one activity were adapted into the project plans without any structural changes. Some continuity activities such as project coordination continued through all the different phase of the work plan. Appendix 1 gives an overview of the implementation phases of the project work plan for the different activities.

However, the TA's worked to meet set targets within the project plans as was within their control. The additions to project activities through constant progress reviews were efficiently adapted into the work plans as well as unforeseen. The TA team was able to identify and manage changes to the work plans indication to delays caused by structural project changes through internal planning and technical support from its existing and external missions. Table 4 gives an overview of the project outputs and outcomes and Table 5 gives sample achievements on selected tangible targets.

Appendix 2 gives the detail achievements on the log frame for the two project implementation phase. The team and counterparts should be commended for their commitment to ensuring that these changes have not caused the Project timeline to deviate greatly, nor has it resulted in any reduction in the number or quality of activities undertaken.

Table 4: Summary of Project Achievements on Outputs and Outcomes

Type of Output Intervention	Element of Project Intervention	SUMMARY OF PROJECT OUTPUT
Institutional Strengthening in Capacity Development	Monographs - Training needs	Needs assessment of staff of KeRRA in Labour based technology
Institutional Strengthening in Capacity Development	Institutional and Human Resource Capacity Development	<ul style="list-style-type: none"> -Organization of continuous reorientation training programme for roads authority staff in labour based methods and Contractor -Contractor training in labour based works, contract management and entrepreneurship development -Training of Trainers for KIHBT, KTC -update the KIHBT/KTC's Training Curriculum to make it responsive to the needs of the road sub-sector and to incorporate the cross-cutting issues; -Development of General Training plans (GTP) -Training manuals for KTC and KIHBT -Organization of regional workshops to promote collaboration between training centers in East Africa -Provision of Equipment and Vehicles for Training -Establishment of three training centres for cobblestone technology -Developed plans for training International Engineers
Coordination	Preparation of Project Documents	Review and update of Roads 2000 Strategy and implementation modalities;
Coordination and Technical Support	Harmonized systems developed	<ul style="list-style-type: none"> -Facilitation and coordination of activities of NSC, NCC, donor coordination and NWG. -Provision of technical support to programme managers e.g. Project appraisal and management; inputs into contract management procedures, Preparation of TOR for expert inputs, evaluation of bids, tendering, management etc -Preparation and negotiation of contract documents e.g. two design and Supervision Consultants procured under the AfD/GoK Roads 2000 programme
Coordination and Technical Support	Documentations and Policy Briefs	<ul style="list-style-type: none"> Preparation of contract documents Preparation of Project reports, minutes of Meetings, Development of Sector policy for Cross cutting issues Environmental Guidelines for the Roads Sector Development of Soil and Water Conservation Guideline Development of management code ethics for KeRRA
Coordination and Technical Support	Research, Pilot and Case Studies	Pilot project for sealing of low volume roads Currently two trial projects are going on in Bondo and Muranga regions. The projects are located in Nyanza and Central provinces and will be done under the GoK/Sida Nyanza and AfD R2000 projects.

Coordination and Technical Support Coordination Support		(ONGOING) Introduction of cobblestone technology -Establishment of a research unit for KeRRA
	Branding	-Enhanced nationwide coordination of Roads 2000 programme -Expanded the R2000 programme -Assisted in the promotion of Road 2000 programme
	Mainstreaming	-Mainstreaming of the Occupational Safety and Health (OSH) in the road sector -Provided technical assistance to the research and development activities -Mainstreaming of corporate social responsibility in KeRRA -Development of organizational structure and job description for the National - -Coordination Secretariat to be located at Kenya Roads Board -Mainstreaming of cross cutting issues on gender, HIV/Aids and Environmental issues into the road sector
Monitoring and dissemination of Information	Monitoring and quality control	- Monitoring and reporting on project progress e.g. Monthly, quarterly and annual reports -Streamlined project monitoring -Development of quality assurance practices -provision of adequate supervisory staff and enforcing specifications; -Harmonize reporting systems for all R2000 projects through the use of RMM -Facilitation of National Committees
Monitoring and dissemination of Information	Information Dissemination	-Exposure and Study tours -Report Distribution -The ILO team organized a training workshop on Occupational Health and Safety (OSH) issues related to the road subsector. -Organization of Workshops
Innovation	Introduction of positive ideas	-Community participation in road selection -Sealing of low volume roads -Development of labour standards for road sector -Quality assurance -Inclusion of cross cutting issues - Introduction of Soil conservation mechanisms

Table 5: Sample Achievements on Selected Tangible Targets

Activity	Baseline	Planned Target	Achieved Target
Trained contractors	100	10% Increase	600 number (600%) 250 - Improvement Contractors 350 - Maintenance Contractors
Number of Beneficiary Districts	31	30%	56 Number (55%) of all districts in Kenya
Employment Generation		30% (4.2 Million people)	5.58 million
Course applicants certified as labour-based contractors	50% success Rate	80%	95%
Trial contracts completed within time and budget	50% Success Rate	50% Increase in success rate	90% of all trial contracts were completed

4.3.3 Stakeholder Perception of Project Impacts

The Project has had a strong role to play in the success achieved with the implementation of the R2000 programme and all stakeholders consulted attested to this fact. There is a lot of appreciation for the revival of the use of Labour based Technologies (LBT's) for road construction and for employment generation. The feedback from government agencies and stakeholder perception also indicated that the Project had indeed supported interagency consultation, it is clear that there is a high level of goodwill for the project to continue in supporting the GoK in brokering effective relationships between agencies for the effective implementation of the R2000. This is because the different players of the project have their individual operational agenda and the TA support provides the essential cross cutting managerial and administrative functions without any vested interest.

The supply of international experts to give diverse technical support has brought a great deal of insight, energy and motivation to the sectors and there is a felt need for this to continue especially in assisting the KTC to achieve international standards. This is because the centre has a view of becoming a research based think tank in LBT for Africa and elsewhere. The fact that all trainings and mentoring activities had been successfully delivered indicates that capacity has been enhanced. Other project outcomes include the following:

- Adoption of the technology to seal low volume roads by some donor partners including the EU which plans to seal 10km of its road project under the EDF; and the AFD which plans to seal 200km out of its - 1600km gravel roads project.
- The decision to establish 3 Centres of excellence for cobblestone technology at Kisii, Ngong and Kiwanya.
- Expansion of Cobblestone technology.
- Inclusion of employment generation reports in staff appraisal requirements for contract renewal of project managers as well as its related requirements on social issues, frequency of visits to project sites and inclusion of OSH issues.
- Requirement for the inclusion of cross cutting issues in road projects is an objective within the strategic plan for 2013-2017.

4.3.4 Gender

Drawing on the priorities of the UNDAF and the DWCP the project responded to the needs of women. The objective was to provide economic empowerment, to address gender needs in the construction industry as well as to ensure gender policy commitments in the road sector.

A number of strategies were adopted for fostering the integration of gender issues in the road sector through the implementation of the project. Some of the strategies on gender issues outlined for the road sector and for institutionalizing labor-based technology in road works were

1. Setting a target of at least 30% for the proportion of women in the workforce;
2. Creating effective sensitization programmes to enlighten all the role-players on the benefits of involving women;
3. Introducing flexible working hours to enable women to harmonize their domestic duties with the road works; and
4. Increasing women's access to training opportunities.
5. Providing for the special needs of women within the core labour standards such as the provision of good sanitation facilities for women at construction sites.

6. The provision of legal backing to women's issues in road construction through the development of policies on the incorporation of cross cutting issues such as gender in road works.

To demonstrate the commitment to actualize these strategies women participation is highest in the road sector except areas of cultural barriers through the project efforts. Women have participated in all the different categories of road works with labour inputs. The mandatory requirement for 30% women in labour force per contract was strictly monitored and enforced. Some technical personnel trained as ToT's include women. The core labour standard for the road sector has specifically made provisions for women's sanitation need such as the provision of toilet facilities at construction sites.

Other successful interventions included the provision of temporary shelters and childcare facilities at construction sites; the provision of condoms free of charge on request and the provision of family planning and HIV/AIDS counseling at project sites.

In addition, there is also increased knowledge on how gender issues should be addressed in different stages of road projects (i.e. in relation to design, implementation and supervision, monitoring and evaluation of selected transport interventions) and how relevant it is for actors in the transport sector (i.e., ministries; institutions; and relevant partners) to intervene for encouraging gender mainstreaming at each stage.

4.3.5 Geographic coverage

The operation of the R2000 programme has a broad geographic coverage coupled with a broad range and scope of activities (ranging from research to technical backup support). The R2000 programme is being implemented in all the provinces in Kenya with the exception of the North Western province. The Regions with the most benefit as recognized in the new road sector strategic plan are Nyanza, Rift valley, Eastern and Central provinces.

