

**INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION**

**Project Final Evaluation Report
on
Poverty Reduction through Decent Employment Creation in Liberia
(PREDEC)**

1	Project title	Poverty Reduction through Decent Employment Creation in Liberia (PREDEC)
2	Themes	Employment creation through integrated labour-based approaches and local economic development and capacity building of tripartite constituents
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9	Lead Office	ILO Office for Anglophone West Africa in Abuja
10	Responsible ILO Officials	Ms Sina Chuma-Mkandawire
11	Collaborating ILO Units/Offices	ILO Abuja, ILO/SRO Addis Ababa, ILO EMP Sector in HQ, (SKILLS, TRENDS, COOP, CRISIS, EMP/INVEST, SEED), ACT/EMP, ACTRAV, SOC DIAL.
12	Geographical coverage	The Johnsonville-Bensonville-Todee triangle and Monrovia
13	Implementing partners	Ministry of Labour; Ministry of Public Works; Monrovia City Corporation; Workers & Employers Organizations; Montserrado County Superintendent's Office; the Youth Agricultural Training Centre, Bensonville.
14	Collaborating partners	Ministry of Commerce & Industry; Ministry of Youth & Sport; Ministry of Agriculture; Ministry of Planning & Economic development; Ministry of Internal Affairs; Ministry of Education; Ministry of Health & Social Welfare; Office of the President; LLC, LCC, NTC, Business Associations; Rubber Plantation Companies (e.g. Firestone); Planters Association; Chamber of Commerce; NGOs & CBOs; UNMIL; WB; FAO; UNCT; ERC/UNDP; USAID; Local Government; Monrovia Municipal Corporation.
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ACRONYMS

AfDB	-	African Development Bank
AU	-	African Union
CBO	-	Community Based Organization
CoC	-	Chamber of Commerce
CTA	-	Chief Technical Adviser
DWCP -	-	Decent Work Country Programme
ECOWAS	-	Economic Community of West African States
EES	-	Emergency Employment Services
FAO	-	Food and Agricultural Organization
GDP	-	Gross Domestic Product
HIV/AIDS	-	Human Immunodeficiency Syndrome
HQ	-	Head Quarters
SRO	-	Sub-Regional Office
IDP's	-	Internally Displaced Persons
ILO	-	International Labor Organization
iPRSP	-	interim Poverty Reduction Strategy Paper
KI	-	Key Initiative
LCC	-	Liberia Chamber of Commerce
LLC	-	Liberia Labor Congress
LED	-	Local Economic Development
LEAP	-	Liberia Employment Action Programme
LEEP	-	Liberia Emergency Employment programme
LMI	-	Labor Market Information
LMS	-	Labor Market Survey
MDG	-	Millennium Development Goals
MOCT	-	Ministry of Commerce and Trade
MOE	-	Ministry of Education
MOH	-	Ministry of Health
MOL	-	Ministry of Labor
MOYS	-	Ministry of Youth and Sport
MPEA	-	Ministry of Planning and Economic Affairs
MPW	-	Ministry of Public Works
NGO	-	Non-Governmental Organization
NTGL	-	National Transitional Government of Liberia
NPC	-	National Project Coordinator
NPW	-	National Public Works
NTC	-	National Tripartite Committee
OSH	-	Occupational Safety and Health
SME	-	Small and Medium Enterprise
SW	-	Solid Waste
SYSWS	-	Start Your Solid Waste Service
TVET	-	Technical Vocational Education and Training
UNDP	-	United Nations Development Program
UNHCR	-	United Nations High Commissioner for Refugees
UNFPA	-	United Nations Population Fund
UNIFEM	-	United Nations Fund for Women
UNMIL	-	United Nations Mission in Liberia
USAID-	-	United States Agency for International Development
WB	-	World Bank

Poverty Reduction through Decent Employment Creation in Liberia (PREDEC)

EXECUTIVE SUMMARY

Background

The project on employment creation through integrated labor-based approaches and local economic development and capacity building of tripartite constituents (PREDEC) was initially designed to cover a two-year period (2007-2008). The impressive performance of the project, coupled with the enormous post-war employment challenges of the country encouraged the ILO and the Dutch to consider a further extension at the request of the Government of Liberia to 2009 and further till April 2010. The project has been funded by The Netherlands, initially for US\$4.2million but at end a total of US\$5.3 million.

PREDEC has three interrelated components: (i) Employment Generation Programme through Labor Intensive Road Works (ii) Waste Management in Monrovia, Entrepreneurship and Skills Development and (iii) Strengthening the Role of Tripartite constituents. Taken together, the immediate objectives of the project components address both the immediate post-war emergency needs of the Government in the area of labor and employment creation, as well as the long-term requirements for strong and viable institutional machinery to address these issues at all levels of governance in the country.

Purpose, scope, method and clients of evaluation

The purpose of the evaluation is to provide an independent assessment of the Dutch-funded PREDEC programme in Liberia and provide recommendations on the future strategy for implementation of similar projects. The final evaluation of PREDEC project covers the period from 01 January 2007 to 30 April 2010. Given its integrated nature, the evaluation also focuses on the links between the 3 different components and analyzes performance made as a whole. In terms of subject coverage, the evaluation addresses issues of programme design, implementation, lessons learnt, replicability and recommendations for the future of the programme and for employment-related work by the government and the UN system under the leadership of the Ministry of Labor.

The evaluation methodology combined quantitative and qualitative approaches. The evaluator collected hard data from desk review and verified them with soft data from field visits, interviews and a debriefing workshop attended by stakeholders. The approach adopted assured the participation of ILO tripartite constituents and both internal and external key stakeholders during all phases of the evaluation process.

The clients of the evaluation are (i) the project management (ILO office in Liberia and ILO/Abuja); (ii) the project partners, namely the MOL, the MPW, the MCC, and the constotents; (iii) the ILO staff involved in the programme, namely ILO/Abuja, ILO/Addis, ILO field technical specialists and ILO technical units in Headquarters who supported the programme throughout the period, (iv) the donor (the Dutch).

Programme approach

PREDEC constitutes a response to the Poverty Reduction Strategy (PRS) for the country, and derived its approach in part from the ILO Employment Intensive Investment Programme (EIIP), which, is a part of the ILO response to the deteriorating employment situation in developing countries. The programme is also aligned to the UNDAF for Liberia, and so enjoys UN-wide support.

Project execution is through collaboration of ILO with implementers and overall coordinating body. The project implementing partners are relevant Government ministries, led by the Ministry of Labor; and the collaborating partners are also selected Government ministries and interested donor agencies. Overall national coordination is vested in the newly created National Tripartite Committee comprising the Liberia Labor Congress (LLC); Chamber of Commerce and Government (MoL), representing employers, workers and Government respectively. Project monitoring has been done through the prescribed ILO reporting systems for finance and activities; quarterly & annual reports; mission reports; MTR and final project evaluation.

Project beneficiaries are women and men of Liberia with decent employment and clean environment;

Government institutions directly involved; the constituents – Trade Union and Employers associations. The risks/assumptions made for the successful implementation of the project are clustered: continued peace and stability, Government commitment and support, sufficient Government absorptive capacity and, ILO technical support – all of which were quite justified. Overall, the project design is good, but a few of the outputs appear ambitious with a multiplicity of overlapping actors.

Programme performance

Component 1 focuses on job creation through reconstructing road using labor intensive methods, and building capacity accordingly, in the Bensonville–Johnsonville-Todee. Project generated increased income for beneficiaries, a total of \$324,143 was paid as wages to the road workers; and as scheduled, the construction of 27 km road to all-weather standard was completed. In terms of sustainability, the roads are being maintained by community labor, utilizing the monitoring and reporting system established on the Barclay road project. One important objective of the project is replication of the ILO labor intensive methodology; this has also been achieved with the agreement signed with AFDB to replicate labor-based maintenance method over 600km; EU and WB are also funding 100km of feeder roads rehabilitation using the ILO labor-based (LB) methods in 3 counties. Sustainability of project activities has also been assured by the training provided by this project for 24 Technicians/ Engineers in LB methods and training of 11 domestic private contractors in LB method for road works. In support of local economic development, the project identified two business opportunities - cassava and charcoal production – and conducted training needs assessment as well as carried out one training for cooperatives in May 2008.

Component 2 has the immediate objective to create at least 200 decent jobs through private sector development of the waste management sector in Monrovia. The evaluation has revealed that 193 jobs were created by the close of 2008, benefitting 25 youths, 93 women and 75 men. In addition, at least 50 persons from 14 CBOs/micro enterprises have received training in business and technical skills in solid waste management. It is noteworthy that 10 out of the 14 CBOs have organized community waste collection enterprises, 10 MOUs were signed between Monrovia City Corporation (MCC), and 10 community-based enterprises were involved in primary waste collection services. This component also has the objective of building capacity for waste recycling and re-use; although 30 persons from 10 CBEs were provided with skills in marketing of recyclable materials and simple book-keeping, actual recycling of waste was not done partly due to market forces. In terms of sustainability of waste management efforts, increasing number of residents are subscribing and are willing to pay for waste collection services provided by the CBEs, although service coverage for primary collection is only about 15 percent of households in the target areas. In addition, illegal waste disposal practices by residents have reduced considerably. One association of waste management service providers was formed involving the 10 community-based waste management enterprises, and waste workers are now using protective and safety equipment provided them. The project also supported private enterprise involvement in waste management work; and 6 SMEs have received loans from a local revolving fund to expand their businesses.

Component 3 focuses on institution building of the tripartite constituents to strengthen their role in policy making, as well as their services to clients. The project was overwhelmingly successful in achieving these objectives. First, the employers association has been established under the umbrella of the Liberia Chamber of Commerce (LCC); second, the workers' representation was consolidated into a unified Liberia Labor Congress (LLC); and third, a National Tripartite Council (NTC) has been formed (Employers, Workers and Government) and MoU signed in 2007, which for the first time brings together the tripartite constituents in Liberia in a harmonious relationship on labor and employment issues. In addition, the ILO supported the drafting of the new labor law, the first in the world that will be known as the *Decent Work Act*. In support of capacity building for the constituents, the project trained over 250 trade unionists in courses on mediation, conflict resolution and arbitration. By the end of this project, a capacity building plan has been completed, and training centre proposal prepared and training plan for labor administration including course materials (ITC/ILO/PREDEC course) held.

Related activities

Other aspects of the PREDEC project not specifically listed in the Log frame but to which project document draws considerable attention are gender mainstreaming and knowledge sharing. In addition, a number of ILO projects are being implemented in Liberia with a bearing on the outcomes/outputs of the

PREDEC project; namely, UNCT Joint programme on Employment and Empowerment of Youth (2009-2011), and ILO project on HIV/AIDS in the work place. The outputs of these projects are complimentary to PREDEC outputs and provide the ILO a platform for working with other interested UN agencies in support of the 'Delivering as One' UN initiative.

Lessons learnt

- ILO's swift and strategic response to Liberia's request for decent job creation and poverty reduction has proved very effective and contributed to the successful implementation of PREDEC;
- Support to capacity building of the other constituents has laid a strong foundation for industrial harmony, peace and employment creation in Liberia. With the support of the ILO through numerous expert missions, the LCC and LLC together with the MOL/NTC were actively involved in the design and delivery of capacity building frameworks, including the gender action plan, the labor law reform, the employment policy development, the decentralization of the NTC and design of a social dialogue program.
- By integrating capacity building into the work plan of the component projects, sustainability of project activities has been assured: the roads are being maintained through trained community workers; local waste management associations/enterprises were the main implementers of the waste management project; and the NTC has become the focal point for national dialogue on employment issues.

Possible future directions

Component 1: job creation and capacity building through LB methods

- Local economic development along the new road is still in progress; a number of associations have been formed, but local institution is required to manage the funds provided by ILO;
- Towards establishment of effective monitoring system, baseline study was conducted; but another survey will be needed after 3 years (beyond the life of project);
- For continuing road maintenance and replication both AfDB and WB have formulated projects, and have started, using the already developed capacity (2010-2012).
- Proper documentation of lessons learnt and best practices should follow project closure.

Component 2: the creation of decent jobs through waste management.

- Concept for project up-scaling developed for possible funding from the World Bank;
- Discussions ongoing with WB on the up-scaling;
- MCC to take ownership of waste management project and provide the necessary enabling environment for the smooth operation of SME associations involved in primary waste collection;
- Waste re-use through recycling should open up a new strategy for employment creation and poverty reduction in the communities.
- Formulation of phase 2 of the project should enjoy inclusive participation of MCC management, SME waste associations and those operating at secondary level.
- Programme on continuous public education should be an integral part of the new project on waste management.

Component 3: capacity building of the tripartite constituents.

- Build capacity of NTC, [including establishment of a permanent secretariat, human capacity strengthening & implementation of the Strategic Plan for the Constituents], to play active role in policy formulation, social dialogue and programme implementation;
- MoL needs support for review labor legislation and design and implementation of capacity building plan;
- Liberia needs to establish and sustain the effective functioning of a comprehensive Labor Market Information (LMI) system; current LMI project is designed to run from 2008-2011, including conduct of the 1st labor survey in Liberia, data analysis and LMI management.
- The decent Work Bill should be seen through to the Act stage, and support provided to its initial implementation strategies.

Overall PREDEC program

The ILO constituents acknowledge that PREDEC programme has been well executed; implementers were up to the task; and records of achievement very encouraging. For the future:

- Most activities under each output marked a fundamental start and expectations are high for continuation.
- A few activities critical to the project have a life span that goes beyond April 2010 (viz. LMI), and must be completed.
- Activities involving policy formulation have made some progress in getting to the draft and/or Cabinet submission stage (Decent Work Bill; Civil Service Law Reform; National Employment Policy; Solid Waste Policy; Tech/Voc Education Policy) and should be supported further to Cabinet approval and to the initial stages of implementation.
- Given the high level of project performance, ILO may wish to consider fielding a 'Case Study' to document the best practices for possible adoption and replication in and beyond Liberia.
- A number of 'Concept Notes' could be developed as a resource mobilization strategy for attracting other potential donors in order to facilitate continuity and eventual sustainability of programme activities.

1. Background and Project Description and its logic

1.1 Context

Back in 1980, Liberia was arguably a middle-income country with a GDP of US\$1,269 per capita, one of the highest in Africa. The civil war in Liberia which broke out in December 1989 lasted 14 years; it was fiercely fought and caused significant damage to the population, economy and society. After the devastations caused by war, the country joined the world's poorest with an estimated (2005) GDP per capita of US \$163. The depletion of iron ore deposits, damage to mines, and the impact of the civil war on rubber and agriculture production have seriously affected Liberia's economy.