4.3.6 ILO Regional Technical and Administrative Backup

The project received adequate administrative and technical support from the ILO office in the field (Dar es Salaam) and the field technical specialists in Pretoria as well as the responsible technical units in headquarters and Turin. A wide range of services were provided as follows:

1. **Administrative Support:** Administrative support provided project leadership. The functions included assessment of project activities, proposals preparation and review, revision of ILO and donor agreements, project launching and conduct of donor and governmental level liaison on ongoing project. Other activities included liaison with project technical team, revision of project accounts for approvals, facilitation of tripartite agenda and project Integration with Government policies. Assurance of project team mandate complying with agreed performance. It also endorsed project progress reports and ensured project activities corresponded to ILO rules and regulations. The major shortfall associated with the administrative support service is the initial delays in response to some correspondences. An example is the 6 month delay in initiating necessary agreements for project extension but this was corrected later in the programme.
2. **Technical Support:** It ensured that the project meets technical requirements. These included mission visits and technical resourcing for capacity development, facilitation of expert recruitment, setting up of independent team reviews to ensure compliance to ILO rules and liaison with Geneva on technical functions. The major challenge was the occasional omission of adherence to set ILO guidelines whereby the technical office is not involved in some project technical operations but this has been on a few occasions and has not had any significant impact on project performance.
3. **Headquarters:** Since the project is being implemented within a decentralized framework, there has been very minimal involvement of the headquarters. The only significant involvement has been the approval of excols beyond US \$30,000.00 and the procurement of LBT training equipment for the KTC.

4.3.7 Unintended Results of Project

The introduction new pavement technology attracted additional funding support from the Japanese grant. Also performance contract for KeRRA staff includes certification of incorporation of cross cutting issues in contract administration.

4.3.8 Resource Utilization Disbursements and Project Expenditures

1. Human Resource: Human resource planning was realistic with adequate estimation of the staff input, based on the tasks that were well defined. Though the scope of services changed with the restructuring of the road sector institutions, project activities schedules were followed with good support structures guided by work plans prepared on annual basis. The only limitation is with the omission of local administration support to the technical services at the project office. This has been corrected with funding support from JICA.

2. Funding Resources: The total value of funding allocated to the Project was US \$3.1m. Funding allocation by budget lines were approved by the regional offices based on annual reviews which were conducted to match work schedules per annum as presented in Appendix 3. Changes in financial allocations were monitored and advice was given on expenditure on specific budget lines. Approvals were sought on changes in budget allocations for line items and request for supplementary budgets were done as needed in flexible terms with the necessary approvals.

Though the scope of service increased, the project managed to secure funding leverage. This was in the area of exchange gains from Kenya shillings to Swedish Kroner which was utilized as surplus funding for project extensions. The ingenuity of the TA support whereby funding leverages were created with stakeholder institutions on cost sharing terms such as the ILO payment of allowances supported by Government payment for boarding and lodging at workshops. Also another arrangement whereby the ILO recruited and trained engineers on conditional terms that government will engage and pay them yielded some cost savings to the project. The cost savings allowed for the funding of additional works which emerged on the

basis of demand responsiveness but which were not part of the initial scope of service.

4.4 Effectiveness of Management

4.4.1 Adequacy of Technical and Financial Resources for Project Plans

There were no major concerns with regard to management arrangements of the project. The Consultant undertook a random sampling of a variety of contracts, proposals, financial and programme reports, all of which were current and in order. Administrative staff is clearly versed on UN and ILO management and administrative procedures and these were being followed. Project partners were asked about administrative arrangements and specifically about any challenges that these presented to them. While some agencies identified that prior to the development of proposals and budgets that they had no previous experience or knowledge of ILO procurement guidelines, they did not identify this as a major challenge or obstacle to delivery.

Partners have stated that the Project team has been highly responsive in providing clear, understandable feedback to questions as well as practical support in meeting UN/ILO accountability requirements. ILO administrative staff confirmed that in the early stages of the Project the financing of some proposals took longer than expected as a result of limited partner capacity to develop compliant proposals. However discussions during the midterm evaluation revealed that this capacity has improved and that this is no longer an issue of concern for the team. Project administrative staff also confirmed that there have been no major issues or identified breeches of accountability requirements and that Project administration was working effectively.

4.4.2 Adequacy of Management and Governance Arrangement of the Project

The project had an administrative and Technical backstopping at Dar re Salaam and Pretoria respectively. The services provided by these set up supplemented the functions of the sector agencies within national development priorities/frameworks. The TA was the centre of knowledge of information for project implementation. The

Project Implementation involved different agencies and institutions and TA provided independent assessment with inputs for the way forward without any biases and with no vested interest to protect. It also provided vital inputs in terms of direction, innovation, systems etc. through site meetings, quarterly meeting, donor presentations etc.

Political Support for the R2000 programme: The project is highly recognized at the political level as it is deemed as a major mechanism for addressing unemployment issues. The R2000 was attached to the Director Generals office directly at KeRRA due to the importance attached to it. It is currently under the direct control of the office of the Principal Secretary (PS). It is anticipated that funding will be placed directly under treasury.

4.4.3 Achievement of Recommendations on Joint Review

The extent of achievement on the Recommendations of Joint Reviews is presented as follows:

1. **Analyze potential for job creation and set targets for employment:** Currently it is estimated that the R2000 programme has exceeded its target for employment generation. It is stated in the second Road 2000 strategic plan that the first implementation period of the R2000 programme created 23 Million Person days (104,274 jobs) annually over the plan though there is no evidence of an analytical study into the employment generation potential of the R2000 programme.
2. **Formulate new and remaining capacity development demands:** Following the mid-term review in July 2012, an addendum was issued to continue the project with the activities on further capacity development within the R2000 programme undertaken.
 - i. Capacity building for implementing agencies, entrepreneurship and training capacity development to strengthening programme/project monitoring and evaluation.
 - ii. Rapid assessment of the capacity of KIHBT/KTC and other national institutions to deliver quality training on employment intensive technology;

- iii. Facilitation of the development of course modules for KIHBT/KTC on low-cost asphalt based surfacing, cobblestone paving, urban infrastructure, and occupational safety and health;
- iv. Provision of training/retraining of existing employment intensive trainers on new and emerging subjects related to Roads 2000 programme;
- v. Training of national training providers including KIHBT/KTC on business management skills using ILO's entrepreneurship training package;
- vi. Conduction of tracer study on existing small scale contractors trained by various Roads 2000 Programmes over the last five years and prepare a comprehensive plan of action that can be used by sector stakeholders and partners to address identified challenges;
- vii. Also under the R2000 strategic plan for 2013-2017 the following targets have been set on capacity development: Additional awareness creation and Training of 1,316 Number Road Agency and Contractor Staff; Training of 844 No. Small Scale Contractors for Routine/Improvement works; Training of 150 No. Consultants and at least 20 No. Sensitization Workshops for practicing Engineers.

- 3. **Establish core units within the road agencies to deal with capacity development needs:** There is no evidence of this having done.
- 4. **Assess TA requirements to reach reasonable targets and involve development partners:** Though this was achieved to some extent, the emergence of additional needs still require TA extensions.
- 5. **Prepare for the new county administrations:** This is yet to be done because the statutory requirements and the operational modalities are yet to be set.
- 6. **Include Roads 2000 in the next DWCP for Kenya:** Though the R2000 programme is not specifically mentioned in the DWCP of 2012 to 2015, its priority issues reflect the productive objectives of the R2000 programme on employment issues.

7. **Document work methods and technical specifications applied in the surface trials:** This has been partially achieved. There are no published documentations except the findings of the pilot phase of the programme.
8. **Secure a process for future monitoring of the pavement trials:** This is yet to be done.
9. **Resuscitate international training courses at KTC/KIHBT, thereby regaining the reputation as a centre of excellence by marketing the existing training capacity in country and overseas:** This has not been achieved.
10. **Continue ILO involvement in strengthening Roads 2000:** Contract was extended to 2013.

4.5 Impact Orientation and Sustainability

The TA intervention has resulted in trained capacity for labour based works in terms of resourceful personnel such as engineers, contractors, consultants, community members, institutions etc for the continued application of the LBT methods. It has also established policies and materials with standards and specifications to guide the continued implementation of the programme for standards. It has assisted in the definition of operational modalities for project planning, implementation and monitoring. It has assisted in the setting of the next strategic plan for the continued implementation of the project.

4.5.1 Local Ownership

The involvement of partner agencies in all aspects of project delivery has resulted in the acceptance of the project. Besides, local ownership for the programme has been ensured through community participation in road selection by prioritization through public forums. The use of local materials such as Cobblestone has generated a lot of community interest whereby communities have continued with production of stone even though pilot project is over with the hope that the project will continue and their products will be bought for continued employment.