Liberia, like all other African countries is signatory to the Millennium Declaration (2000) and equally determined to achieve the Millennium Declaration Goals (MDGs), including poverty reduction. The proportion of people living on less than a dollar per day increased from 55.1% in 1997 to 76.2% in 2001 according to a household expenditure survey. Extreme poverty increased from 14% in 1997 to 52% in 2001 with about 1.4 million out of a total population of 3 million believed to be living in abject poverty on less than US\$ 0.50 per person per day.

Until recently, the last population census dates back to 1984; the results show that the country had a population of 2.1 million. Planning has relied on the results of the 1999/2000 Liberia Demographic and Health Survey (LDHS) which provide much needed data on aspects of population and health. The available estimates indicate a total population of 3 million in 2001, with a high annual growth rate of 3.4 percent, fuelled by persistently high fertility, declining mortality rates and a growing population of returnees. Life expectancy stands at 47 years, and is further characterized by high child and maternal mortality rates, prevalence of malaria, and increasing rate of HIV/AIDS infection and other diseases. Although the national HIV/AIDS prevalence rate is not known, it is estimated that the infection rate has doubled from 4.2 percent in 1994 to 8.2% in 2001. There is thus an urgent need to mainstream HIV/AIDS workplace policies and programmes in the public and private sectors

With high rate of population growth, the supply of labor is bound to grow faster than the overall population growth over the coming years. This trend will most likely worsen the labor market situation in the country. Overall unemployment rate is 25%, and is a serious and growing problem in the country, particularly among the youth where unemployment rate among 15-24 year olds is much higher. [The planned Labor Force Survey should provide a more realistic estimate]. This statistic has added significance given that 55.6 percent of the household population in Liberia is under 20 years of age, and young people under 30 years of age make up 76.1 percent of the total population.

Poverty and employment issues in Liberia have a gender dimension as well. Longstanding discriminatory practices are said to have given men better access to education and training opportunities than women, with the result that men are relatively more skilled than women, and therefore enjoy better access to the high-income jobs. Even in agriculture where women predominate and contribute proportionately more

than men, women receive limited assistance from agricultural agents who are mainly men. Records show that only 10.6 percent of the loans given by the Agriculture and Cooperative Development Bank during the period 1980 - 1992 went to women. The 1999/2000 LDHS also showed that there are disparities in terms of literacy, between males and females; about 24 percent of females could read and write as compared to 50 percent of males. Data on formal education revealed that 59 percent females have not completed any level of education compared to 42 percent males. Of the 60 percent of the school age population are currently in school, with 65 percent males and 54.5 percent females.

1.2 Logic of the ILO interventions

Following the restoration of peace and democratically elected Government, a direct appeal was made at the International Labor Conference in 2005 by the President of Liberia, H.E Ellen Johnson-Sirleaf, to the International Labour Organization (ILO) to support Government's efforts to resolve the problem of high unemployment in the country. The ILO obliged: first, it provided the Government of Liberia with initial funding to develop a quick impact employment framework known as the Liberia Emergency Employment Programme and the Liberia Employment Action Programme (LEEP/LEAP); second, the ILO formulated the Poverty Reduction through Decent Employment Creation (PREDEC) Project (2007-2010).

1.2.1 LEEP/LEAP (2006-2007)

The logic behind the nature of ILO's interventions is easy to decipher. At the inception of the new post-war Government in Liberia, most Government institutions were run down and lacking in institutional memory. The initial response of the ILO to Government's request for assistance was to boost job creation and give a hand to Government for recovery and effective functioning of public institutions, including the Ministry of Labor and the other ILO constituents. To this end, the Ministry of Labor, in close consultations with the social partners and other key stakeholders, and with ILO support, led the development of an employment strategy covering a period of about 18 months from 2006. The LEEP/LEAP has five key initiatives for immediate job creation and institutional strengthening, which together form an employment programme for sustainable development; namely, (i) boosting employment in public works investments; (ii) skills training; (iii) rationalizing the informal economy and boosting the small and medium enterprise sector and cooperatives; (iv) labor statistics and labor markets information and analysis; and (v) promoting social dialogue and strengthening labor administration. Recently, a sixth key initiative has been added which addresses agriculture.

1.2.2 PREDEC (2007-2010)

In addition to this initiative, the ILO also formulated the Poverty Reduction through Decent Employment Creation (PREDEC) Project, 2007-2010. This ILO technical cooperation project also constitutes a response to the Poverty Reduction Strategy (PRS) for the country. The PREDEC programme also derived its approach from the ILO Employment Intensive Investment Programme (EIIP), which, as a part of the ILO response to the deteriorating employment situation in developing countries has evolved

from a “special public works programme” into a more structured employment generation programme. This approach has been adopted in several post-crisis countries (such as Somalia, Mozambique, and Afghanistan) where early interventions were made to link recovery with long-term development, including immediate and large-scale job creation as well as necessary capacity building support to promote the creation of sustainable jobs and local economic development, including also the optimal use of local resources and private sector development.

There are three main components to PREDEC, the first two aimed primarily at immediate job creation and local economic development, while the third is focused on capacity building.

Component 1 focuses on job creation through reconstructing a road using labor intensive methods, and building capacity accordingly, in the triangle, Bensonville–Johnsonville–Todee, an area with much economic potential and by just creating access, significant economic recovery is expected. It also supports, through a public private partnership with Firestone, the establishment of local cooperatives in charcoal production (and other related areas) on rubber plantations where large numbers of over-aged trees have to be cut and replanting is needed to boost rubber production. It intends to directly create approximately 2,300 jobs (including 300 jobs creation through setting up cooperatives), at least 50% of which should be sustainable. Indirect job creation will be much higher following the overall economic recovery. *Component 2* of PREDEC is directed to the creation of at least 200 decent jobs through private sector development of the waste management sector in Monrovia, following similar ILO interventions in Tanzania and Zambia. *Component 3* addresses institution building of the tripartite constituents to strengthen their role in policy making, as well as their services to clients. It also includes initial technical and financial assistance to the LEEP Secretariat.

The target beneficiaries of the Programme are men and women living in the triangle Bensonville–Johnsonville–Todee and in Monrovia, who were given opportunities for decent work, and better access to markets, further promoting economic recovery. In addition, the programme was designed to benefit staff of ministries of Labor, Public Works, Monrovia City Corporation and Local Governments, trade unions and employers representatives, NGO’s and CBO’s through its capacity building activities.

Project assumptions

The key assumptions of the project are:

- a) that a workable level of peace and social stability reigns in the project, as lack of jobs and decent living in the short-run could result in outbreak of hostilities which could stall development progress which is beginning to take place;
- b) that the government remains committed to employment generation as a top priority and that there is a continued involvement and strong buy in of the sector ministries involved, as this would ensure mobilization of adequate resources from within and external sources; and
- c) that the Government will have sufficient absorptive capacity to receive the support given and apply it for sustainability.

The integrated approach of this programme also necessitated high-level commitment of ILO staff and specialists involved. The project also recognized that the absence of an ILO field office in Liberia would make it even more important to have a strong and coherent team supporting the programme, with clear roles and responsibilities, including support for finance and administration. The success of project implementation was predicated on flexibility, clear roles and responsibilities, coordination and coherence and high professional commitment within the ILO team.

2. Purpose, scope and clients of evaluation

2.1 Purpose

A mid-term evaluation of this programme was carried out in June 2008, to assess the progress made thus far in achieving the outputs of the programme, and to determine if progress is on the right track and whether the findings call for a longer time frame to achieve planned outcomes. . As defined by the Terms of Reference (TOR) for this final programme evaluation, the purpose of the evaluation is to provide an independent assessment of the Dutch-funded PREDEC programme in Liberia and provide recommendations on the future strategy for implementation of similar projects. The evaluation seeks to assess the effectiveness, efficiency and relevance of the following:

- a) Design: the adequacy of design of the strategy and work planning of the ILO Dutch-funded PREDEC programme in Liberia;
- b) Implementation: the extent to which the execution of the programme focused on the objectives, and the level of contribution and coordination of the various stakeholders and;
- c) Performance: the effects and impact of the work completed and the extent to which it has been able to achieve the objectives.

Scope

The final evaluation of PREDEC project covers the period from 01 January 2007 to 30 April 2010. The project includes all the three components activities as defined under 1.2.2 above, and work carried out by partners. Given its integrated nature, the evaluation also focuses on the links between the 3 different components and analyzes performance made as a whole.

In terms of subject coverage, the evaluation addresses issues of programme design, implementation, lessons learnt, replicability and recommendations for the future of the programme and for employment-related work by the government and the UN system under the leadership of the Ministry of Labor. The exercise looks at the interaction of the programme within the framework of the LEEP/LEAP and within the broader contexts of the ILO work/mandate, local governments and the UN system.

In particular the evaluation examines how the ILO as an institution has delivered its technical expertise to employment in the recovery and reconstruction of Liberia, strengthened tripartite partners, and influenced and supported the livelihoods work undertaken by other agencies. Finally, the evaluation identifies good practices and lessons learnt from the implementation of the ILO PREDEC programme in Liberia and

makes recommendations for ILO's future support to the Government of Liberia and the other social partners.

Limitations

The scope of the evaluation outlined above is quite broad and ambitious and a two-week period was rather short for such an intensive work. The post-conflict nature of the country and the breadth of activities undertaken made it difficult to fully address all of the evaluation questions provided in the TOR. The list of persons to be interviewed is so long that making appointments and actually interviewing them could take four weeks. Rather than contact all of them, the Evaluator in consultation with the three programme experts and the CTA selected those contacted from clusters representing the Government, ILO, Employers Association and Workers' Union. In spite of these limitations, the evaluator made every effort to address the aspects outlined to the extent possible based on the chosen evaluation methodology (interviews, workshops and field visits.)

Clients

The clients of the evaluation are (i) the project management (ILO office in Liberia and ILO/Abuja) who coordinated programme implementation and provided technical and logistic support, (ii) the project partners, namely the MOL, the MPW, the MCC, the communities, who were actively be involved in the evaluation and contribute to the programme implementation, (iii) the ILO staff involved in the programme, namely ILO/Abuja, ILO/Addis, ILO field technical specialists and ILO technical units in Headquarters who supported the programme throughout the period, (iv) the donor who will receive copy of the evaluation and be informed of the programme performance in terms of effectiveness, efficiency, impact, relevance and sustainability.

3. Evaluation Methodology

The methodology combined quantitative and qualitative approaches. The evaluator collected hard data from desk review and verified them with soft data from field visits, interviews and workshop. The approach adopted assured the participation of ILO tripartite constituents and both internal and external key stakeholders during all phases of the evaluation process.

The evaluator (Prof. Oladele Arowolo) reviewed the following documents before conducting any interviews or trips to Liberia: programme documentation, ILO progress reports, work plans, mission reports, baseline surveys for components 1 and 2, monitoring data, workshop reports, UN documents, country data etc. Upon arrival in Monrovia, the evaluator was briefed by the CTA and held discussions with the ILO staff of technical units and the field technical specialists who are involved with the management and implementation of the ILO PREDEC Programme at different stages. The evaluator held focus group discussion interview/discussion with ILO programme staff, partners and key stakeholders in accordance with the evaluator's requests and consistent with these terms of reference.

The discussions and interviews were complemented with field visits to the sites of

activities, particularly the road works and the waste management locations in Monrovia. Discussions were held with relevant organizations involved, including the Liberia Chamber of Commerce; the Liberia Labor Congress; National Tripartite Committee; and associations of primary waste collectors.

Based on the above findings, the evaluator presented the evaluation preliminary findings and recommendation to a workshop attended by the key national partners and the programme team. In addition, the evaluator debriefed the programme manager, the Director, ILO/Abuja office and the ILO backstopping unit about the course of the evaluation and the support received.

4. Project Status

The PREDEC project was initially designed to cover a two-year period (2007-2008). The impressive performance of the project, coupled with the enormous post-war employment challenges of the country encouraged the ILO and the Dutch to consider a further extension to 2009 and further till April 2010. The project has been funded by The Netherlands, initially for US\$4.2million but at end a total of US\$5.35 million.

4.1 Validity of the design and implementation strategy

The PREDEC project document clearly defines objectives of the project and outlines the specific outputs and clusters of corresponding activities to be carried out during the period of project operation.

PREDEC has three interrelated components: (i) Employment Generation Programme through Labour Intensive Road Works (ii) Waste Management in Monrovia, Entrepreneurship and Skills Development and (iii) Strengthening the Role of Tripartite constituents. Taken together, the immediate objectives of the project components address both the immediate post-war emergency needs of the Government in the area of labor and employment creation, as well as the long-term requirements for strong and viable institutional machinery to address these issues at all levels of governance in the country. The PREDEC project document clearly defines the objectives of the project and outlines the specific outputs and clusters of corresponding activities to be carried out during the period of project operation. The Log frame employed in the definition of objectives, activities and project indicators provide a pointer to the elements in the design of project comprehensive work plan. It is, however, silent on the other aspects of a comprehensive Log frame, particularly the baselines against which the programme targets were set, identification of responsible party or parties against clusters of activities, and time frame for each activity and resources available.

By its design, PREDEC is an integrated programme with separate but interlinked components. The project document does not define the mechanisms by which project activities are to be brought together, except through the coordinating role of the CTA. Neither the first CTA who served for two years nor his successor who came towards the end of the programme for six months played this important coordinating role of bringing the three component programme experts together to synchronize their

activities and realize important synergies. The result has been that the three project coordinators operated independently and simply merged their progress reports without cross referencing or seeking possible collaboration and synergy. The alert was raised in the Mid-Term review report (2008) but went unheeded.

Related activities

The programme was also designed to address selected related activities; gender mainstreaming, youth empowerment and knowledge sharing. Concerning gender, it was expected that gender issues would be mainstreamed into all aspects of the programme; and to this end, all the three coordinators were given gender training at various venues by the ILO. However, in the definition of outputs and their indicators gender is non-specific. To address youth empowerment, the ILO deployed an expert to service the joint UNCT programme on Employment and Empowerment of Youth (2009-2011) – a major contribution to the UN Delivering as “One” initiative. The programme design also has a knowledge sharing strategy for the promotion of understanding and collaboration. This consists of a communication strategy with a platform on Liberia on the ILO technical cooperation website as well as the production of a video for information sharing.

Overall, project design is good; but a few of the outputs appear ambitious with a multiplicity of overlapping actors (viz. waste re-use through recycling; establishment of LMI; capacity shortages inhibit replication of LBWP; policy drafts - finalized; etc.

Programme status

As the programme stands now, three categories of activities have emerged: a) ongoing activities which must continue; b) those that need to be revitalized and; c) others already absorbed into post-project initiatives recently started with the support of other donor organizations, particularly World Bank and African Development Bank.

In first category of PREDEC activities are those based in projects which have a cycle that goes beyond end of April 2010. This is particularly true of the Labor Market Information (LMI) project, which is designed to run from 2008-2011. Outputs of the project include the conduct of the first labor survey in Liberia, data analysis, and utilization for LMI management. ILO continues to support in terms of technical and financial inputs and the Government of Liberia places an important premium on the establishment and sustained functioning of a national and decentralized LMI system. Also in this category is the ongoing process of developing the Liberia Decent Work Country Programme (DWCP). There is a need for technical backstopping for the completion of the DWCP for Liberia after the initial planning workshop.

Aspects of the PREDEC programme activities that need to be revitalized include waste recycling and re-use, originally built into component 2 but which remains to be explored. Also under component 2, new CBO and small enterprises have emerged and the plan to strengthen their status through microfinance is just about to bear fruit through the creation a small revolving loan scheme. The scheme has been created and some funding made available but requires management by an indigenous microcredit institution. Also, the local economic development (LED) aspect of component 1 of PREDEC programme is yet to be fully explored, particularly more effective utilization of

local resources for business. Study conducted under the project identified cassava processing and charcoal production as potentially viable, but action is yet to be taken to empower the local business community in these two areas. Lastly, all the policies mentioned above that are still at draft stage and awaiting official endorsement should be seen through the administrative processes and support provided to Government initial efforts to implement them.

In the third category are initiatives that have been developed through concept notes under components 1 and 2 of PREDEC, and which have been developed as projects with the support of other donors. For continuing road maintenance and replication both AfDB and WB have formulated and started projects for road maintenance and replication of the labor-based work programme (2010-2012), using the already developed capacity. Regarding component 2, discussions have been held with the World Bank on up-scaling and redesigning of the MCC component and its financing. These project offshoots of PREDEC serve to confirm the relevance of the programme in the first place and the sustainability of its major outputs in addressing decent work and reducing poverty.

4.2 Relevance and strategic fit

In terms of relevance, post-war Liberia required, and Government requested the ILO for, emergency measures that would lay the foundation for institutional rebuilding and capacity strengthening. The ILO's response to the Liberian Decent work Country Programme was to be provided in two phases, with the first phase focusing on the priority of employment creation through labour-based methods, (road rehabilitation and waste management programme for Monrovia), capacity building for the tripartite structures and immediate assessments and surveys allowing for broader responses in the other areas identified as decent work programme priorities.

ILO's initial response was to support the Government of Liberia in an intense and quick process of formulating the Liberia Employment Emergency Programme and the Liberia Employment Action Programme (LEEP/LEAP), drawing on the ILO's Global Employment Agenda (GEA) as well as on its experience in job creation in other post-conflict countries. The programme combines direct action to create jobs, with institution building of the key labor institutions in order to ensure sustainability of project activities. As part of its post-war efforts, the Government of Liberia started the Interim Poverty Reduction Strategy (iPRSP) process to cover the period 2008-2011, which includes a chapter on working out of poverty. The employment element of the iPRSP is then further amplified in the government's LEEP/LEAP framework.

By its design the Dutch-funded ILO programme being evaluated (PREDEC), apart from its own immediate objectives, was to contribute to the operationalization of the LEEP/LEAP framework, through support to four of its key initiatives: (1) boosting employment in public works investments; (2) rationalizing the informal economy and boosting small enterprises and the cooperative sector; (3) labor statistics and labor market information and analysis, and (4) promoting social dialogue and labor administration. In addition, PREDEC was designed to support the mechanism for coordination itself through initial technical and financial inputs into the LEEP Secretariat established in the Ministry of Labor.

The proposed ILO Liberia DWCP will require mobilization of additional resources; it has 7 outcomes subsumed under three priorities, all of which can operate independently. They will build on achievements of PREDEC, but if resources are mobilized timely, will be implemented simultaneously and under one decent work country programme umbrella. The Liberia DWCP will focus on: (i) employment generation programme; (ii) Strengthening of the Ministry of Labor; (iii) a programme for labor statistics and labor market information; (iv) support to the formation of trade unions and employers; (v) harmonization of the labor force and combating child labor and trafficking; (vi) a programme to promote women's employment. The labor force survey to be carried out has already been initiated and will soon be completed. The strategy of PREDEC has also provided much needed space for the formulation of the of the Liberia Decent Work Country Programme. A DWCP Validation Workshop was conducted early in April 2010 and it is expected that the Liberia DWCP document will be produced soon.

The PREDEC is also aligned with UNDAF, in terms of aspects of its outcomes and outputs. Among the Liberia UNDAF outcomes, the ILO DW agenda is well reflected with regard to youth and development, gender equality, conflict prevention and security, Human Rights and capacity building. Regarding youth and development, DW outputs addressed include Increased access to vocational training, business skills development and micro-credit schemes for young women and men; Design of labour/employment intensive programmes targeting youth. DW outputs on Gender include : ensure monitoring systems provide sex-disaggregated data; increase agricultural production, with focus on women small-holder farmers; advance gender equality and the rights of women and girls; respond robustly to gender-based violence and human trafficking (Gender-based violence Plan of Action). On Human Rights, the relevant DW activities in UNDAF include: mainstream human rights standards into local and national development planning processes; reform labour laws in accordance with human rights standards and International Labour Organization Conventions; etc. Also on conflict prevention and security, the UNDAF outputs relevant to DW include increased access to productive employment and equal opportunities for sustainable livelihoods. The DW aspects of capacity development in the UNDAF include enhanced capacity of the Liberia Institute for Statistics and Geoinformation Services and relevant national entities for generating and managing national, disaggregated statistics and; increased number of skilled health workers. In Liberia, the UN family has come together in an unprecedented manner by increasing labour-intensive public works projects.

In essence, the ILO programme of support to the Government of Liberia and the constituents was designed to address both the required downstream and upstream measures, including the need for quick and massive decent job creation as well as policy and institutional capacity building, which makes the programme even more relevant for a country like Liberia with its massive requirements for institutional restructuring, capacity building and creation of large decent employment opportunities.

Three years since the start of the programme's implementation, there is no doubt that it continues to be relevant and aspects of the outputs demand up-scaling and/or

replication. In itself, the project replication (see section 6 of this report) is already a recognition of the appropriateness of the approach and that it through these achievements is supporting policy development. This will only be fully realised when follow up work to the baseline and impact of the EIIP activities will be forthcoming and documented. In the meantime, it is possible to take the policy development into a much stronger PRSP that is now coming up for revision.

4.3 Effectiveness of management arrangements

The programme identifies ILO Office in Abuja as having the responsibility for programme implementation in close cooperation with the SRO in Addis Ababa. The management strategy is justified in the light of the efficient and effective implementation role of the ILO Abuja office and the technical backstopping diligently provided by the concerned ILO offices/Units in Addis Ababa and Geneva.

On the ground, the programme envisaged a management team, based in Monrovia, led by the CTA with responsibility for overall day-to-day management and smooth implementation of work plans for the various project components. The CTA will directly report to the Director of the Area Office in Abuja, who has ultimate responsibility for the programme in Liberia.

The CTA was to be administratively supported by a Programme Officer who was never appointed, but instead an Administrative Assistant was recruited to service the programme throughout the period (see Annexed ILO Monrovia office staff list). Given the various technical duties to be performed and the range of administrative functions within ILO offices in Monrovia and Abuja, as well as between project components and the collaboration partners, including the constituents, the CTA workload was on the heavy side. With the support of the CTA, the component project coordinators produced progress reports of a good quality periodically, although their activities were done without much integration.

The project implementing partners are the Ministry of Labor; Ministry of Public Works; Monrovia City Corporation; Workers and Employers Organizations; Montserrat County Superintendent's Office; and the Youth Agricultural Training Centre, Bensonville. Each of the institutions has defined responsibilities coordinated by the LEEP Steering Committee.

The collaborating partners are: Ministry of Commerce and Industry; Ministry of Youth & Sport; Ministry of Agriculture; Ministry of Planning and Economic development; Ministry of Internal Affairs; Ministry of Education; Ministry of Health and Social Welfare; Office of the President; Business Associations; Rubber Plantation Companies (e.g. Firestone); Planters Association; Chamber of Commerce; NGOs and CBOs; UNMIL; WB; FAO; UNCT; ERC/UNDP; USAID; Local Government; Monrovia Municipal Corporation. Through ILO sponsored meetings and participation in PREDEC activities and collaborative works such as joint programme implementation under UNDAF, the collaboration was established among the agencies mentioned above throughout the PREDEC programme period.

The programme design encouraged partnerships with other institutions and

programmes and envisaged collaboration in the programme's implementation strategy. The programme has actively collaborated with other UN bodies on the ground such as UNOPS (road programme to be funded by UN peace building fund), UNHCR, UNIFEM (gender programme), UNMIL (materials on road construction), UNICEF (youth), FAO (joint study on agriculture) and UNDP (on the national employment policy, national youth policy and LEEP/LEAP) as well as some donors like the World Bank, GTZ and USAID. UNCT Joint. The ILO has established itself as a key player in the area of employment and has participated in UNCT meetings, retreats, the UNDAF preparation (even chairing the Early recovery cluster and the employment theme group). The programme has also been flexible in developing partnerships with additional relevant institutions in the course of programme implementation, such as the Federation of Liberian Youth (FLY), Liberian Association of Contractors and Liberian Market Association.

Both the implementing agencies and collaborating partners made important contributions to drafting of the Decent Work Bill; Civil Service Law Reform; National Employment Policy; Solid Waste Policy; Technical/Vocational Education Policy. Keeping the partners working together will be a major factor in the successful implementations of these critical policies aimed at creation of decent employment, poverty reduction and improved social dialogue among the ILO constituents in Liberia.

The risks/assumptions made for the successful implementation of the project are clustered: continued peace & stability; Government commitment and support; sufficient Government absorptive capacity; and ILO technical support. As it turned out, although the programme in general enjoyed tremendous support and enthusiasm from the Government, towards the end of the project, component 2 did not receive that kind of support from the MCC. This evaluation found that this could be due to a poor understanding of the relevance and objectives of the project by the new leadership in the Municipality. It is suggested that any future follow-up project should be formulated with the full involvement of MCC management in order to assure ownership and cooperation.

4.4 Efficiency of resource use

ILO technical interventions

The Abuja Area Office Director, through the CTA and a team of 3 Coordinators (one expert/coordinator for each of the three components), were responsible for programme delivery as specified in Log frame. The three coordinators worked with industrious dedication and their outputs were quite tangible.

Part of the strategy for the effective utilization of resources for efficient implementation of the PREDEC programme is the deployment of ILO experts from the regional offices in Abuja and Addis Ababa and the Headquarters in Geneva to respond to project request for technical assistance from time to time.

During the programme period, the ILO sponsored numerous missions to Liberia on various aspects of the programme. These include backstopping missions by the SME and Labour-based expert at the SRO Addis for components 1 and 2; the Employers'

expert based in another region to assist in the re-establishment of the employers association in 2008; an international consultant on LMI and labor force survey (2008/9); labor inspection and administration (May 2009) to assist the MOL on building the capacities of labor inspectors; mission by the Geneva Dialogue Expert on Labor Law Reform to Liberia (May 2009) to provide assistance to the Government of Liberia on the reform of the labor code for the country; mission by the ILO Project Office in collaboration with the ITC/ILO in Turin, Italy involving ILO international experts on OSH to facilitate training courses on Occupational Safety and Health Inspection and Occupational Safety and Health Systems Management (June 2009); ILO mission on HIV/AIDS (June 2009).

In addition, the ILO sponsored a number of missions in support of Liberia's ongoing effort to upscale the social dialogue programme in the country. As a result of these technical interventions, social dialogue training and facilitation has been accelerated and delivered with the merger of the two labor unions into the Liberia Labor Congress (LLC) and the reactivation of the Employers' Association (Liberia Chamber of Commerce - LCC). The Government, the national Trade Union and Employers' organizations have formed a National Tripartite Committee (NTC) to promote collaboration and industrial harmony.

The following significant achievements also owe much to the technical interventions of the ILO: draft Decent Work labor law produced; LEAP Secretariat restructured; draft national employment policy (developed) and a National Employment Bureau (NBE) established with costed action plans (including employment caravans); Labor Market Information project started, with initial training conducted and the first Labor Force survey in the country being planned; the MOL's library equipped. The HIV/AIDS preparation mission in June 2009 led to the design of a \$.25 million project document for OPEC funding in less than two months and the mobilizing of a coalition of likeminded tripartite partners including the MOL and LIBCAA of the LCC and LLC, to serve as implementing partners under the ILO's leadership. The project started early in 2010.

Finance

Project document provides Budget Summary, indicating provision for each budget line but no budget justification. This makes it difficult for the project manager to be guided by the budget in the actual allocation of resources as there is no objective basis for determining unit cost and the demand of each budget line. This also raises the question about the basis for arriving at the cost of the programme itself. At the point of evaluation, the absence of any budget justification makes it difficult to determine efficiency and effectiveness of financial expenditure in relation to any given output.

Overall, the ILO strategically deployed a total of about US\$5.4 million towards achieving programme outputs (see Table 4.1). In the beginning months of the programme, reports indicate that slow issuance of EPAs from the substantive ILO field office was experienced due to improper requests from the Project Office, and this affected the timeliness of delivery. Also, the implementation rate on some budget lines was low citing the same reasons. Table 4.1 shows the overall picture of allocations and

expenditure patterns towards the end of the programme.

Table 4.1: Programme implementation rate (2007-2010) *

BL	Description	Allocations (a)	Expenditure (b)	Rate**
011	Project personnel	1,389,776	1,295,157.30	93.2
013	Administrative support	189,590	168,013.26	88.6
015	Local travel	1,363	1,363	100.0
016	Missions	276,824	188,697.04	68.2
017	Consultancies	295,712	270,671.02	91.5
018	Labor cost for 60000 work	317,895	287,376	90.4
021	Institutional support	415,601	270,203	65.0
031	Study tours	37,540	9,940	26.5
032	Studies/Training Workshops	621,485	541,335	87.1
041	Non-Expendable equipment	705,690	665,568.49	94.3
051	Expendable equipment & office supplies	485,807	374,478.36	77.1
	PROJECT TOTAL	5,353,130	4,600,561.77	85.9

* Based on Print out from ILO Abuja Office as at 27-04-2010 (excluding most recent expenditure not yet captured by the system); figures in US\$.