4.5.2 Programme Strategy and Programme Management towards Impact

Additional labour based technologies have been introduced to expand the scope of current works. This implies that if applied effectively, there will be continued generation of employment with the related impact of economic benefits towards poverty reduction.

4.5.3 Ability of National Partners towards Sustained Project Implementation

This is not readily ensured due to a constitutional change in the devolution of road management to newly formed counties. This is a structural change that has brought a major paradigm shift in road management such that, new institutions will evolve, capacity needs will change, operational modalities will have to be redefined and this will require significant technical back up to achieve.

5.0 CONSTRAINTS AND OPPORTUNITIES

1. Project design was out of date at project start due to institutional restructuring.
2. There was no administrative support to the TA contract so the TA provided its own secretarial service before such services were provided at later time.
3. There was no effective line of reporting to ensure lateral coordination between the different road agencies involved in monitoring different road classes. For example KURA and others monitored their components of the programme elsewhere.
4. The application of labour based methods to other road types for maintenance could not be effectively instituted as envisaged in the programme due to low morale to apply the technology to certain types of roads.
5. The TA has left a legacy of knowledge and experience within KeRRA and its affiliated agencies but the major challenge is how this can be shared in a tangible form to the other road agencies that are also required to apply LBT's for maintenance.

6. Payment delays to completed contracts and delays in the releasing of funds to the road sector created financial constraints which affected project output and quality of work.
7. Delays in TA assistance in Kenya were mostly due to external factors such as institutional restructuring, delays in operational approvals from ILO administrative back up. Also, the build up to elections slowed the progress of work.
8. Some activities are still at formative stage and yet to be streamlined, mode of delivery yet to be defined and there is need for definition of a continuity of process.
9. Project implementation has generated more needs, new government policies have highlighted possibilities of engagement in other areas requiring further assistance.
10. Project monitoring and coordination has mostly been limited to donor projects and areas which do not give good indication for project sustenance since donor support are within set time durations.
11. Delays in start process for TA support continuity despite the goodwill for further donor support will result in a break in the TA contract.
12. ILO financial rules and regulations slowed disbursements since most contracts were above US \$30,000 limit and had to go to Geneva for approval.
13. The delay in the establishment of a secretariat for the management of the R2000 programme within KRB will not provide a transitional arrangement for the smooth transfer of the management gains developed by the TA to the sector.
14. Continued attrition of Trainers at KTC and limited funding resource for effective delivery.
15. Delays in the procurement services (excolls and contractors) caused the shifting of implementation of some project activities.

6.0 LESSONS LEARNT

Some good project practices to be applied in similar future projects must take cognizance of the following:

- a. Implementation of the project within set Government development framework. This ensured effective integration with national priorities and avoidance of implementation of parallel projects with no common agenda.
- b. Development of stakeholder partnerships for project implementation ensured effective team building, understanding, information dissemination, corporation and knowledge transfer. It also provided a platform for consensus building for all implementing agencies and stakeholders e.g. Road agencies, ministry of Finance, Donor representatives and Ministry of Youth Affairs.
- c. Establishment of statutory national project monitoring structures through the NCS for overall project oversight, the NCS for technical direction and the NWG for responsive demands as well as at the local level stakeholder involvement ensured effective monitoring at all levels.
- d. The implementation of adaptable project management whereby issues emerging from one project activity was addressed provided a holistic approach to solving all project intervention needs.
- e. The effective management of time and resources despite significant changes in the scope of works, emergence of unforeseen changes etc.
- f. The synergies developed with other projects with similar priorities provided the platform for exchange of ideas, avoidance of duplication of efforts and the exchange of lessons for further improvement.
- g. The project has stimulated the teaching, learning and research into other avenues for expanded labour based works in Kenya.
- h. The TA developed a communication strategy for the project.
- i. The project did not duplicate any existing initiative.
- j. The team provided good leadership to the project management without vested authority but had other partners relied on them to undertake certain interventions which otherwise should be beyond their level of authority.

6.1 What should have been different, and should be avoided in the next phase of the projects

1. A generic framework for the planning, execution and monitoring of LBT road works describing the different stages of contract management which could be adapted to other road agencies aside KeRRA and at the regional and county level of road administration was not developed. Therefore with the changes in government policy for road administration, most of what was achieved would have to be repeated at these levels.
2. Though a follow up assessment of contractor performance and productivity has been conducted, the same has not been done for engineers and other technicians who also benefited from the road training programmes.

7.0 RECOMMENDATIONS

1. Introduction of New Road Pavement Methods by Labour Based Technology: There is need to develop technical standards for the application of cobblestone technology and the sealing of low volume road by labour based methods.
2. Establishment of R2000 Secretariat: A partnership arrangement should be set between TA and the proposed secretariat for R2000 management to be established at KRB to ensure smooth knowledge transfer and continuity.
3. Devolution of Road Management to County Level: TA support should be reoriented to develop a working arrangement, disseminate work methods and develop capacity to decentralized counties enhancement.
4. Improvement at KTC: The following should be introduced to further improve KTC:
 - i. Trained trainers at KTC should in future be bounded to render their services over a specified duration to reduce the rate of attrition.

- ii. KTC should be developed as a resourceful research centre in labour based road construction to support other centres in the sub region due to the wealth of experience to avoid duplication of efforts.
- iii. There should be advocacy to facilitate the development of KTC and KIHBT into para-statal institutions which will generate some revenue to supplement government revenue.
- iv. The KTC should be resourced for training needs assessment of devolved Government agencies and the preparation of capacity development plans for same.

5. TA Extension: The TA to the R2000 has been well implemented with good results but there are further developments some of which have been mentioned above which require extended TA support to the R2000.

6. Requirements from ILO: ILO should streamline procurement procedures. Also due to the time lapse for such an extension to become effective, it is recommended that a funding stop gap for project continuity be provided whilst agreements are concluded with donor partners who have expressed interest in supporting the project further to avoid a break in service.

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ANNEX 1: WORK PLAN & TIME FRAME

Date	Events
03-05 October 2013	Evaluator engaged for Desk Review of major documents
06 October 2013	Travel day (if international)
07 October 2013	Introductory meetings
08-10 October 2013	Interviews with partners, key stakeholders
11 October 2013	Skype interview with Dar, Pretoria and Geneva offices
14 October 2013	Further Consultations
15-18 October 2013	Field visits
19-20 October 2013	Report writing
21 October 2013	Evaluator presents findings
25 October 2013	Evaluator submits draft report
25-29 October 2013	EM shares report for comments
30-31 October 2013	EM sends comments to Evaluator
01-02 October 2013	Evaluator incorporates comments from ILO.
04 November 2013	Evaluator Submits Final Report
Nov	Evaluation Report and Evaluation Summary finalized and submitted to ROAF and EVAL for comment and approval
Nov	Final approved report submitted to CODEV/ PARDEV /ROAFPARDEV officially submits report to Donor

ANNEX 2: LIST OF PERSONS INTERVIEWED

Alexio Musindo,	Area Manager ILO Office De re Salaam
Kwaku Osei Bonsu	Senior Specialist (EIIP)
Asfaw Kidanu,	Chief Technical Advisor
Nicholas Ngece	Programme Manager (Embassy of Sweden)
Ing. Jacob Z Ruwa	General Manager Planning and Programming, Kenya Road board
Ing. Mwangi Maingi	Director General Kenya Rural Roads Authority (KeRRA)
Ing. Muturi,	(KeRRA)
Ing. Frank D. Karanja	General Manger (P & R2000) KeRRA
Ing. J. O. Oganso	General Manger (D & C) KeRRA
Ing. S. M. Osiro	General Manager Maintenance (KeRRA)
Philip Wachira	Finance Officer Min Head Quarters
Peter Rutho	General Manager Finance (KeRRA)
Ing Martin Ontomwa	Kenya Highways and Building Technology (KIHBT)
B. G. Ngugi	Chief Instructor, Resident Instructor Ngong campus, Kenya Highways and Building Technology (KIHBT)
Elizabeth Onuko	Deputy Labour Commissioner, Ministry of Labour
Museee Nounze	Imprest Finance and Administrative Assistance (ILO)
Irene Nwai	Finance and Administrative Assistance
Caroline Kamunya	Trainer Cobblestone Technology
Zakayo Kipkemoi Segerler	Trainer Cobblestone Technology

ANNEX 3: LIST OF DOCUMENTS REVIEWED

1. Creating Jobs: Building Capacity for Roads 2000 Component 1: Training, Coordination, Monitoring, Dissemination.
2. Project Plans
3. Roads 2000 Strategic Plan 2013 - 2017
4. Bi Annual Progress Reports
5. Vision 2030 Kenya
6. The United Nations Development Assistance Framework Kenya 2009-2013
7. Decent Work Programme Kenya
8. Mission Report by Technical Backstopping

APPENDIX 1: WORK SCHEDULE FOR TA SUPPORT TO R2000 PRGRAMME

Area of Intervention/Major Activity	Duration (Months)	2009				2010				2011				2012			
		1st Qr	2n Qr	3rd Qr	4Th Qr	1st Qr	2n Qr	3rd Qr	4Th Qr	1stQr	2n Qr	3rd Qr	4Th Qr	1st Qr	2n Qr	3rd Qr	4Th Qr
Output 1: Capacity Building for Training																	
- Finalize R2000 general Training programme for 2010	2.1																
- Finalize R2000 general Training programme for 2011	2.2																
- Finalise the review and update of the KTC training Curriculum	5.2																
- Coordinate the Training 14 trainers of labour-based technology	6.3																
- Organize Soil Conservation training for 20 KIHBT/KTC trainers	2.1																
- Organize CCI training for 10 KIHBT/KTC trainers	2																
- Organize low cost surfacing for 20 KIHBT/KTC trainers and engineers	0.01																
- Train 60 young men and women of selected skill	8.3																
- Provide planning and management support for roads authorities staff, small scale contractors and consultants	11.2																
- Monitor and report on all aspects of the training.																	
- Finalize the review and update of the KTC Employment Intensive training Curriculum	6																
- Develop KTC CCI curriculum and training material	8.3																
- Mentorship to 14 KIHBT/KTC Trainers trained last year	6																
- Train trainers on cobblestone technology	6																
- Organize Soil Conservation training	4.2																
- Organize CCI training	2.3																
- Technical and life skills training for youth	11.1																
- Carryout tracer study on trained LB contractors	3.2																
- Provide planning and management support for roads authorities staff, small scale contractors and consultants	23.2																
- Monitor and report on all aspects of the training.																	
Output 2: Capacity Building for the coordination of R2000 Programme																	
- Assist in the development of Roads 2000 management tools	5.3																
- Assist in the formulation projects and procurement of contractors and consultants	36																
- Assist in institutional capacity building process- finalize the ToR, procure consultant, carry out identification study and implementation of recommendations	22.1																
- Assist in the development of Research capability in KeRRA	26																
- Develop road sector policy for gender equality, HIV/AIDS and community participation, occupational safety & OSH	23.1																

Area of Intervention/Major Activity	Duration (Months)	2009				2010				2011				2012			
		1st Qr	2nd Qr	3rd Qr	4th Qr	1st Qr	2nd Qr	3rd Qr	4th Qr	1st Qr	2nd Qr	3rd Qr	4th Qr	1st Qr	2nd Qr	3rd Qr	4th Qr
- develop environmental guideline for the roads sector	10.1																
- Coordinate the review and updating of Roads 2000 strategy	7.2																
- Coordinate research projects on low cost surfacing	36																
- Assisting in the monitoring and supervision of Roads 2000 projects nationwide	36																
- Provision of technical and advisory support to project managers	29.3																
- Review and update strategic plan for Roads 2000 programme	5.1																
- Finalize and publish 2nd strategic plan for Roads 2000 programme	5.3																
- Publish environmental Guideline for the road sector	2.3																
- Publish CCI policy and guidelines for the roads sector	3																
- Organize OSH training	4.3																
- Facilitate the NSC & NCC activities	18																
- Organize short courses ie technical, managerial and CCIs	12																
Output 3: Awareness creation and dissemination of Information																	
- Develop KeRRA Communication Strategy for R2000 programme	6.2																
- Update communication strategy for R2000 programme	3																
- Identify target audiences and organise awareness seminars and workshops on R2K and social dimensions	17																
- Assist in the development of harmonized reporting for works and CCIs	12																
- Publish guideline for soil and water conservation	6																
- Prepare Communication Strategy for R2000 programme																	
- Produce brochure for R2000 programme	6																
- Produce short promotional video	12																
- organize awareness workshops	12.2																
Programme Review and Impact Assessment																	
- Bi-annual programme monitoring Meetings																	
- Mid Term Review																	
- Project Evaluation and Auditing	3																

APPENDIX 2: PROJECT LOGFRAME

Logical Framework (2008-2009)

Project description	Indicators	Source of verification	Assumptions
Development Objective: To improve and expand the implementation of the Roads 2000 Strategy	<ul style="list-style-type: none"> 10 % increase of local contractors using the labour-based approach in their road works 30% increase in districts undertaking road works according to the modalities set-forth in Roads 2000 programme 30 % increase in employment for road works 	<ul style="list-style-type: none"> RMS/RMMS databanks – record of road works contracts Project completion report Socio-economic baseline and monitoring surveys 	
Immediate Objective: Private and public sector stakeholders adequately trained to undertake small-scale road works (ref output 1) Increased exchange of information and experiences between projects and initiatives leading to more cost effective and efficient use of resources (ref outputs 2 and 3). The overall visibility of Roads 2000 improved and the Strategy acknowledged by decision makers and political leadership as cost effective and employment generating (ref output 3).	<ul style="list-style-type: none"> 80% of course applicants certified as labour-based contractors 70 % of trial contracts completed within time and budget Cost efficiency of labour-based road works verified and disseminated. Employment creation potential demonstrated and verified. An increased interest from other stakeholders, dealing with infrastructure works, to adopt the labour-based approach. 	<ul style="list-style-type: none"> Report on training undertaken and issuing of certificates Contract completion reports Documentation 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 Special leaflets and brochures 	<ul style="list-style-type: none"> Contractors will use labour-based methods for road works – likely “New” districts adopt the labour-based approach to road works – likely Payments to contractors are made in regular manner – likely Rapid start of the project as the project is time bound – likely A successful establishment of the local road committees – likely, but may take longer in some districts that have not been introduced to the set-up yet The impact of employment generated by Roads 2000 acknowledged – likely
Output 1: The training capacity at KTC improved significantly to accommodate the immediate training needs of the various Roads 2000 stakeholders	<ul style="list-style-type: none"> 8 new engineers trained as trainers 12 trainers providing training in a number of urgently needed courses New road building equipment procured and used for training purposes X number of trainees from the private and public sectors trained in various priority courses (to be specified at the start of the project) X % increase in mentorship and “project follow-ups” from KTC Customer surveys to evaluate the training provided carried out 	<ul style="list-style-type: none"> Recruitment and performance of records of national staff Updated General Training Plan Report on training undertaken and issuing of certificates Monthly progress reports KTC roster on training courses Report on customer surveys 	<ul style="list-style-type: none"> National engineers available and interested in acting as trainers - likely. The existing trainers at KTC are appreciating the initiative of enhancing the centres provision of training through new recruitment of national trainers – likely, but problems may arise due to differences in remuneration Transparency in the procurement and use of road building equipment for training purposes – likely
Output 2: Capacity within KeRRA to coordinate the nationwide application of the Roads 2000 Strategy	<ul style="list-style-type: none"> Coordinating Unit established, properly staffed and working in KeRRA 	<ul style="list-style-type: none"> Monthly progress reports (need to check up if monthly or quarterly) 	