** Implementation rate (b)/(a) x 100 = %

At the end of 2009, before the project was extended for the last time, implementation rate was 100%. The balance of 14% yet to be expended reflects the situation in 2010 in which, either full account has not been taken or expenditure is yet to be incurred on specific budget lines. The lowest implementation rate is on Study Tours (BL 031); but 76.4% of budget for study tours was allocated in 2010.

In general, implementation rate for this programme has been remarkably high, more so if the recent expenses are reconciled. Given the general impressive performance of the programme, it can safely be concluded that the finances of the programme have been efficiently managed. As previously noted in the MTR (2008), the various components have made good use of existing ILO materials and tools and where necessary, such as in waste management, they have been adapted to meet local conditions to facilitate usage. They have thus not wasted time and funds to reinvent the wheel by developing new tools.

4.5 Impact orientation and sustainability

The PREDEC programme deployed a considerable load of resources towards capacity building, particularly the utilization of ILO experts and local/external consultants for on-the-job training of Government and other tripartite partners, associations and small-scale entrepreneurs. The training programme was continuous in the three programme components, and the strategy paid off in the end.

Component 1

In the labor-based road works component, communities were trained in aspects of road construction and for future maintenance of the road. Roads are already being maintained by community labor, and labor-based maintenance regimes have been successfully demonstrated and adopted. MPW staff, including 24 Technicians/Engineers, has also been trained to construct and maintain roads using labor based methods. Domestic private contractors (11) received initial training for labor-based road works. Project impact and lessons have been captured and through

knowledge sharing, the ILO LB method has been adopted by MPW for the rehabilitation of feeder roads with support from EU/WB, AfDB and SIDA. Already, agreement has been signed with AfDB to replicate labor-based maintenance method over 600km; also, the European Union and the World Bank have agreed to work together and are funding 100km of feeder roads rehabilitation using LB methods in 3 counties. In addition, AfDB has requested the ILO to study 100km of feeder roads in the south east for a rice project; project document has been developed and this project is expected to commence in 2010.

Also in order to assure sustainability of project activities, an effective monitoring and reporting system has been established by the project for subsequent use in other projects. Business opportunities and cooperatives have been identified in the project area and the capacities of the SMEs developed to exploit the opportunities. The predominant business opportunities identified are cassava and charcoal production. Training needs and opportunities have been identified paying particular attention to women entrepreneurs/women run cooperatives, and the community based training for communities along demonstration road has led to increased business knowledge and skills of SME owners and managers.

Component 2

Capacity building was also key to realizing the objectives of component 2, which is to improve environmental conditions and the creation of sustainable jobs for poor youth, women and men by involving and engaging communities in solid waste management. In this component as well, ILO deployed considerable technical support for training of all categories of project workers and implementers. Community based organizations, microenterprises and city officials were trained in business management and technical skills for solid waste management, including recycling and composting. At least 50 persons from 14 CBOs/micro enterprises received training in business and technical skills in solid waste management. In addition, one official of the MCC received training in Turin in sustainable enterprise development. Although re-cycling was not done because of market constraints, the project prepared the community for that; 30 persons from 10 CBEs were provided skills in marketing of recyclable materials and simple book-keeping.

Critical to sustainable maintenance of the environment is awareness; the project mounted a series of awareness campaigns at all levels and this has led to (i) changed and improved behaviour and attitudes towards solid waste management and; (ii) increased number of residents subscribing and willing to pay for waste collection services provided by the CBEs. Although coverage for primary collection remains low at about 15 percent of households in the target areas, illegal waste disposal practices by residents has reduced considerably. The future of waste disposal management rests upon indigenous associations as the project has succeeded in forming one association of waste management service providers involving the 10 community-based waste management enterprises. In addition, a revolving fund has been established and functioning, and 6 SMEs have received loans to expand their businesses.

Project impact and lessons have been captured for knowledge sharing, up-scaling and/or replication. A concept paper for project up-scaling has been developed for

possible funding by the World Bank, and discussions are ongoing with the World Bank on the up-scaling waste disposal and management particularly at the primary stage.

Component 3

The ILO's intervention under component 3 has accelerated the promotion of social dialogue and strengthened labor administration in Liberia. Apart from institution and capacity building carried out under the LEEP/LEAP project the ILO PREDEC programme has contributed significantly to the establishment of the current National Tripartite Committee (NTC); the consolidation of employer representation into a unified Liberia Chamber of Commerce (LCC); the consolidation of worker representation into a unified Liberia Labor Congress (LLC); and the drafting of the new labor law, the first in the world that will be known as the *Decent Work Act*. The constitutional committee has produced a draft constitution to be adopted by the forthcoming congress that will formally launch the LLC. Now the LLC speaks for Liberia's unionized workers with one voice. Although still confronted by low level of membership subscription, both the LCC and LLC have become quite visible and increasingly so, and both separately and together, are having a positive impact in the business community, and in promoting industrial harmony in the workplace. Other important institutional support by ILO facilitated the gender mainstreaming process, and the formulation of a National Policy on HIV/AIDS in the Workplace.

A major milestone for social dialogue in Liberia was the signing of a Memorandum of Understanding (MoU) by the tripartite partners in June 2007. Facilitated by the ILO, it represented a concrete first step toward the institutionalization of effective social dialogue to assist in recovering from conflict. The MoU committed the parties to establish a Secretariat for the NTC, to hold a National Labor Conference to review the labor code, and to implement a reform agenda for both employer and trade union organizations.

In order to assure sustainability, the ILO provided a range of support to the NTC and its members, including training, supply of equipment and renovation work. It developed a capacity-building programme during 2008 to strengthen the negotiation skills of the committee members. Several NTC members participated in an ECOWAS regional workshop on institutionalization of social dialogue in Dakar in April 2008. An ILO consultant worked with the NTC in July 2009 to develop a strategic plan for the NTC, and a training plan for its members.

The ILO also provided support to the social partners which has generated significant impact and contributed to sustainability of the work of the constituents. Apart from the Unions' Central Organization Committee, the constitutional committee and other committees of the Unions have also received support from the ILO programme.

5. Review of Project Implementation

5.1 Programme performance

The performance of each of the program components is presented in detail below. Figure 5.1 shows a summary of project performance during the reference period of evaluation, 2007-2010. It shows the overall development objective, the five immediate objectives of the project with their corresponding indicators and evaluation of progress

made. Finally, the last column of the figure provides summary view of conditions and prospects for achieving stated objectives.

Component 1

Progress on labor based road works has been very remarkable. With the objective to demonstrate job creation potential through the use of well managed labor based methodologies for road works, the component achieved all the targeted outputs on schedule. The 11 km of Barclay road was completed to gravel surface and 12 km of Bensonville road completed to formation level within the 2 years of programme period. As a result of training and local capacity building by the component, the roads are now being maintained through community labor; hence, labor-based maintenance regimes have been successfully demonstrated and adopted. This output generated a total of 95,730, much higher than the 60,000 workers days under decent work principle. In addition, the project generated increased income for beneficiaries, as \$324,143 was paid as wages to workers.

In order to assure sustainability of project activities, the project has trained 24 MPW Technicians/ Engineers in labor-based methods. One significant impact of this has been that the ILO method has been adopted by the Ministry of Public Works (MPW) for the rehabilitation of feeder roads with support from European Union, the World Bank, AfDB and SIDA. To this end, agreement has been signed with AfDB to replicate labor-based maintenance method over 600km; a project is now in operation with EU/WB is funding for the rehabilitation of 100km of feeder roads using the ILO labor-based methods in 3 counties. In addition, AfDB has requested the ILO to study 100km of feeder roads in the south east for a rice project, and it is expected that this project will commence in 2010. Other spin-offs from the PREDEC are the EU/WB funded AIDP and ADB funded ASRP. In order to establish an effective monitoring system and document lessons learnt, the project adopted the ILO's Rapid Assessment of Poverty Impact method; however, while baseline information has been captured, a full impact assessment is yet to be made.

Apart from the MPW capacity, the project also trained 11 domestic private contractors in labor-based method for road works. In addition, 30 supervisors including 12 ladies were attached to the 2 demonstration sites from October –Dec 2008, and 11 private enterprises were listed for future labor-based road contracts.

Outside direct labor works, the project was designed to explore business opportunities and cooperatives identified in the project area and to develop the capacities of the SMEs to exploit the opportunities. The project carried out a business environmental scan of the project area; the predominant business opportunities identified are cassava and charcoal production. In order to exploit the potential business opportunities associated with these local resources, the project carried out training needs assessment in May 2008, adopted selection criteria and supported the formation of two small business associations. Thereafter, community based training was organized to ensure increased business knowledge and skills of SME owners and managers. Further training is needed to cover more SMEs so as to fully explore the business opportunities provided by local resources in this project environment.

Component 2

The waste management component of PREDEC was plagued by challenges almost from the beginning. The 2008 MTR identified the “MCC’s inadequate support because of its inadequate resources” as a major constraint faced by the project. Later in the process of project implementation, whatever official support the project received up to 2008 has been reduced further with the change of leadership at MCC. Neither the project management nor the emerging waste disposal enterprises or associations enjoyed the support of MCC, except at the lower level of authority. Nevertheless, the project recorded an impressive list of accomplishments, although not all the objectives were met.

The project was designed to build local capacity for the management of solid waste and show that creation of decent jobs can go hand in hand with environmental services. The project trained CBOs/micro enterprises and city officials in business and technical skills for solid waste management, including recycling and composting. At least 50 persons from 14 CBOs/micro enterprises were trained in business and technical skills in solid waste management; 10 out of the 14 CBOs have organized community waste collection enterprises, including 4 of the micro enterprises managed by women. In addition, one official of the MCC received training in Turin in sustainable enterprise development. Regarding employment, 193 jobs were created by the close of 2008, benefitting 25 youths, 93 women and 75 men. In addition, 10 MOUs were signed between Monrovia City Corporation (MCC) and 10 community-based enterprises involved in primary waste collection services.

The project also planned to promote waste recycling and re-use: 30 persons from 10 CBEs were provided with skills in marketing of recyclable materials and simple book-keeping, but due to lack of market and support mechanisms, the recycling aspect of this project remains only as a potential awaiting future investments.

As part of its project strategy for promoting environmental sanitation through public education, the project mounted a two-phased (6 months each) public awareness campaign and conducted 2 sensitization meetings with policy makers. In addition, 4 officials of the municipality have benefitted from study tours in Ghana and Tanzania. The result has been that increasing number of residents are subscribing and are willing to pay for waste collection services provided by the CBEs, but service coverage for primary collection is around 15 percent of households in the target areas. However, illegal waste disposal practices by residents were reported to have reduced considerably.

The project also provided support for the formation of community based organizations (CBOs) in the business of waste management. One association of waste management service providers was formed involving the 10 community-based waste management enterprises. Members of the association were given training in advocacy and lobbying skills; and the association developed its 3-year strategic plan, which has served as a resource mobilization strategy.

The project conducted a survey on OSH status in solid waste management and provided training for 60 senior level staff of the municipality and other government agencies, representatives of employers and workers and the private sector in OSH Inspection and OSH management. Over 150 Garbage workers including waste collectors and field supervisors were also trained in OSH practices and provided appropriate safety gears.

In order to streamline the procurement and monitoring system for solid waste management in MCC, 10 MOUs were signed between MCC and 10 community-based waste management enterprises. The MOUs are being reviewed for conversion into binding contracts Quarterly monitoring reports submitted by CBEs. In order to assist CBOs/micro enterprises to access funds to start their business, a revolving fund was established and is functioning. Already, 6 SMEs had received loans to expand their businesses.

The project conducted baseline survey conducted in project area of influence in order to document lessons and best practices for possible replication. Video filming of project has also been conducted for lessons learned. As the project winds up, a concept note for project up-scaling has been developed and discussions are ongoing for possible funding from the World Bank.

Component 3

Component 3 of PREDEC has performed very well in realizing its objectives. By its design this component addresses the ILO constituents – Government, employers and workers.

The first objective is to capacitate the LEEP Secretariat to fulfill the Ministries' role of lead facilitator for operationalizing the LEEP strategy, leading to a coordinated response in livelihood and employment recover. The initial focus was on building the LEEP secretariat and strengthening its role as well as that of other MOL structures in response to the need to combat post-war unemployment challenges and address the weakened capacity of the Ministry of Labor (MOL). With the technical and financial support by the ILO, the LEEP strategy was implemented with remarkable results: i) LEEP Secretariat was transformed into the National Bureau of Employment, which formulated an action plan, including the Employment Services program; ii) a draft national employment policy developed and submitted to Cabinet for approval by the MOL; (iv) a project on establishment of Labor Market Information system (2008-2011) formulated (including the conduct of the first national Labor Force survey in Liberia) and implementation already started with the support of USAID and UNDP ; (v) the MOL's library equipped, staff trained and a study tour to Tanzania undertaken and technical support/training provided by the ILO Library in Geneva; and (vi) a training center proposal developed for in-service and induction training.

The second objective of component 3 is to strengthen the labor administration system, particularly the MOL, as well as workers and employers organizations to fulfill their role in designing and implementing social and labor policies. A significant achievement of the project is the delivery of social dialogue with the merger of the two labor unions into the Liberia Labor Congress (LLC) and the revitalization of the Employers' Association

(Liberia Chambers of Commerce - LCC). In addition, a National Tripartite Committee (NTC) was established, facilitating collaboration among the unions, employers and MOL - all working together with increased industrial harmony on policy formulation and decentralization issues.

With the support of the ILO through numerous expert missions and with the collaboration of the NTC Coordinator, the LCC and LLC together with the MOL/NTC were actively involved in the design and delivery of capacity building frameworks, including the gender action plan, the labor law reform, the employment policy development, in the decentralization of the NTC and design of a social dialogue program. In addition, the nine-member NTC (tasked with coordinating the tripartite partners, promoting social dialogue and employment creation and fostering industrial harmony) has been implementing a 12-month action plan facilitating focused training and networking for effective implementation of the PRS. Also, the NTC has circulated the national policy on HIV-AIDS, provided training on HIV/AIDS and established a business coalition network against AIDS (LIBCAA) and developed a proposal for possible OPEC funding. Training centre proposal was prepared and training plan for labor administration including course materials (ITC/ILO/PREDEC course) held.