properly established	<ul style="list-style-type: none"> • X % of all rural road contracts adhered to Roads 2000 concepts • Reports to NCC and NSC covering all relevant aspects, including the non-roads issues submitted on time 	<ul style="list-style-type: none"> • Proceedings of major stakeholder meetings • Government reports on the establishment of the new road agencies (officials recruited and so forth) • Proceedings from NCC quarterly meetings • Proceedings from NSC yearly meetings 	<ul style="list-style-type: none"> • KeRRA established as planned – likely, but it may take time to get permanent staff in place. Secondments are likely in the first year of operation. • KeRRA finding its role among the stakeholders such as MoR, KRB etc - initially potential grey areas are envisaged
Output 3 The labour-based approach to road works adopted by the stakeholders and appreciated by the community at large.	<ul style="list-style-type: none"> • Best practises distributed to stakeholders. • X number of awareness campaigns directed • X number of local road committees firmly established and working • X% increase in number of certified labour-based contractors 	<ul style="list-style-type: none"> • Reports on awareness campaigns • Monthly progress reports • Reports on community involvements • Proceedings from NCC quarterly meetings • Proceedings from NSC yearly meetings 	<ul style="list-style-type: none"> • Districts engineers willing to launch the Rights-based Approach (implemented in Nyanza province)-likely but initial resistance envisaged • NCC positive to the project and supporting in the activities – very likely
Activity to achieve Output 1: 1.1 Define the immediate training needs and translate these into training programmes and modules 1.2 Update and refine the General Training Plan (GTP) 1.3 Define the profiles and tasks of the engineers to be recruited as trainers 1.4 Recruit trainers and take them through the training programme at KTC 1.5 Specify the equipment needed for training purposes assist in the procurement 1.6 Facilitate training delivery for road agencies' staff, small scale contractors and consultants 1.7 Help formulate and implement the training that the trained trainers will provide 1.8 Monitor and report on all aspects related to training			
Activity to achieve Output 2: 2.1 Assist in coordinating the Roads 2000 projects and spreading best practices nationwide 2.2 Advice on the further development and incorporation of the Roads 2000 Strategy within KeRRA 2.3 Assist KeRRA and the Districts on planning and monitoring of road works 2.4 Assist in the development of simplified quality control procedures 2.5 Advise on further development of road maintenance management systems to component 3 2.6 Advise on the further development of tender and contract modalities 2.7 Follow the progress of the four other proposed capacitating activities, and other initiatives, through regular contacts with those responsible for the respective tasks 2.8 Report, in the monthly reports, on the overall actions and progress of the whole program.			
Activity to achieve Output 3: 1.1 Review what type of information is presently being disseminated, how and to whom, and identify improvements with respect to topics covered, ways of dissemination and recipients; 1.2 Make proposals for how to handle any deficiencies in the present collection and treatment of information, and after approval, implement these proposals 1.3 Provide continuous follow-up and support to the information collection 1.4 Assist in the creation of awareness on both technical and non-technical benefits of the labour-based approach 1.5 Inform, through the monthly reports, on the status of monitoring, analyze the data in relation to the established objectives, draw conclusions and make proposals for improvement 1.6 As appropriate, issue more general or specific reports on how the Roads 2000 is meeting its objectives 1.7 Facilitate the works of the Roads 2000 Stakeholder Forums 1.8 Report on awareness campaign and dissemination of information regularly			

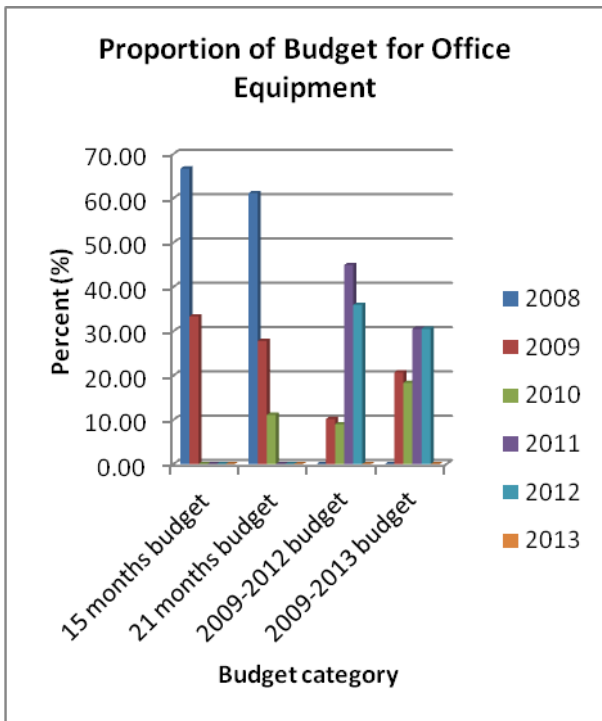
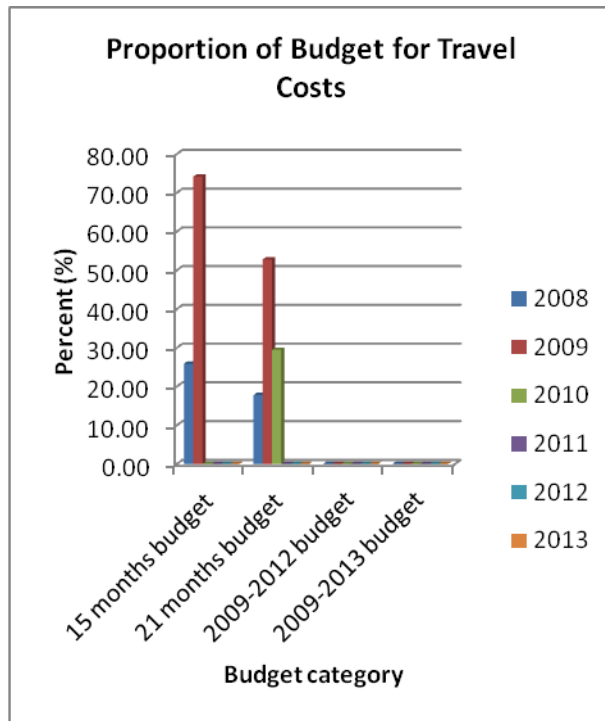
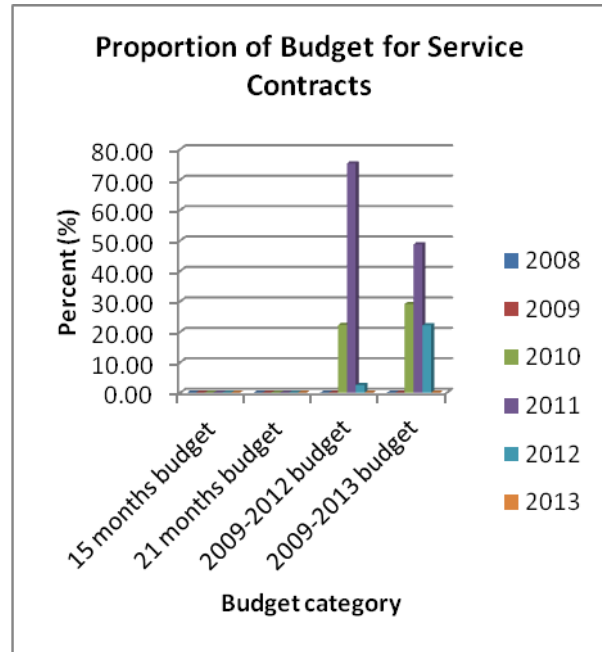
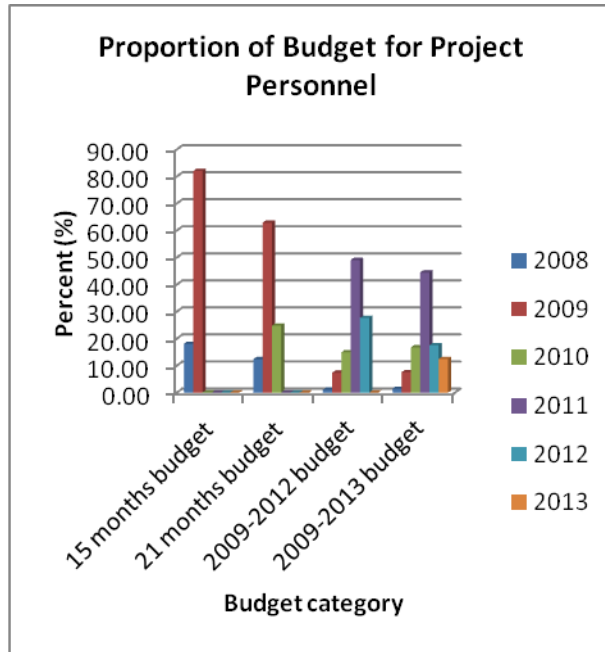
Logical Framework (2010-2012)

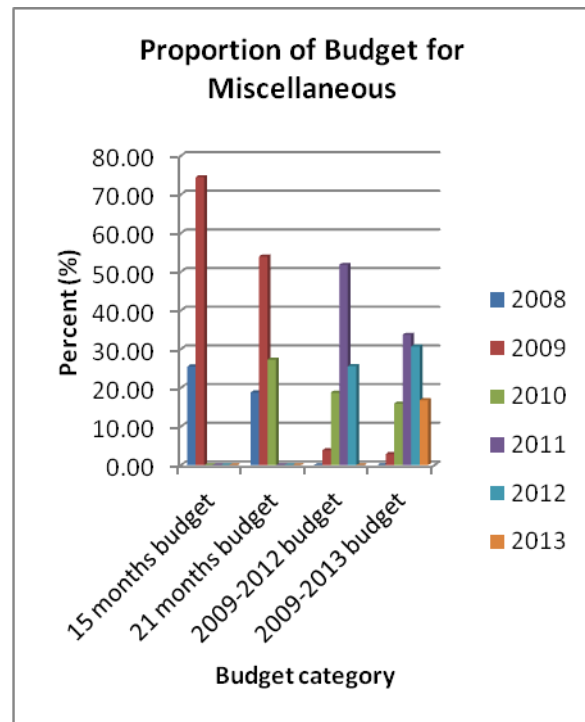
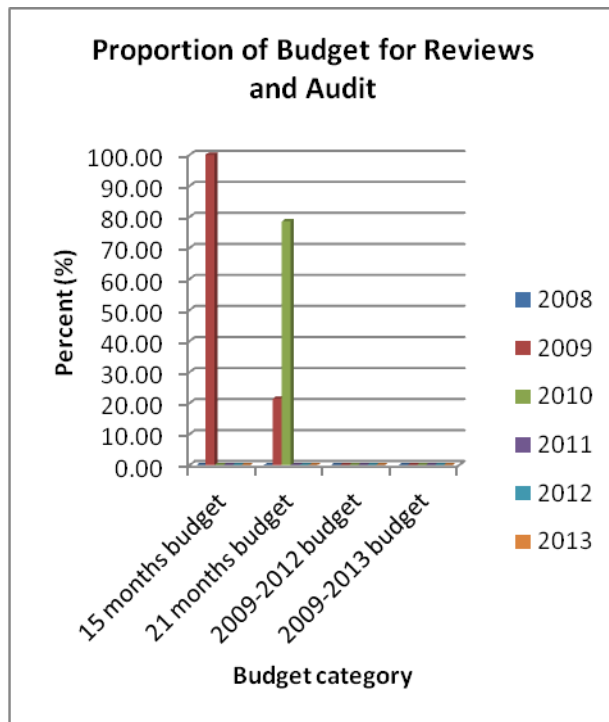
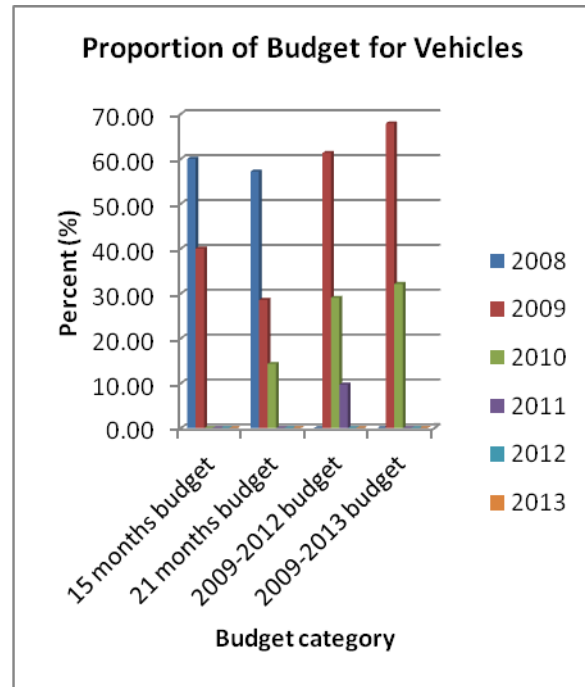
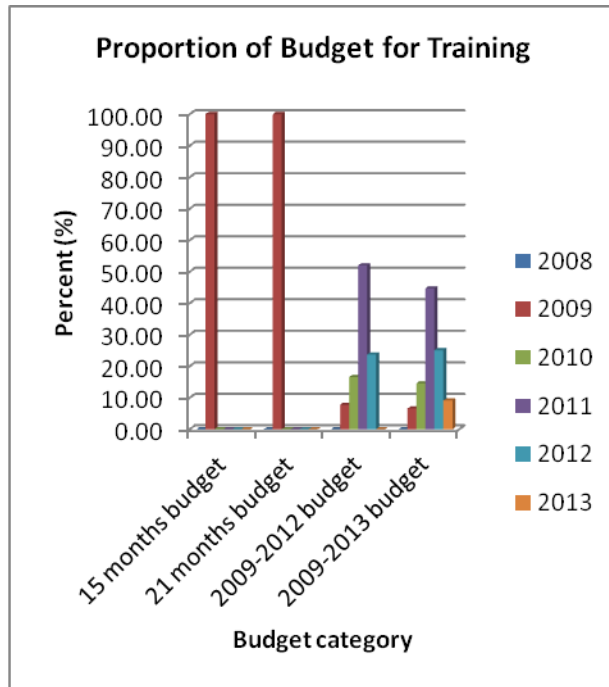
Project description	Indicators	Source of verification	Assumptions
Development Objective: To enhance the livelihood and resilience of the local communities by providing them with access to markets, agricultural inputs, health care, education and other government services through the promotion of labour intensive public works	<ul style="list-style-type: none"> Incidence of poverty reduced Rural people's access to social services and infrastructure improved, i.e., journey to these services increased or utilization of the services increased Economic activities increased Traffic levels on the improved roads increased Transport charges reduced Agricultural productivity increased due to improved environmental management, i.e., soil conservation. 	<ul style="list-style-type: none"> Socio-economic baseline and post-project impact monitoring surveys Traffic census National economic, health, education and welfare statistics 	<ul style="list-style-type: none"> The socio-economic condition is conducive for employment intensive works Roads 2000 Concept will continue to be accepted by the Government of Kenya and road agencies remain committed to its implementation Accessibility is a major constraint to socio-economic development
Immediate Objective: 1. To expand the implementation of Roads 2000 programme and it benefits nationwide; 2. To firmly establish Roads 2000 programme as an instrument for an employment-based social protection that is recognized by policy makers, programme/project managers and the public at large, and	<ul style="list-style-type: none"> 10 % increase in employment generated through Road 2000 works Cost efficiency of labour-based road works verified and disseminated. Increased interest from other stakeholders, dealing with infrastructure works, to adopt the labour-based approach. All Road agencies implement construction and maintenance of roads using Roads 2000 concept 50% increase in regions undertaking road works according to the principles of Roads 2000 programme 30% increase on employment creation per unit of investment on road improvement and maintenance works financed by RMLF 15% increase of local conventional road contractors adopted the labour-based approach 	<ul style="list-style-type: none"> RMS/RMMS databanks – record of road works contracts Project/Contract progress and completion reports Policy documents and guidelines developed 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"> Devolution exercise will be completed and counties will be established and be functional during the project period. The GoK will allocate adequate funding for Roads 2000 programme activities Road agencies fully adopt the Roads 2000 concept– likely National coordination secretariat will be established and strengthened– likely Roads 2000 works remain profitable for small scale contractors – likely New counties will adopt the labour-based approach to road works – likely A successful establishment of the local road committees – likely,