The establishment of a nine member CSA Reference/Social Dialogue Group for Public Sector workers is also a spin-off of the project.

It is significant that the project supported the drafting of the new labor law, the first in the world that will soon be known as the *Decent Work Act*.

Other important project achievements include the following:

- Needs assessment conducted & capacity building plan on labor inspection developed;
- Library set up, equipped and training completed for 8 staff by US Center for Public diplomacy and study tour to Tanzania undertaken by the librarian and visit by Librarian from Geneva carried out.
- OSH Training 2 courses carried out for labor inspectors;
- Over 250 trade unionists have been trained, including courses on mediation, conflict resolution and arbitration, to improve industrial relations and enhance social dialogue and change enabling environment.
- Advisory services provided by the ILO workers' education technical specialist.
- Renovation and restructuring of the LLC and LCC offices concluded with financial assistance from the PREDEC.
- Study tours arranged for LLC and LCC executive members to different countries like Ghana, Nigeria, Mauritius and Kenya.

The NTC has since started regional consultations to establish regional tripartite bodies called Regional National Tripartite Council/Regional NTCs. With time, therefore, the NTC structure will be decentralized to the counties, where the county consultative bodies will be established and consolidated, thereby beginning the foundational arrangements for the firm institutionalization of social dialogue in Liberia. Their major challenge is to increase and better serve their memberships and become more active

participants in fulfilling their mandates and sustaining the social dialogue mechanism in the country, which is gradually taking roots throughout the country with ILO support and guidance.

Related programme activities

Gender

Concerning gender, it was expected that gender issues would be mainstreamed into all aspects of the programme; and to this end, all the three coordinators were given gender training at various venues by the ILO. However, in the definition of outputs and their indicators gender is non-specific. The result has been that it is difficult to determine the extent to which gender has actually been mainstreamed. However, programme records indicate that sex-disaggregated data were collected for various activities under the PREDEC and gender issues continued to be mainstreamed in all three components. Records also indicate that under component 1, female owned and managed companies and SMEs along the demonstration road, especially female operated businesses who received business management training and access to credit were encouraged (16,000 person days of work have been achieved by the female labor force out of 55,000 person days of work). In component 2, over 30 per cent of the community based organizations owned by women were supported with basic tools, equipment and credit to enable them to kick start their waste collection businesses (of the 193 jobs created, 96 were women. In component 3, the NTC and social partner affiliates received gender awareness training; and outreach programmes for women workers and entrepreneurs were provided with leadership, negotiation and conflict resolution skills. In addition a National Gender Network of Liberia was established and is operational. Follow-up activities were carried out which publicized the National Gender Network, finance outreach activities and advocacy training and sensitization.

Youth empowerment

The ILO PREDEC programme deployed officials – Programme Manager, Employment services and Skills experts - to service the joint UNCT programme on Employment and Empowerment of Youth (2009-2011) – a major contribution to the UN Delivering as “One” initiative which was an offshoot of the PREDEC. Collaborating partners for the implementation of the Youth programme are ILO, UNICEF, UNFPA, WB, UNDP, UNESCO and UN Mission; while the Government partners include MYS, MoL, MGD, and MoP. Programme components consist of skills development; certification and standards; capacity building; promotion of social cohesion; and decent employment creation. Progress achieved under the joint Youth programme include the formulation of Liberia Technical/Vocational Educational Policy submitted to Cabinet; TOT for 40 youth in business development; training of 101 youth in business development; preparation and publication of Business Development Service Providers’ Directory; conduct of needs assessment of adolescent girls; production of a Training Manual on Peace building and Leadership Training, and training of 1600 youth which is still ongoing; setting up of youth-friendly Sexual and Reproductive Health centers; establishment of a 40-member Agricultural cooperative; and placement of 138 Youth Volunteers placed throughout the country.

Knowledge sharing

The programme design also has a knowledge sharing strategy for the promotion of understanding and collaboration. This consists of a communication strategy with a platform on Liberia on the ILO technical cooperation website as well as the production of a video for information sharing. The knowledge management and sharing and communication– Liberia TC RAM Project has three aspects: (i) knowledge management for identifying good practices to be replicated and lessons learnt to be built upon; (ii) internal and external reporting activities to the stakeholders and (iii) communication strategy for giving the ILO a ‘human face’. The project supported activities for promoting the visibility of the ILO programme in Liberia, including the development of documentary of before, during and after interventions of the ILO programme; linking with the ILO Africa web page, and the ILO crisis web page; posting information on Workshop reports, and other events; linking ILO Monrovia with the UN website in Monrovia; providing the Donor with updates on programme implementation based on CTA reports; MTR Report and related reports.

5.2 Problems and constraints encountered

Progress in the programme’s implementation has often been impeded by a number of constraints. Among them are the following:

- The implementing partners continue to have weak but improving institutional and human capacity, which limits their contribution to the programme’s implementation.
- Poor collaboration by certain elements in Government due to poor understanding of the project objectives and strategy, particularly under the waste management project (Component 2);
- The partners have not always been able to provide counterparts on time or with the right level of skills. The engineers provided by the Ministry of Public Works to the labor-based road construction work possessed low engineering skills and, thus required considerable time to upgrade their skills.
- Some delays in programme delivery were identified due to reliance on ILO technical specialists in the region whose work plans are already overloaded.
- Delays were experienced in delivery of procured equipment and machinery for some of the programme’s components.
- Training has been delivered in a piecemeal manner and often late due to the difficulties often experienced in identifying and deploying experts on mission and logistic problems.

6. Conclusions

The ILO PREDEC programme of support to the Government of Liberia and the constituents was designed to address both the required downstream and upstream measures, including the need for quick and massive decent job creation as well as policy and institutional capacity building, which makes the programme even more relevant for a country like Liberia with its massive requirements for institutional restructuring, capacity building and creation of large decent employment opportunities.

The PREDEC programme has achieved almost all its stated immediate objectives; by the end of 2009, financial implementation rate was 100%, and the extension till 30 April 2010 was evidence of the commendable performance of the programme which was openly acknowledged by Government and the other constituents during the evaluation. Three years since the start of the programme's implementation, there is no doubt that it continues to be relevant and aspects of the outputs, demand up-scaling and/or replication.

In order to foster collaboration, an ILO programme manager was recruited to service the joint UNCT programme on Employment and Empowerment of Youth (2009-2011) – a major contribution to the UN Delivering as “One” initiative. Collaborating partners for the implementation of the Youth programme are ILO, UNICEF, UNFPA, WB, UNDP, UNESCO and UN Mission; while the Government partners include MYS, MoL, MGD, and MoP.

Both the implementing agencies and collaborating partners made important contributions to drafting of the Decent Work Bill; Civil Service Law Reform; National Employment Policy; Solid Waste Policy; Technical/Vocational Education Policy. Keeping the partners working together will be a major factor in the successful implementations of these critical policies aimed at creation of decent employment, poverty reduction and improved social dialogue among the ILO constituents in Liberia.

Concerning gender, it was expected that gender issues would be mainstreamed into all aspects of the programme; and to this end, all the three coordinators were given gender training at various venues by the ILO. Apart from the direct gender-related activities carried out in each of the programme components, a National Gender Network of Liberia was established and is operational. Follow-up activities were carried out which publicized the National Gender Network, finance outreach activities and advocacy training and sensitization.

As the programme stands now, three categories of activities have emerged: a) ongoing activities which must continue; b) those that need to be revitalized and; c) others already absorbed into post-project initiatives recently started with the support of other donor organizations, particularly World Bank and African Development Bank.

The first category of PREDEC activities are those which have a cycle that goes beyond end of April 2010. This is particularly true of the Labor Market Information (LMI) project, which is designed to run from 2008-2011. The second category of the PREDEC programme activities that need to be revitalized include waste recycling and re-use, originally built into component 2 but which remains to be explored. In addition, all the policies formulated under this programme that are still at draft stage and awaiting official endorsement should be seen through the administrative processes and support provided to Government initial efforts to implement them.

The third category are initiatives that have been developed through concept notes under components 1 and 2 of PREDEC, and which have been developed as projects with the

support of other donors. For continuing road maintenance and replication both AfDB and WB have formulated and started projects for road maintenance and replication of the labor-based work programme (2010-2012), using the already developed capacity. Regarding component 2, discussions have been held with the World Bank on up-scaling and redesigning of the MCC component and its financing. There is also the AfDB funded ASRP due to commence in July 2010. These project offshoots of PRDEC serve to confirm the relevance of the programme in the first place and the sustainability of its major outputs in addressing decent work and reducing poverty in post-war Liberia.

7. Recommendations

Component 1:

- a) The local economic development aspect of the labor-based road works project has not been fully addressed: concept paper should be developed and funding mobilized for the development of small-scale business ventures, particularly in charcoal and cassava production.
- b) Government should adopt the roads monitoring system developed under this project and ensure that the roads are properly maintained on a continuing basis.
- c) The outputs of the labor-intensive road works project should be documented in a case study as an ILO best practice.

Component 2

- a) Phase two of the waste management project should ensure that the formulation process is inclusive, so as to enlist the interest and support of MCC management and the implementers.
- b) Solid waste management should take into account the relationship between primary and secondary collection stages and ensure that project design adopts an integrated approach and effective collaboration.
- c) Government should ensure that appropriate policies and regulations are in place and are enforced to facilitate voluntary payment for waste collection and disposal services and compliance with environmental safety provisions.
- d) Concept paper should be developed to address the waste recycling aspect of the project which was initiated in part but not fully implemented.

Component 3

- a) The ILO should ensure that the Decent Work Bill now in parliament is followed through to its finalization as an Act; subsequently, initial support should be provided to the constituents in implementing the Act.
- b) The project on Labor Market Information, which involves a national labor force survey, should be supported to the end, with the LMI established and functioning.
- c) The National Bureau of Employment (NBE) which will also include employment services/ counseling and labor market information should be decentralized in order to assure a wider reach and effectiveness.
- d) The ILO support to the LCC and LLC thus far should be regarded as having laid the foundation; the constituents will continue to need further assistance,

especially capacity building, for some time to come.

- e) The ILO should support the decentralization of the social dialogue structure throughout the country, as this would provide the social partners and other stakeholders at the regional (County and District levels) as well as sectoral and enterprise levels, a forum for regular consultations on issues of common interest and to help maintain peace.

8. Lessons Learnt

- ILO's swift and strategic response to Liberia's request for decent job creation and poverty reduction has proved very effective;
- Support to capacity building of the other constituents proved to be the basis and a strong foundation for industrial harmony, peace and employment creation in Liberia.
- By integrating capacity building into the work plan of the component projects, sustainability of project activities has been assured: the roads are being maintained through trained community workers; local waste management associations/enterprises were the main implementers of the waste management project; the NTC has become the focal point for national dialogue on employment issues.
- The direct involvement of the ILO in a major joint UNCT programme on youth employment has demonstrated the Organization's comparative advantage, while providing ILO a good platform for working with interested UN agencies in "Delivering as One". By integrating DW outputs into the UNDAF, the UN family has come together in an unprecedented manner by increasing labour-intensive public works projects.
- The efficient management of human and material resources contributed immensely to the successful implementation of this programme; the component project coordinators were exemplary in their duties, and the programme itself was professionally executed by the ILO through prompt deployment of programme resources.
- Government's and partners' enthusiastic support has been a major factor in the delivery of programme outputs, and where this was lacking as experienced briefly under the waste management component, project efforts were retarded.
- Collaboration with other donors and information sharing could prove pivotal to the sustainability of programme activities; already, AfDB and WB are among such collaborating donors who have give expression of future support to aspects of the PREDEC programme. There is, however, need for an exit strategy and transition plan in order to ensure sustainability of ILO efforts to date.

9. Possible future directions

9.1 Project components

Possible future directions

Component 1: job creation and capacity building through LB methods

- Local economic development along the new road is still in progress; a number of associations have been formed, but local institution is required to manage the funds provided by ILO;
- Towards establishment of an effective monitoring system, a baseline study was conducted; but another survey will be needed after 3 years (beyond the life of project);
- For continuing road maintenance and replication both AfDB and WB have formulated projects, and have started implementation, using the already developed capacity (2010-2012).
- Proper documentation of lessons learnt and best practices should follow project closure.

Component 2: the creation of decent jobs through waste management.

- Concept for project up-scaling developed for possible funding from the World Bank;
- Discussions ongoing with WB on the up-scaling should be pursued;
- MCC should take ownership of waste management project and provide the necessary enabling environment for the smooth operation of SME associations involved in primary waste collection;
- Waste re-use through recycling should open up a new strategy for employment creation and poverty reduction in the communities.
- Formulation of phase 2 of the project should enjoy inclusive participation of MCC management, SME waste associations and those operating at secondary level.
- Programme on continuous public education should be an integral part of the new project on waste management.

Component 3: capacity building of the tripartite constituents.

- The ILO should continue to support capacity building of NTC, [including establishment of a permanent secretariat, human capacity strengthening and implementation of the Strategic Plan for the Constituents], so as to enable it to play active role in policy formulation, social dialogue and programme implementation;
- MoL needs support for review labor legislation and design and implementation of capacity building plan;
- Liberia needs to establish and sustain the effective functioning of a comprehensive Labor Market Information (LMI) system; current LMI project is designed to run from 2008-2011, including conduct of the 1st labor survey in Liberia, data analysis and LMI management.
- The decent Work Bill should be seen through to the Act stage, and support provided to its implementation strategies.

Overall PREDEC program

The ILO constituents acknowledge that PREDEC programme has been well executed; implementers were up to the task; and records of achievement very encouraging. For the future:

- Most activities under each output marked a fundamental start and expectations are high for continuation.
- A few activities critical to the project have a life span that goes beyond April 2010 (viz. LMI) and need to be completed.
- Activities involving policy formulation have made some progress in getting to the draft and Cabinet submission stage (Decent Work Bill; Civil Service Law Reform; National Employment Policy; Solid Waste Policy; Tech/Voc Education Policy) and should be supported further to Cabinet approval and initial stages of implementation.
- Given the high level of project performance, ILO may wish to consider fielding a 'Case Study' to document the best practices for possible adoption and replication in and beyond Liberia.
- A number of 'Concept Notes' could be developed as a resource mobilization strategy for attracting other potential donors in order to facilitate continuity and eventual sustainability of programme activities.