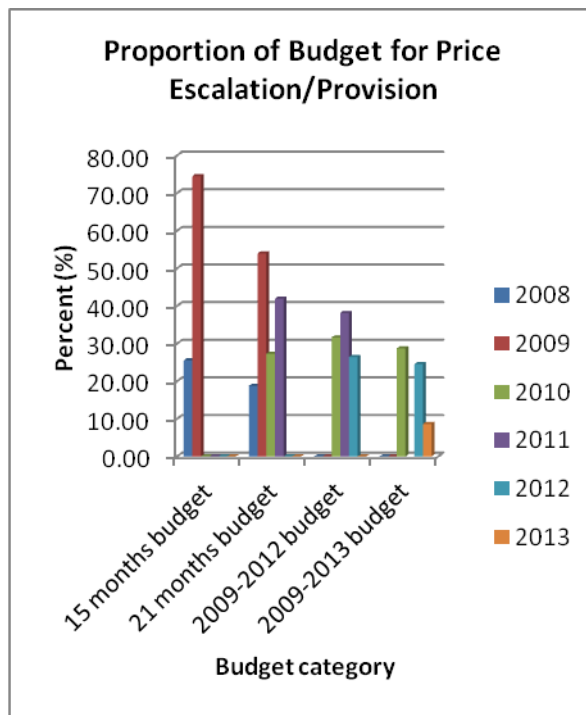
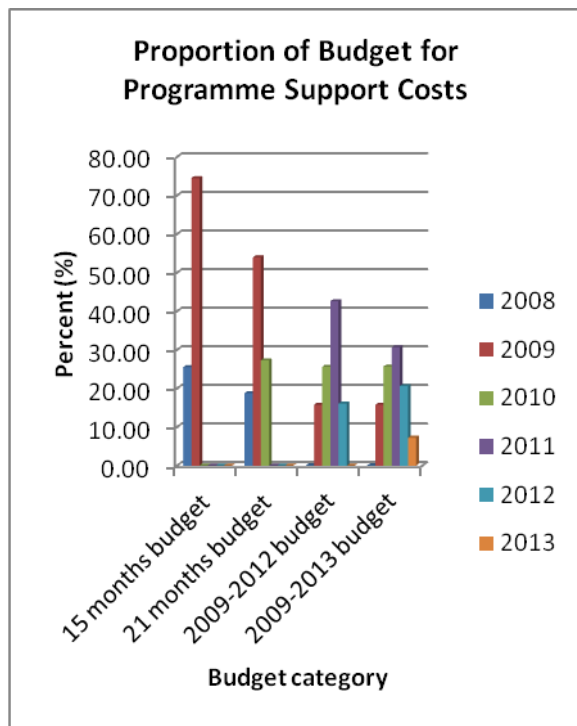
Project description	Indicators	Source of verification	Assumptions
3. To mainstream crosscutting social and environmental factors in the road sector.	<ul style="list-style-type: none"> Roads sector CCI Policy & guidelines in place and in use CCI training module in place and incorporated in the KIHBT/KTC curriculum Minimum 30% and 40% of employment generated by Roads 2000 projects goes to women and youth respectively 		
Output 1: Effective coordination and management capacity for Roads 2000 programme created in all Roads Authorities	<ul style="list-style-type: none"> National Coordinating Secretariat established, properly staffed and effectively Road sector policy and guideline on OSH in place Comprehensive plan for capacity building of Road Authorities for Roads 2000 programme implementation Code-of-Good Practice for the management of work force on Roads 2000 projects in place Simplified Contract administration guidelines in place 	<ul style="list-style-type: none"> Monthly progress reports (need to check up if monthly or quarterly) Proceedings of major stakeholder meetings Policies and guidelines developed Proceedings from NSC/NCC quarterly and annual meetings 	<ul style="list-style-type: none"> Ministry of Roads and Roads agencies will provide adequate resources (financial and manpower) for the national coordination secretariat Roads 2000 coordination units are established in all road agencies as envisaged in the Strategic Plan – likely Policies and guidelines to be developed on a number of thematic areas are enforced by the MoR and road agencies
Output 2: Training quality and capacity for employment intensive technology and entrepreneurial skills development enhanced	<ul style="list-style-type: none"> 20 trainers trained on new modules including, low cost paving, OSH, and urban infrastructure development, and CCIs. 50 small scale contractors retrained on ILO's business training packages. 20% increase in trainee uptake for KIHBT/KTC Increased capacity for KIHBT/KTC to provide mentorship and "project follow-ups" Customer surveys to evaluate the training provided carried out 70% of trial contracts completed within time and budget 	<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 	<ul style="list-style-type: none"> National engineers available and interested in acting as trainers - likely. MoR through KIHBT/KTC will able to retain trained trainers – likely, but problems may arise due to level of remuneration MoR, road agencies and development partners will allocate adequate funding for training and retraining of KTC trainers, agencies' staff and small scale contractors
Output 3: Effective programme/project data (physical and social) capturing, management and dissemination system established	<ul style="list-style-type: none"> Communication strategy for Roads 2000 programme in place Best practices distributed to stakeholders. 4 number of high level awareness campaigns organized Local road committees firmly established and working on all roads 2000 Projects Regular reports to NCC and NSC covering all 	<ul style="list-style-type: none"> Reports on awareness campaigns Monthly progress reports Reports on community involvements Proceedings from NCC quarterly and yearly meetings Reports on Strategies developed Promotional materials 	<ul style="list-style-type: none"> Regional and County engineers willing to adopt the Rights-based Approach as part of project implementation - likely but initial resistance envisaged NSC/NCC and road agencies will embrace the activities of the TA project and provide the necessary support – very likely

Project description	Indicators	Source of verification	Assumptions
	relevant aspects, including the non-roads issues submitted on time <ul style="list-style-type: none"> • Harmonized ToR and guidelines for socio-economic study in place • Promotional material developed, i.e., videos, brochure, etc. 		
Activity to achieve Output 1: <ul style="list-style-type: none"> i. Carry out rapid assessment of existing institutional capacities of roads authorities with respect to the Roads 2000 programme management; ii. Prepare comprehensive plan on capacity building needs and the immediate and long-term interventions necessary to fulfill this needs; iii. Organize targeted training for all roads agencies on employment intensive technology, right-based programme implementation, Cross-cutting social issues and other modules identified during the assessment exercise. iv. Assist in the development of roads sub-sector policy and guidelines on Occupational Safety and Health (OSH); v. Assist in the development of Code-of-Good Practice for the management of work force on Roads 2000 projects with full participation and leadership of ministry of Labour and in consultation with sector stakeholders and other ILO constituents; vi. Assist in the development of simplified project administration guidelines for Roads 2000 related contract works; vii. Advise on further development alternative paving techniques, e.g., asphalt based surfacing, cobblestone paving, etc. viii. Roll-out the road sub-sector policies and guidelines on crosscutting issues developed by the Ministry of Roads with the assistance of ILO ix. Identify capacity development needs of the newly formed Counties and prepare strategies for decentralizing Roads 2000 activities in collaboration with MoR, RAs and NSC/NCC. x. Technical Support to the national Roads 2000 Coordination Secretariat 			
Activity to achieve Output 2: <ul style="list-style-type: none"> i. Carry out rapid assessment of the capacity of KIHBT/KTC and other national institutions to deliver quality training on employment intensive technology; ii. Assist in the development of course modules for KIHBT/KTC on low-cost asphalt based surfacing, cobblestone paving, urban infrastructure, and occupational safety and health; iii. Provision of training/retraining of existing employment intensive trainers on new and emerging subjects related to Roads 2000 programme; iv. Train national training providers including KIHBT/KTC on business management skills using ILO's entrepreneurship training package; v. Carry out tracer study on existing small scale contractors trained by various Roads 2000 Programmes over the last five years; vi. Based on the result of the above study, prepare a comprehensive plan of action that can be used by sector stakeholders and partners to address identified challenges; vii. Organize supplementary or problem oriented technical, management and entrepreneurial skills training for struggling small scale contractors involved in the implementation of Roads 2000 projects. This activity is dependent on the availability of funds either sector stakeholders or partners; viii. Promote/market the international training courses at KIHBT/KTC, thereby regaining the reputation as a centre of excellence for labour intensive training both within country and overseas 			
Activity to achieve Output 3: <ul style="list-style-type: none"> i. Assist in the development of harmonized monitoring and reporting procedures and formats to be used by all road agencies. This must be based on agreed common performance indicators; ii. Assist in the development of harmonized procedures & ToR for socio-economic studies be it baseline or follow up evaluation studies; iii. Assist in the collection, collation and dissemination of technical and socio-economic data to sector stakeholders, partners, programme managers and the general public; iv. Update Roads 2000 communication strategy in line with the requirements of the second strategic plan and in consultation with NSC/NCC; v. Assist in carrying out awareness creation activities on Roads 2000 strategy through public gather, peer to peer discussions and production of brochure, videos and other promotional materials as necessary. 			

APPENDIX 3: BUDGETARY ALLOCATIONS







APPENDIX 4: TERMS OF REFERENCE

Terms of Reference

Final Evaluation of the

ILO Technical Assistance for R2000 Programme

October 2013

1. Introduction & rationale for evaluation

The ILO has been active in the road sub-sector in Kenya for the past three decades through its support to the execution of the Rural Access Programme and the Minor Roads Programme. The ILO assisted the Government of Kenya in establishing one of the most successful labour-based roads construction and maintenance programmes which was replicated in many countries around world.

The ILO was also instrumental in the establishment and operationalization of Kisii Training Centre (KTC). KTC is one of the few centres for labour-based training in Africa which over the years has provided training courses for technicians from various parts of the world. In 2004, the ILO, in collaboration with the United Nations Development Programme (UNDP), assisted the Government of Kenya in the preparatory training plan for the Roads 2000 programme. It also established standardized contract management and tender procedures for smaller roads works which was incorporated in the Kisii Training Center's (KTC) course modules.

The ILO has actively supported and is still supporting the government of Kenya in its social development initiatives particularly in relation to protecting workers rights (through its tripartite arrangement), eradication of child labour, promotion of youth development and in advocating for improved governance and rule of law, within the framework of the Decent Work Agenda.

Currently the ILO Technical Assistance to the Coordination of Roads 2000 programme nationwide which commenced in April 2009 with funding from the Swedish Government through its embassy in Kenya is scheduled to end in December 2013.

In order to measure the full impact of the Technical Assistance support to the programme which would help improve future delivery of TA as well as inform similar projects, the ILO intends to engage the services of an independent Consultant to carry out the final evaluation of the project.

The independent evaluation 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 promoting decent work and social justice.

2. Brief background on project and context

Project codes	TC Symbols:
Project No.	KEN/08/02M/SID
Project Title	Creating Jobs: Building Capacity for R2000 Programme
Project duration	March 2009 – December 2013
Geographical coverage	Kenya
Donor	Government of Sweden
Budget	USD 3,726,418
Mid-term evaluation	Carried out in May-June 2011

2.1 Roads 2000 Programme

The R2000 approach is maintenance method that uses a combination of optimum labour force and equipment in a manner that is technically & economically feasible as well as socially and environmentally sustainable

R2000 programme is rolled out through:

- Creating productive employment opportunities on Road construction and maintenance of works
- Providing technical skills training for staff of implementing agencies, small scale entrepreneurs and project workers.
- Mainstreaming of cross-cutting issues such as rights of workers, gender equality, protection of the environment and HIV/AIDS.