Annexes

Annex 1 : List of persons met and interviewed

Government

Hon. Jackson N. Wonde Deputy Minister for Planning & Manpower
Development, MoL

Liberia Chamber of Commerce

Monie Captan President Elect
Freddie Taylor Past President
Massa Lansanah Secretary General
Langlay Kiahkain Programme Officer

Liberia Labour Congress

James C. Carrings Deputy Secretary
Elitha T. Manning 1st Vice President
Moses P. Barwor, Jnr. President
Marcus B. Blamah Secretary General
Jerry R.B. Duplaye Deputy Sec. General/Admin.
Baryou N. Wallace National Youth Chairperson
Evang. Isaac B. Swalya Chaplain
Hannah Zoc Macaulay National Youth Director
Theresa Visianda Vice Chairperson
Oretha Karterung Focal Person HIV/AIDS
Alexader A. Suah Snr. Tresurer
Ophelia N Carpenter Women Desk Officer
Edith Ankrah Women Chairperson
David D. Sackoh Director- Organising Dept.
J. Ayemah Natt Sr. 2nd Vice President

Monrovia City Corporation

Frank A. Krah Management Specialist
Abraham B.Y. Jusu Garneo Director, Waste Management
Dennis Zulu ILO Expert, Youth Empowerment UNCT Project

ILO Office Monrovia

1	Marc Vansteenkiste	Coordinator
2	Patrick Anderson	National Programme Coordinator/Social Dialogue
3	Blamoh Sieh	National Programme Coordinator/Solid Waste
4	Augustine Chenoway	Finance Assistant (until March)
5	Frank Kollie	Driver
6	Emmanuel Brown	Driver
7	Roberta Barclay Francis	Admin Secretary
8	Grace Tarpeh	Driver
9	Edwin Korle	National Programme Officer/Labour Based Road Works

Annex 2: List of background documents consulted

- ILO (2009). Poverty Reduction through Decent employment Creation in Liberia
- PREDEC, progress review (January 01 through July 31, 2009).

- ILO (2008) Poverty Reduction through Decent employment Creation in Liberia
- PREDEC, progress review (January 01 through December 2008).

- Patrick A. Anderson Sr. Post-conflict recovery: Creating employment and promoting decent work for all through Participatory Workplace Governance, (unpublished).

- Government of Liberia, Liberia Poverty Reduction Strategy (LPRS)

- Government of Liberia, National Employment Policy of Liberia (NEP)

- Government of Liberia, National HIV/AIDS Workplace Policy

- Fenwick, Colin, Draft Decent Work Bill

- Supuwood, Lavila, An Issues Paper on the Labour Laws of Liberia

- ILO, PREDEC Gender Action Plan

- Government Of Liberia, Draft Decent Work Country Programme

- Constitution of the National Gender Network of Liberia

- Date-Bah, Eugenia, PREDEC Mid-Term Evaluation Report

- Amoise-Andoh, Kwamina, ILO Liberia Projects Review Report

ILO PREDEC STAFF LISTING FOR THE PERIOD - 2007 -2010

S/N	NAME	POSITION
1	Peter A. Hall	Chief Technical Advisor
2	Henry Danso	Labour Based Training Engineer
3	Patrick Anderson	National Programme Coordinator/Social Dialogue
4	Blamoh Sieh	National Programme Coordinator/Solid Waste
5	Augustine Chenoway	Finance Assistant
6	Frank Kollie	Driver
7	Emmanuel Brown	Driver
8	Roberta Barclay Francis	Admin Secretary
2008		
	NAME	POSITION
1	Peter A. Hall	Chief Technical Advisor
2	Henry Danso	Labour Based Training Engineer
3	Patrick Anderson	National Programme Coordinator/Social Dialogue
4	Blamoh Sieh	National Programme Coordinator/Solid Waste
5	Jenni Wisung	Junior Programme Officer
6	Augustine Chenoway	Finance Assistant
7	Frank Kollie	Driver
8	Emmanuel Brown	Driver
9	Roberta Barclay Francis	Admin Secretary
2009		
1	Peter A. Hall	Chief Technical Advisor (until August)
2	Henry Danso	Labour Based Training Engineer(util July)
3	Patrick Anderson	National Programme Coordinator/Social Dialogue
4	Blamoh Sieh	National Programme Coordinator/Solid Waste
4	Augustine Chenoway	Finance Assistant
5	Frank Kollie	Driver
6	Emmanuel Brown	Driver
7	Roberta Barclay Francis	Admin Secretary
9	Grace Tarpeh	Driver
10	Edwin Korle	National Programme Officer
11	Marc Vansteenkiste	Coordinator
2010		
1	Marc Vansteenkiste	Coordinator
2	Patrick Anderson	National Programme Coordinator/Social Dialogue
3	Blamoh Sieh	National Programme Coordinator/Solid Waste
4	Augustine Chenoway	Finance Assistant (until March)

5	Frank Kollie	Driver
6	Emmanuel Brown	Driver
7	Roberta Barclay Francis	Admin Secretary
8	Grace Tarpeh	Driver
9	Edwin Korle	National Programme Officer/Labour Based Road Works

Annex 3: Evaluation Terms of Reference

Final Evaluation for the ILO Programme in Liberia Poverty Reduction through Decent employment Creation in Liberia (PREDEC) - LIR/06/50M/NET

Terms of Reference

I. Introduction and Rationale for Evaluation

Liberia's 14 years of conflict generated widespread poverty, exacerbated by the ongoing global financial crisis. The risks of increasing civil unrest could easily become a reality because of workers lay-offs and delays in investments. Therefore Liberia must create much greater decent employment opportunities for all its citizens and ensure that growth and development are widely shared. With a democratically elected Government now in place, Liberia is on the path to recovery. Employment creation is seen as the most important building block for the forthcoming social progress, economic growth and human security.

This being central to the ILO's core mandate of promoting decent work, the Government of Liberia requested ILO assistance in the development and implementation of an employment generation programme for Liberia. First because, given its staggering estimated rate of 85% unemployment, the creation of decent jobs is clearly the most appropriate road to poverty reduction. Second because the lack of job opportunities and the slow economic recovery are a threat to security, and thus, to keeping the newly established peace.

Recognizing the importance of combining both short - and medium term actions and also acknowledging the roles of policy support and direct action; the ILO first assisted the Government of Liberia in an intense, and quick, process of formulating an Employment strategy for decent work in Liberia also known as the Liberia Employment Emergency Programme and the Liberia Employment Action Programme (LEEP/LEAP), which has five (5) integrated key initiatives.

The ILO provided technical assistance to the design of the LEEP/LEAP, drawing on its Global Employment Agenda as well as on its experience in job creation in other post conflict countries. The ILO has also, parallel to this process initiated a programme of action to support employment creation through direct services to men and women as well as much needed capacity building in a number of technical fields in which many years of experience exist, and for which tools have been developed and well tested.

The ILO's Royal Dutch-funded "Programme for Poverty Reduction through Decent Work" contributes specifically to LEEP's Key Initiatives 1, 3, 4 and 5. It is also instrumental for operationalizing the LEEP framework, as it provides initial technical and financial support to its Secretariat. This Programme is the immediate response of the ILO to the PRSP and to the employment situation in the country, and more resources are being mobilized for expansion of the programme components.

1b. Rationale for the Evaluation

An interim mid-term and final evaluation were planned for in the programme document to assess progress after one year of implementation and also after the project implementation. The mid-term evaluation was conducted in April-May 2008. In May 2008, a mid-term evaluation was conducted and basically looked at the management and operations systems laid down by the project and assess if the progress is on the right track. The mid-term evaluation also assessed whether the restricted absorptive capacity calls for a longer time frame to achieve the planned outcomes. The mid-term evaluation concluded PREDEC was on course and having an impact. Major recommendations were to expedite gender mainstreaming; increase logistic support for component 3 (mainly a driver for the second office vehicle); improve management arrangements outside Monrovia; provide technical support (employment specialist) and expedite Turin ITC training in Liberia and sub-region; and extend project. Gender mainstreaming has been carried out, a third driver hired on short term contract, an international employment services specialist hired and a joint ITC/ILO/PREDEC plan finalized and five courses identified for delivery in 2009. A Program Officer was also recruited as an internship to work on the non-PREDEC components and assist with Decent Work program. A PREDEC proposal was developed to extend

the PREDEC through April 2010 including a budget for utilizing the remaining and new NICP resources to deepen and sustain PREDEC. Based on the proposal, more resources were provided to PREDEC which extended the project till April 2010.

As the project is scheduled to wind-up in April, as planned and requested by the donors, a final evaluation of the project is being planned for March, 2010, a month before the end of implementation period. It will focus on assessing the performance of the project processes such as the outreach, activities, systems, actions and other outputs that needed to be completed in the project period to achieve the set objectives.

The proposed independent evaluation is being carried out to assess the validity of the overall strategy and approach to programming the NICP funds, to assess the processes of work planning and implementation, as well as obtain a better understanding of the impact and results of the programme of assistance.

The evaluation will focus on NICP activities in Liberia with a select group of beneficiaries and the tripartite partners in Monrovia, Liberia. The timeframe covered by the evaluation is the period 2007-2010.

II. Brief Background on Project and Context

The ILO Dutch-funded programme (PREDEC) has 3 separate, but interlinked components: (i) Employment Generation Programme through Labour Intensive Road Works; (ii) Waste Management in Monrovia, Entrepreneurship and Skills Development and; (iii) Strengthening the Role of Tripartite constituents. While component 3 explicitly focuses on building capacity of social partners, the 2 other components seek the continuous and close involvement in build the capacities of local institutions on the more technical areas of job creation and their impact.

Component 1 is to reconstruct a road through labour intensive methods, and build capacity accordingly, in the triangle Bensonville–Johnsonville-Todee (27 Km) - which includes the Mount Barclay to Barnesville road given the project decision to focus initially on the Mount Barclay to Barnesville road (11 km) first to demonstrate sustainable labour based techniques, and then after June this year to deal with the Johnsonville-Bensonville-Todee triangle, in part due to financial resource constraints and increased costs of the latter- an area with much economic potential, and by just creating access, significant economic recovery is expected. It intends to directly create approximately 2,500 jobs¹, at least 50% of which should be sustainable. Indirect job creation will be much higher following the overall economic recovery. Component 2 is directed to the creation of at least 200 decent jobs through private sector development of the waste management sector in Monrovia, following similar ILO interventions in Tanzania and Zambia. Component 3 addresses institution building of the tripartite constituents to strengthen their role in policy making, as well as their services to clients. It also includes initial technical and financial assistance to the LEEP Secretariat. The target group of the Programme are men and women living in the triangle Bensonville-Johnsonville-Todee and in Monrovia, who will be given opportunities for decent work, and who will have better access to markets, further promoting economic recovery. As regards capacity building, the programme will benefit staff of ministries of Labour, Public Works, Monrovia City Corporation and Local Governments, trade unions and employers representatives, NGO's and CBO's. The key assumptions for successful programme implementation are (i) continuance of peace and security; (ii) sufficient absorptive capacity of implementing partners; (iii) successful coordination, (iv) continued interest and commitment to tripartism by the relevant partners. The programme budget is USD 5,353,130 for duration of 3 years and 2 months which started in February 2007.

The Dutch-funded programme of assistance to Liberia contributes to the achievement of all of ILO's operational and strategic objectives.

I. Scope, Purpose and Clients Evaluation

3.1 Scope

¹ 2,500 jobs created: 2,000 jobs creation through road reconstruction and 300 jobs creation through setting up cooperatives.

The scope of the ILO programme in Liberia final evaluation includes all the three components activities to date including work carried out by partners. This programme is an integrated programme and thus the evaluation should look at the links between the 3 different components and analyse performance made as a whole.

The evaluation should address issues of programme design, implementation, lessons learnt, replicability and recommendations for the future of the programme and for employment-related work by the government and the UN system under the leadership of LEEP Secretariat.

It would also focus on the interaction of the programme within the framework of the LEEP/LEAP and within the broader contexts of the ILO work/mandate, local governments and the UN system.

In particular the evaluation should look at how the ILO as an institution has delivered its technical expertise to employment in the recovery and reconstruction of Liberia, strengthen tripartite partners, and influence and supported the livelihoods work undertaken by other agencies.

In addition, the evaluation should document good practices and lessons learnt from the implementation of the ILO programme in Liberia and make recommendations for ILO's engagement in post-crisis situations in the future.

3.2 Purpose

The purpose of the evaluation is to provide an independent assessment of the Dutch-funded PREDEC programme in Liberia and provide recommendations on the future strategy for implementation of similar projects.

The evaluator will assess the effectiveness, efficiency and relevance of the following:

- 1) Design: the adequacy of design of the strategy and work planning of the ILO Dutch-funded PREDEC programme in Liberia
- 2) Implementation: the extent to which the execution of the programme focussed on the objectives, and the level of contribution and coordination of the various stakeholders.
- 3) Performance: the effects and impact of the work completed and the extent to which it has been able to achieve the objectives.

The scope of the evaluation outlined below is quite broad and ambitious. The post-conflict nature of the country and the breadth of activities undertaken may make it difficult to fully address all of the questions below in each instance. With these limitations in mind, the evaluator will make every effort to address the aspects outlined to the extent possible based on the chosen evaluation methodology (interviews, workshops and field visits.)

1. Design:

- Does the NICP PRODOC specify in clear and unambiguous terms the problems and needs, the strategy to be followed and the objectives of the programme?
- In practice, how are the work plans developed? How are the themes/topics to be addressed in work plan chosen? Are the justifications/ rationale for the interventions provided in the work plans?
- Do the work plans contain clearly stated objectives and indicators of achievement describing the changes to be brought about?
- Have the external factors affecting project implementation been identified and assumptions proven valid?
- Are the roles and commitments of the various stakeholders and partners involved in the activities clearly defined?

2. Project Implementation:

- *Inputs:* Have the inputs (project personnel, external collaborators, partners, training materials and equipment) been adequate, timely, and relevant? Have the various partners contributed to project implementation as planned?
- *Activities/outputs:* Have the key outputs and activities of the programme been of adequate quality and were they delivered on a timely basis? Have the outputs produced been appropriate and useful?
- *Programme management:* Was the technical and administrative guidance and support provided by the programme team, the field office, the regional office, the responsible technical department at headquarters, CODEV and the donor? How effective was communication between the programme team and the national implementing partners? How has this cooperation worked?
- *Programme strategies:* Has the programme followed the overall strategy in the course of the implementation?
- *External and internal factors:* To what extent have these factors influenced the results and was the response to these factors adequate?

3. Performance

Effectiveness: Effects and impact of the work done will be determined to the extent possible, but on the basis mainly of interviews conducted with stakeholders and others. Questions on performance should include: To what extent have overall programme objectives been met? To what extent have work plan objectives in the two regions been met? What have been the effects and impact of the work done?