National targets were set for Phase 1 which run from 2005 – 2010 and also for Phase 2 (2011-2015) which is currently under implementation. The strategic plans for both phases outline the principles and methodologies for the programme. Currently several Roads 2000 projects are being implemented in almost all provinces except in the North Eastern province and some districts in Rift valley, Eastern and Coast Provinces. Significant achievements have been made in all the projects particularly in employment creation, training and creating opportunities for vulnerable groups such as women and the youth.

2.2 Technical Assistance Support Project

The overall objective of the project is to upscale the implementation of the Roads 2000 programme in all Roads Authorities thereby contributing towards the creation of employment based social protection safety net for the vulnerable people in rural Kenya.

The immediate objectives of the TA project are:

- To assist the Ministry of Roads and Roads Authorities, Particularly KeRRA, in building capability for efficient and effective planning, implementation and monitoring of Roads 2000 Programme.
- To mainstream right-based roads planning and implementation approach in the Roads 2000 training programme, and
- To promote Roads 2000 concept as one of the programmes aimed at providing basic social protection and reducing poverty through the creation of decent work opportunities to disadvantaged people in the country.

The project is premised on the following five basic facts and/or needs:

1. There is a need to adopt strategies in the roads sub-sector that are amenable to commercial/corporate management practices considering the current reforms being undertaken to revitalize service delivery;
2. Contracting capacity in the districts is non-existent or limited. It is, therefore, of paramount importance to train and nurture a cadre of small scale private entrepreneurs nationwide capable of undertaking minor works at the district level;
3. The Kenya Institute of Highway and Building Technology (KIHBT), which includes the Kisii Training Center (KTC), is unable to cope with the training requirements of the Roads 2000 programmes in the country. The institution has lost some of its trainers through natural attrition, retirement and staff leaving for greener pastures. There is a need, therefore, to beef up the capacity of the institution by training new instructors in parallel with the current Government initiative to restructure it to become Semi- Autonomous Government Agency (SAGA);
4. The recently established three road authorities including KeRRA are in the process of building up institutions, administrative and operational systems including the mainstreaming of Roads 2000 strategy. These authorities need technical and managerial support until they are fully operational; and
5. Employment creation and the provision of road infrastructure in rural Kenya have a far reaching positive impact on the livelihood of the local community and the national economy at large. The Roads 2000 strategy addresses both of these (rural infrastructure delivery and creating employment) and thus the need to upscale its implementation.

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 project basically has three key result areas which are the offshoots of the immediate objectives mentioned above. These include:

Key Result Area 1: Enhance Training Capacity at KIHBT and KTC

This result area involves 1) the review and updating of training curriculum and delivery modalities, 2) producing supplementary training materials and 3) training of trainers in order to beef up the capacity of the two institutions. It also involves the training of road authorities staff (particularly KeRRA) as part of the capacity building exercise for the improved delivery of Roads 2000 programme.

Key Result Area 2: Project Management and Technical Support

The second component involves the provision of technical support to road authorities, mainly KeRRA, in the coordination of Roads 2000 project activities, in harmonizing planning, implementation and monitoring systems, as well as assisting in undertaking research and development activities related to the use of improved road construction and maintenance techniques as well as local materials.

Key Result Area 3: Monitoring and dissemination of information

The third area involves gathering, storing, processing and dissemination of information and assist in the monitoring of Road 2000 programmes nationwide with emphasis on social and other cross cutting issues. This also involves the review of on-going Roads 2000 programmes in various part of the country, particularly Nyanza, capture lessons learnt and disseminate as necessary.

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. Technical backstopping is provided to the project by the ILO Pretoria. The TA staff comprises the Chief Technical Advisor, Senior Advisor (social issues) and a Finance and Administration Assistant (FAA) who are all based in Nairobi. The main TA team is embedded in the Ministry of Roads and works closely with the National Steering and Coordination Committees for Roads 2000 programme. The FAA is 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 the delivery of project outcomes and based on this assessment, further capture the lessons learnt in the implementation of the project to inform similar interventions in the future. The evaluation will therefore serve two main purposes:

- iii. 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
- iv. Compile lessons learnt and provide recommendations that can be used in similar future projects 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 for Roads 2000 programme implementation
- Other specific recommendations for the design of similar projects in future

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 are i) ILO Dar Es Salaam Office, ii) project partners namely MoR and the Swedish Government through the Embassy in Nairobi, Kenya iii) ILO constituents iv) the EIIP technical unit in Headquarters (EMP/INVEST), iv) technical backstopping staff (Senior Technical Specialist at the Decent Work Support Team in Pretoria and vi) project staff.

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 guidelines¹. 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 norms² and the *Glossary of key terms in evaluation and results-based management*

¹ ILO policy guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations /

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

² ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

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 analyzing 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:

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 fulfill the project plans?
- Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- Have targets and indicators been sufficiently defined for the project?
- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office in the field (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

- How far has the programme (ILO Intervention and the Roads 2000 programme) made a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the programme)? Is the programme strategy and programme management steering towards impact?
- What are the realistic long-term effects of the programme on the poverty level and decent work conditions of the people?
- Has the ILO TA project successfully built the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)? Once the ILO intervention ends will national institutions and implementing partners able to continue the programme or carry forward its results without external support?

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 methodology will combine both quantitative and qualitative approaches. The evaluator will collect data from desk review of documents to be availed to him/her and verify them with primary data from field visits and interviews. During the process of data gathering, the

evaluator will compare, validate and cross validate data of different sources (programme staff, programme implementing partners and beneficiaries).

The methodologies alluded to above, are:

i) Desk review

The evaluator will review all relevant documents inter alia: Project Document, work plans, progress reports and activity reports, minutes of steering committee and technical committees meetings, workshop reports, country data, etc.

ii) Key Informant Interviews

The evaluator will discuss with the ILO staff of technical units and the field technical specialist who are involved with the management and implementation of the ILO TA project. Also field visits would be undertaken

- ⇒ ILO HQ staff - Chief of EMP/INVEST
- ⇒ ILO Technical backstopping staff: DWT EII Specialist
- ⇒ ILO Dar Es Salaam: Director and Deputy Director
- ⇒ ILO Project staff: CTA, Project staff
- ⇒ MoR: Permanent Secretary, CE Materials, Principal KIHBT and Principal KTC
- ⇒ Swedish Embassy: Country Director, Development Cooperation, Programme officer
- ⇒ KeRRA: Director General, General Manager Special Programme, Manager R2000 and selected Regional Managers in the provinces.
- ⇒ KRB: Executive Director and Principal staff
- ⇒ Donor funded Roads2000 project personnel
- ⇒ Tripartite Constituents:

Additional interviewees shall be identified in the course of the evaluation process.

iii) Stakeholders' validation workshops

- a. A stakeholders' validation workshop will be held for selected participants with due consideration given to gender representation.
- 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 participants on the opportunities and constraints to the delivery of project outcomes.
- c. Project staff will provide logistic support in organising the workshop.

The TA staff will be available on the ground to facilitate the evaluation as required by the evaluator.

6. Main outputs

The evaluator will prepare the following reports in the course of executing his/her assignment:

1. Inception Report not more than five (5) pages, outlining work method, schedule of activities and summary key questions to answer;
2. An evaluation summary according to the ILO's template for summaries of independent evaluation reports
3. Final evaluation reports incorporating comments made on the draft reports and in accordance with the ILO quality checklist for evaluation reports;

The inception report must be submitted within five (5) days of the commencement of the consultancy work. The evaluation Reports should be about 25 pages long, excluding annexes and must conform to the quality checklist for evaluation reports of the ILO Evaluation unit.

The report should contain the following: -

- Cover page with key project data
- Executive Summary
- Brief background on the project and its logic
- Purpose and scope of the evaluation
- Methodology
- Findings (This section's content should be organized around the TOR questions)
- Conclusions
- Recommendations,
- Lessons Learned and good practices
- Annexes – Work schedule and persons interviewed, documents reviewed, TOR

7. Management arrangements, work plan & time frame

The evaluation consultant

The evaluation will be undertaken by either a National or International consultant who will have responsibility for the evaluation report.

Evaluation Manager (EM)

The evaluation manager is Ms. Rose Anang, Senior Employers Specialist, DWT, Pretoria. The ILO TA team will provide full logistical support and services to the consultant however, the consultant will report directly to the EM for guidance in executing the assignment.