The present evaluation is to review progress made in the implementation of the programme. Each of the 5 immediate objectives should be looked at to measure progress made towards achieving impact after three years of implementation.

Relevance: To what extent have programme results been useful in meeting the needs of the target groups and addressing the identified problems? Do the initial needs and problems still exist and have new needs emerged?

Efficiency: What have been the results obtained in relation to the expenditure incurred? Were the expenditures justified?

Sustainability: Are the programme results sustainable? In what way? If not, how could the programme have been implemented differently to ensure sustainability?

Of primary importance is for the evaluation to examine the programme design, implementation strategy and adjustments, institutional arrangements and partnership, and programme set ups within the context of the constantly and rapidly changing situations - and evolving from the emergency response in the framework of the peace building process towards setting the ground for long term sustainable decent work for all- from immediate emergency response, transitional period, recovery and exiting to sustainable reconstruction. The evaluation should yield a contextualized analysis of the response and adjustments deployed by the programme, the effectiveness of their adjustments, and factors affecting the effectiveness of the implementation and its adjustments.

The evaluation should be a platform (its process and its outcomes) for ILO officials in Monrovia, Abuja, Addis and Geneva. It should yield a set of knowledge to help guide future ILO's integrated programme in post-crisis operations. The results of the evaluation, lessons learnt and good practice will be posted on the Liberia platform for knowledge sharing among ILO staff. The evaluation should also highlight lessons and good practices on employment concerns and interventions for stakeholders in the Liberia reconstruction. The knowledge produced through the evaluation will be centralized in the EVAL/Secretariat and shared with relevant stakeholders.

3.3 Clients

The clients of the evaluation are (i) the project management (ILO office in Liberia and ILO/Abuja) who will be able to adapt the strategy of the programme implementation and readjust programme delivery if needed, (ii) the project partners, namely the MOL, the MPW, the MCC, the communities, who will actively be involved in the evaluation and contribute to the programme implementation, (iii) the ILO staff involved in the programme, namely ILO/Abuja, ILO/Addis, ILO field technical specialists and ILO technical units in Headquarters who will adjust their support to the programme accordingly to the evaluation results and benefit from lessons learnt and good practices, (iv) the donor who will receive copy of the evaluation and be informed of the programme performance in terms of effectiveness, efficiency, impact, relevance and sustainability.

II. Key Evaluation Questions

The evaluator will examine the following key issues:

1. Relevance and strategic fit

- Did the programme address a relevant need and decent work deficit? Was needs analysis carried out at the beginning of project reflecting the various needs of different stakeholders? Have new, more relevant needs emerged that the project should address?
- Did the stakeholders taken ownership of the project concept and approach since the design phase?
- How did the project align with and support national development plans, the national poverty reduction strategy (PRS), national decent work plans, national plans of action on relevant issues (LEEP/LEAP, HIV/AIDS, etc), as well as programmes and priorities of the national social partners?
- How did the programme align with and support ILO's strategies (DWCP, gender mainstreaming, employment agenda, poverty reduction, youth employment etc.)?
- How well did the programme complement and fit with other ILO programmes in the region (look at synergies with ILO/UNIDO/WB youth Employment Programmes)?
- How well did the programme complement and link to activities of other donors at local level? How well does the project fit within the broader local donor context (UN and non-UN, making reference to UNDAF)?

2. Validity of design

- What was the baseline of the programme for Component 1 and 2 at the beginning of the programme? How was it established? Was a gender analysis carried out?
- Are the planned programme objectives and outcomes relevant and realistic to the situation on the ground? Did they adapt to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic (refer to the programme log frame)
 - Did outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypothesis?
 - What were the main strategic components of the programme? How did they contribute and logically link to the planned objectives? How well did they link to each other?
 - Who were the partners of the programme? How strategic were the partners in terms of mandate, influence, capacities and commitment?
 - What were the main means of action? Were they appropriate and effective to achieve the planned objectives?
 - On which risks and assumptions did the programme logic build? How crucial were they for the success of the programme? How realistic was it? How far did the programme control them?
- How appropriate and useful were the indicators described in the programme document in assessing the project's progress? Did the targeted indicator values realistic and tracked? Were indicators gender-sensitive? Were the means of verification for the indicators appropriate?

3. Project Effectiveness

- Did the programme meet its planned objectives? Did the programme achieve its planned objectives upon completion?
- Are the quantity and quality of the outputs produced satisfactory? Did the benefits accrue equally to men and women?
- Are the programme partners using the outputs? Have the outputs been transformed by programme partners into expected outcomes?
- How did the outputs and outcomes contribute to the ILO's mainstreamed strategies?
 - How did they contribute to gender equality?
 - How did they contribute to the strengthening of the social partners and social dialogue?
 - How did they contribute to poverty reduction?
 - How did they contribute to strengthening the influence of labour standards?
- How were stakeholders involved in the programme implementation? How effective has the programme been in establishing national ownership? Was the programme management and the implementation participatory and did this participation contribute towards achievement of the programme objectives? Has the programme been appropriately responsive to political, legal, economic, institutional etc. changes in the programme environment?
- Has the programme produced demonstrated successes?
- In which areas (geographic, sectoral, issue) did the programme have the greatest achievements? Why this and what is the supporting factors? How can the programme build on or expand these achievements?
- In which areas did the programme have the least achievements? What were the constraining factors and why? How can they be overcome?
- What, if any, alternative strategies would have been more effective in achieving its objectives?

4. Efficiency of resource use

- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve outcomes?
- Were resources used efficiently? Were activities supporting the strategy cost-effective? In general, did the results achieved justify the costs? Could the same results be attained with fewer resources?
- Were project funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?
- What were the financial results of the project? (Look at commitments versus disbursements and projected commitments).

5. Effectiveness of management arrangements

- Were the management capacities adequate?
- Has the programme governance facilitated good results and efficient delivery? Was there a clear understanding of roles and responsibilities by all parties involved?
- Did the programme receive adequate political, technical and administrative support from its national partners? Did implementing partners provide for effective programme implementation?
- Did the social partners have a good grasp of the project strategy? How did they contribute to the success of the project?
- How effective was communication between the programme team, the field office, the regional office, the responsible technical department at headquarters, CODEV and the donor? How effective was communication between the programme team and the national implementing partners?
- Did the programme receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units in headquarters?
- How effectively did the programme management monitor programme performance and results?
 - Was a monitoring and evaluation system in place and how effective was it?
 - Were appropriate means of verification for tracking progress, performance and achievement of indicator values defined?

- Was relevant information and data systematically collected and collated? Was data disaggregated by sex (and by other relevant characteristics if relevant)?
- Was information being regularly analysed to feed into management decisions?
- Was cooperation with programme partners efficient?
- Was relevant gender expertise sought? Was available gender mainstreaming tools adapted and utilized?
- Did the programme made strategic use of coordination and collaboration with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- Was the needs assessment in the TC RAM appropriate in its recommendations on professional staffing given the mid course changes in project design and multiple tasks assigned pertaining to UNCT/Decent Work assigned responsibilities? (A simple work load analysis should be done to assess this).

6. Impact orientation and sustainability

- Can observed changes (in attitudes, capacities, institutions etc.) be causally linked to the programme's interventions?
- How far has the 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?
- How effective and realistic is the exit strategy of the programme? Is the programme gradually being handed over to the national partners? Once external funding ends will national institutions and implementing partners able to continue the programme or carry forwards its results?
- Are national partners willing and committed to continue with the programme? How effectively has the programme built national ownership?
- Are national partners able to continue with the programme? How effectively has the programme built necessary capacity of people and institutions (of national partners and implementing partners)?
- Has the programme successfully built or strengthened an enabling environment (laws, policies, people's attitudes etc.)?
- Are the programme results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of programme?
- Can the programme approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the programme's interventions?
- Should there be a second phase of the programme to consolidate achievements?

III. Methodology to be followed²

In accordance with the ILO evaluation policy, participation of ILO tripartite constituents and both internal and external key stakeholders during all phases of the external evaluation process will be assured, as appropriate. This involvement will be based on suitable methodologies, focussing on interviews, consultation meetings, surveys, and document reviews.

The details of the methodology will be elaborated by the external evaluator on the basis of the Terms of Reference (TORs) and documented in an inception report.

The methodology will combine quantitative and qualitative approaches. The evaluator will collect hard data from desk review and verify them with soft data from field visits, interviews and workshop. During the process of data gathering the evaluator will compare, validate and cross-validate data of different sources (programme staff, programme partners and beneficiaries) and different methodologies (desk

² The evaluator may adapt the methodology, but any changes to the methodology should be agreed between the evaluation manager and the evaluator.

review, site visits and interviews).

Methodology and plan for information gathering and organizing³:

Desk Review

The evaluator will review the following documents before conducting any interviews or trips to Liberia: programme documentation, progress reports, work plans, mission reports, baseline surveys for components 1 and 2, monitoring data, workshop reports, tolls, country data etc.

Individual interviews with ILO staff⁴

The evaluator will discuss with the ILO staff of technical units⁵ and the field technical specialists⁶ who are involved with the management and implementation of the ILO Liberia Programme at different stages.

Field interviews

The evaluator will be deployed to Monrovia for focus group discussion interview/discussion with ILO programme staff, partners and key stakeholders⁷ in accordance with the evaluator's requests and consistent with these terms of reference.

Field visits

The discussions and interviews will be complemented with field visits to the sites of activities and discussion with relevant organisations involved and/or benefiting from ILO interventions in those localities in accordance with the evaluator's requests and consistent with these terms of reference.

Debriefing in the field

Based on the above findings, the evaluator will organise a workshop to present and discuss preliminary findings and recommendations with the key national partners and the programme team.

Post-trip debriefing

In addition, the evaluator will debrief the programme manager, the ILO/Abuja office and the ILO backstopping unit about the course of the evaluation and the support received.

IV. Description of tasks

The evaluator will be specifically required to:

- Hold bilateral meetings with the various relevant stakeholders like the Ministry of Labour, Liberia Chambers of Commerce (Employers' Association) (LCC), the Liberia Labour Congress and other stakeholders to get their inputs on how they perceive the project performance and implementation;
- Discuss via email/interviews with ILO technical units, Specialists and Project staff who are involved with the management and implementation of the ILO Liberia Programme at different stages on the project status and progress made so far;

³ All data collected and analysed should be sex-disaggregated.

⁴ This will be done via email and phone conversations.

⁵ ILO staff to be interviewed include EMP/MSU (Claudia Coenjaerts), ILO/Crisis (Alexia Deleligné), EMP/CEPOL (Alana Albee), EMP/INVEST (Terje Tessem), COOP (Emanuel Kamdem), GENDER (Geir Tonstol), SKILLS (Vladimir Gasskov), TRENDS (Isabelle Guillet), SEED (Graeme Buckley), ACTEMP (Ilka Schoellmann, Rose Anang), ACTRAV (Faustina van Aperen), SOC DIAL (Corinne Vargha), Stats (Lawrence Jeffrey Johnson).

⁶ ILO/Abuja (Sina Mkandawire and Fola Ayonrinde), ILO/Addis (Mwila Chigaga, Kwaku Osei-Bonsu, Frank Muchiri, George Okutho).

⁷ Might include relevant UN agencies, MOL, MPW, MCC, representatives of communities, MoCT, MoYS, MoG, workers and employers' organisations, and Staff of Montserrado County Superintendent's Office, relevant government units at the national, county and district levels, external collaborating organisations, and selected beneficiaries.

- Undertake a desk review of existing materials and existing relevant information on the PREDEC project;
- Undertake a review of PREDEC progress and outline the challenges facing the ILO Liberia Project;
- Analyse and evaluate administrative and institutional arrangements (including site visits of the various components) needed for effective project delivery;
- Present the findings at a stakeholders' workshop and incorporate comments into the final evaluation report;
- Submit a draft and final copy of evaluation report.

V. Key deliverables/Outputs

The following written outputs will be produced:

- An inception report detailing initial findings and proposed methodology, including key questions to answer;
- A detailed draft evaluation report that presents the findings including concrete recommendations for improving programme implementation over the next year and which is based on factual information and well reasoned judgement based on credible analysis of sources and documentation consulted;
- A final evaluation report to be posted on the ILO website and disseminated to key stakeholders; and
- A compilation of lessons learnt and good practices identified for improving ILO's engagement in post-crisis situations in the future.

VI. Management Arrangements, Work plan and Time Frame

- The evaluation manager is Folasade Ayonrinde, therefore the evaluator will be able to ask for support and will directly report to the evaluation manager;
- A detailed work plan stipulating each partners' contribution to the evaluation has been developed to guide the evaluator's work (See Annex 1);
- The preliminary evaluation findings will be discussed locally in a workshop. Results of the workshop will be incorporate in the draft report and sent by the evaluator to the evaluation manager who will then circulate it to ILO staff involved in the Liberia programme, the ILO/Abuja Director and the national programme partners;
- The time frame, with deadlines for each major steps in the process are defined in the Annex 1;
- Findings of the evaluation will be circulated among ILO colleagues involved in Liberia and stakeholders and posted on the Liberia platform to strengthen organisational learning. Also, copy of the evaluation report will be posted on the EVAL internet-based evaluation report database.

VII. Report

Based on the workshop results, the evaluator will draft the evaluation report following the outlines below. The evaluation report should also be in line with the DAC Evaluation Quality Standards⁸. Key stakeholders⁹ will be consulted throughout the evaluation process. And the evaluator will finalize the evaluation report in consultation with them.

Upon completion of the evaluation mission, a final report will be drafted by the evaluation team which will be completed and submitted to ILO Abuja before 30th April 2010.

Evaluation Report Outline:

1. Title page (1)
- Table of Contents (1)

⁸ Please visit the following site: <http://www.oecd.org/dataoecd/51/7/38686953.pdf>

⁹ Key stakeholders include: MoL, MPW, MCC, representatives of communities, MoCT, MoYS, MoG, workers and employers' organisations, and Staff of Montserrado County Superintendent's Office.

- Executive Summary (1)
 - Acronyms (1)
 - Background and Project Description (1-2)
 - Purpose of Evaluation (1)
 - Evaluation Methodology (1)
 - Project Status (1)
 - Findings, Conclusions, and Recommendations (no more than 15 pages)
- This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

Annexes:

- Terms of Reference
- Project Work plan
- List of Meetings and Interviews
- Any other relevant documents

VIII. Provisional Plan of Work and Timeframe

The proposed evaluation time frame is from February 2010 to April 2010. The final Terms of Reference for the final evaluator should be approved by ROAF by middle February.

Date	Events
February 8-12	Evaluation Focal Point (RPU) reviews and makes inputs to draft TOR.
February 15-19	AO Evaluation Manager finalises TOR
February 22-26	TOR presented to ROAF/EVAL for approval.
April 1-8	Selection and contracting of Consultant.
April 12 - 23	Consultant in the field and submits first draft
April 26- 30	AO Evaluation Manager circulates draft report to key stakeholders for comments.
May 3-7	Report Finalised and summary prepared.
May 10	Final report submitted to CODEV/PARDEV

Annex 1: Detailed Work Plan

Task	Source of information	Time frame
Desk review of the major documents: programme documents, progress reports, mission reports, work plans, baseline studies, workshop reports, and others	ILO/Abuja and ILO programme office to provide reference documents	3 working days
Consultations with the ILO staff of technical units and the field technical specialists who are involved with the management and implementation of the ILO Liberia Programme at different stages	Consultations will be held through emails and phone calls	
The evaluator will be deployed to Monrovia for interview/discussion with ILO programme staff, partners and key stakeholders particularly UN agencies, MOL, MPW, MCC,	The evaluator will first meet with the ILO programme staff and the ILO/CTA will recommend persons to be met among the listed partners, stakeholders and beneficiaries	5 working days

representatives of communities, MoCT, MoYS, MoG, workers and employers' organisations, and Staff of Montserrado County Superintendent's Office, relevant government units at the national, county and district levels, external collaborating organisations, and selected beneficiaries		
Visits the three components of the ILO programme	The head of each component will accompany the evaluator for a visit to their site and introduce him to the local partners and beneficiaries	4 working days
Focus consultations with ILO programme office	The evaluator will meet again with the ILO programme staff to cross-validate findings of the field visits	
Workshop with the key national partners and the programme team to present and discuss preliminary findings and recommendations	The evaluator together with the ILO programme office will organise the workshop	1 working day
Debriefing on the preliminary findings of the evaluation	The evaluator will debrief the programme manager, the ILO/Abuja Director and the ILO backstopping unit about the course of the evaluation and the support received	
Delivery of the first evaluation report draft	Based on the workshop results, the evaluator will draft the evaluation report and send it to the evaluation manager who will circulate it to the programme manager, main national partners, ILO/Abuja Director, HQ technical backstopping unit, field technical specialists, and the donor for comments	3 working day
Circulation of the draft report for comments	The evaluation manager collects the comments and send them to the evaluator	5 ILO working days
Issue of the final evaluation report	The evaluator incorporates comments as he/she deems it appropriate and submits the final report to the evaluation manager	1 working day

Annex 4

Fig. 1 Summary of effectiveness and efficiency PREDEC project implementation (2007-2010)

Development Objective: The programme will contribute to poverty reduction in Liberia through the reinforcement of capacities of local and national stakeholders in formulating and implementing comprehensive local economic and employment creation strategies. This will support achievement of objectives set out in the iPRSP, and LEEP, launched

on 15 July by HE the President. It will in particular contribute to operationalizing Key Initiatives 1, 3, 4, 5.				
Immediate objective	Output	Indicator	Progress	Remarks
Objective 1: To demonstrate job creation potential through the use of well managed labour based methodologies for road works	<u>Output 1.1</u> About 60,000 person days of employment created directly by the project activities	60,000 workers days generated under decent work principle	Total number of worker days generated is 95,730.	Project generated increased income for beneficiaries ; \$324,143 paid as wages
	<u>Output 1.2</u> The construction of 27 km road to all-weather standard, work finished within the project period	Completion of the 27 Km road within the 2 years programme period	11 km of Barclay road completed to gravel surface and 18.2 km of Bensonville road completed to formation level.	100% of output achieved, access improved
	<u>Output 1.3</u> Local Communities trained for future maintenance of the road	Roads maintained by community labor	Output achieved - roads are maintained by community labor	Labor-based maintenance regimes successfully demonstrated and adopted.
	<u>Output 1.4</u> Project impact and lessons captured for knowledge sharing, up-scaling/replication	The ILO method is being replicated in other geographical areas	The method has been adopted by MPW for the rehabilitation of feeder roads with support from EU/WB, AfDB and SIDA	Agreement signed with AFDB to replicate labor-based maintenance method over 600km. EU/WB is funding 100km of feeder roads rehabilitation using LB methods in 3 counties. AfDB has requested the ILO to study 100km of feeder roads in the south east for a rice project. This project is expected to commence in 2010.
	<u>Output 1.5</u> An effective monitoring and reporting system established by the project for subsequent use in other projects	Lessons learnt and good practices ready for use in other projects, M&E systems revised and improved for next projects	A monitoring and reporting system established on Barclay road project.	The ILO's Rapid Assessment of Poverty Impact method adopted to capture baseline information; but a full impact assessment yet to be made
	<u>Output 1.6</u> MPW staff trained to construct and maintain roads using labor based methods	Number of people trained	24 Technicians/ Engineers trained in LB methods	MPW has adopted the LB method for EU/WB and AfDB funded feeder roads project.
	<u>Output 1.7</u> Domestic private contractors receive initial training for labor-based road works	Number of private contractors who expressed interest in LBW	11 domestic private contractors trained in LB method for road works.	30 supervisors including 12 ladies were attached to the 2 demo sites from October –Dec 2008;

				11 Private enterprises have been listed for future LB road contracts
Objective 2. <i>To provide opportunities for skills training and entrepreneurship development and cooperatives development in the project area and the surrounding rubber plantation areas</i>	<u>Output 2.1</u> Business opportunities and cooperatives identified in the project area and the capacities of the SMEs developed to exploit the opportunities	Number of business opportunities identified	The predominate business opportunities identified are cassava and charcoal production	A business environmental scan of the project area carried out.
	<u>Output 2.2</u> Training needs and opportunities identified paying particular attention to women entrepreneurs/women run cooperatives	Number of cooperatives identified or formed	Training needs assessment carried out One round of training carried out in May 2008	Selection criteria adopted and two small business associations formed
	<u>Output 2.3</u> Community based training for communities along demonstration road	Increased business knowledge and skills of SME owners and managers	Simple record keeping training carried out	Community based training tailored to needs
Objective 3. <i>To improve environmental conditions and the creation of sustainable jobs for poor youth, women and men by involving and engaging communities in solid waste management</i>	<u>Output 3.1</u> CBOs/micro enterprises and city officials trained in business and technical skills for solid waste management, including recycling and composting	* At least 200 sustainable jobs created in solid waste management, including recycling activities within the 2 years of programme * Increased involvement of community to better handle and manage solid waste Increased coverage of waste collection and improved environmental conditions	* 193 jobs created by the close of 2008, benefitting 25 youths, 93 women and 75 women. * 10 MOUs signed between Monrovia City Corporation (MCC) and 10 community-based enterprises involved in primary waste collection services.	At least 50 persons from 14 CBOs/micro enterprises have received training in business and technical skills in solid waste management. 10 out of the 14 CBOs have organized community waste collection enterprises. 4 of the micro enterprises are managed by women. One official of the MCC has received oversea training in Turin in sustainable enterprise development.
	<u>Output 3.2</u> Additional training needs for waste handling and value adding identified and skills training courses developed and delivered	Skills training course for waste handling delivered	30 persons from 10 CBEs provided skills in marketing of recyclable materials and simple book-keeping	Rapid survey of the waste recycling industry conducted and immediate training needs identified
	<u>Output 3.3</u> Awareness campaigns conducted targeting all levels	Changed and improved behaviour and attitudes towards solid waste	Increasing number of residents are subscribing and are willing to pay for waste collection services	Two-phased (6 months each) public awareness campaign conducted. 2

		management	provided by the CBEs. Service coverage for primary collection is around 15 percent of households in the target areas. Illegal waste disposal practices by residents reduced considerably.	sensitization fora conducted with policy makers; 4 officials of the municipality have benefitted from study tours in Ghana and Tanzania
	<u>Output 3.4</u> Representation of SW business associations and cooperatives formed.	Associations and cooperatives are active at the end of 2007	One association of waste management service providers formed involving the 10 community-based waste management enterprises; Advocacy and lobbying skills training provided for association membership; Association strategic plan developed for next 3 years .	Association constitution drafted; Election held for association membership; Association commenced legal registration financed by contributions from membership.
	<u>Output 3.5</u> Awareness created on OSH practices in solid waste management	OSH practices are understood and applied in SWM	Waste workers are using protective and safety equipment provided them	Survey on OSH status in SWM conducted About 60 senior level staff of the municipality and other government agencies, representatives of employers and workers and the private sector have undergone a two week training in OSH Inspection and OSH Management. Over 150 Garbage workers including waste collectors and field supervisors trained in OSH practices and provided appropriate safety gears.
	<u>Output 3.6</u> Inclusive procurement and monitoring systems	10 PPPs signed by end of 2007	10 MOUs signed between MCC and 10 community-based waste management enterprises. The MOUs are being reviewed for conversion into binding contracts Quarterly monitoring reports submitted by CBEs	MOU developed for primary waste collection in Monrovia TOR developed for revision of MCC by-laws pending approval of City Council. Format for simple contracts expected to be developed from this exercise.
	<u>Output 3.7</u> Intermediate haulage	Successful CBOs/micro	Six (6) SMEs have received loans to	Revolving fund for business expansion

	equipment accessed by successful CBOs/micro enterprises	enterprises access funds to start their business Revolving fund established and functioning	expand their businesses	set up and running.
	<u>Output 3.8</u> Project impact and lessons captured for knowledge sharing, up-scaling/replication	Lessons learnt and good practices being applied in up-scaling / replication projects An effective and inclusive PPP for SWM established for further replication and up scaling	Concept for project up-scaling developed for possible funding from the World Bank; Discussions ongoing with WB on the up-scaling; Video film of project produced for lessons learned	Baseline survey conducted in project area of influence; Project mid-term evaluation conducted; Video filming of project conducted for lessons learned
<p>Objective 4 <i>To capacitate the LEEP Secretariat to fulfill the Ministries' role of lead facilitator for operationalizing the LEEP strategy, leading to a coordinated response in livelihood and employment recovery</i></p>	<u>Output 4.1:</u> A well functioning secretariat established	IMSC functional Costed plan prepared and forwarded to donors at January conference	National Bureau of Employment plan of action prepared and costed in Dec. NBE yet to be staffed; Draft Impact Assessment Report prepared for comment.	Secretariat transformed into the National Bureau of Employment; LOA prepared by PREDEC and forwarded to Abuja for processing in March; A Rapid Assessment of the financial crisis on Labor and Employment conducted by ILO in June and summary report produced by end July.
	<u>Output 4.2:</u> Foundation for LMI established	Database on job creation is established 30 staff of R&S unit trained	* Research and Statistics Unit staffed, trained and operational and 20 meetings of LMI sub-Committee held (based on agreed TORs). * Draft LFS questionnaire designed and pretest delayed by agreement on financing. *Computers, statistical software and short term consultants hired. * An impact study of LEEP was completed and progress reports/briefings done every month by NBE. 80,000 short term jobs created in 2008.	LMI MIS data base under preparation. Will be up-dated based on results of LFS. Costed LMI project doc developed (\$ 2.8 million) including Labor Force Survey (\$1.25 million proposal (submitted to USAID and co-financing mobilized from UNDP and MOL and ILO expected. Establishment census (\$.7 million) to be carried out after LFS in 2010/2011. Funding constraints slowing down scaled up delivery of emergency employment program.
	<u>Output 4.3:</u> 4 (or 2)	30 staff of	All staff (8 in number)	Employment

	emergency employment services established	employment services trained	of employment services trained initially and restructuring of Department underway.	services expert recruited by ILO for capacity building (Manu River Project)
<p>Objective 5 <i>To strengthen the labor administration system, particularly the MOL, as well as workers and employers organizations to fulfill their role in designing and implementing social and labor policies</i></p>	<p><u>Output 5.1:</u> Capacity building plan for the ministry established and its implementation started</p>	<p>* Capacity building plan developed</p> <p>* Training plan for labor administration for social dialogue, for trade unions, prepared and implemented Training materials available for further use</p>	<p>Capacity building plan completed, high level retreat held and implementation plan developed;</p> <p>* Training centre proposal prepared and training plan for labor administration including course materials (ITC/ILO/PREDEC course held.</p>	<p>New labor law drafted, the first in the world that will be known as the <i>Decent Work Act</i>.</p> <p>* Needs assessment conducted & capacity building plan on labor inspection developed. Library set up, equipped and training completed for 8 staff by US Center for Public diplomacy and study tour to Tanzania undertaken by the librarian and visit by Librarian from Geneva carried out. OSH Training 2 courses carried out for labor inspectors in June</p>
	<p><u>Output 5.2</u> Trade unions have been trained on fundamental trade union issues</p>	<p>At least 200 Trade unionists have been trained</p>	<p>Over 250 trade unionists have been trained, including courses on mediation, conflict resolution and arbitration, to improve industrial relations and enhance social dialogue and change enabling environment. Advisory services provided by the ILO workers' education technical specialist; study tours on trade union mergers carried out; several trade unionists participated in other ILO events outside Liberia. Study Tour arranged for the executive members to visit sister employers' association in Ghana and Nigeria</p>	<p>The consolidation of worker representation into a unified Liberia Labor Congress (LLC) is significant.</p>
	<p><u>Outputs 5.3</u> Support provided to promote the establishment of an employers</p>	<p>Employers organization set up by end of 2007</p>	<p>The employers association has been established under the umbrella of the Liberia</p>	<p>Employer representation consolidated into a unified Liberia</p>

	association		<p>Chamber of Commerce(LCC) with a secretariat currently headed by a Secretary General; elections have were held in Feb and new leadership elected took office in early March 2009.</p> <p>Study Tour arranged for the executive members to visit sister employers' association in Kenya and Mauritius</p>	Chamber of Commerce (LCC)
	<p><u>Output 5.4</u> Triantis has been introduced through training, and social partners have been sensitized to its benefits</p>	<p>Tripartism is active and social partners recognize its benefits</p>	<p>National Tripartite Council (NTC) has been formed and MoU signed in 2007. NTC developed an action plan, and met 10 times with discussions on socio-economic and labor issues as part of the PRS.</p>	<p>The NTC Secretariat Coordinator trained at the ITC/ILO. There has been a significant improvement in the quality and substance of the social dialogue and other unions not members of the LCC (Firestone, Liberia Agricultural Company and Mittal Steel Company) are participating.</p>

