



**INTERNATIONAL LABOUR ORGANIZATION (ILO)**  
**MULTI-BILATERAL PROGRAMME OF TECHNICAL  
COOPERATION**

**MID-TERM EVALUATION REPORT**

TC Code: **LIR/06/50M/NET**

Project Title: **Poverty Reduction through Decent Employment Creation in  
Liberia**

Total Budget: **4,200,000 US\$**  
Preparatory Work Advance: **200,000 US\$**

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Mid-Term Evaluation Date: 3 June 2008  
Evaluation Consultant: Eugenia Date-Bah

Implemented by: Lead Office: ILO Office for Anglophone West Africa,  
in Abuja

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Ababa, EMP Sector in HQ (SKILLS, TRENDS, COOP, CRISIS,  
EMP/INVEST, SEED), ACT/EMP, ACTRAV, SOC DIAL)

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## **Executive Summary**

With the high level of unemployment, underemployment and poverty in Liberia and the threat it poses to the country's long term peace, decent work promotion has become one of the government's priority areas of action (as reflected in the IPRS and also the current PRS) and has also stimulated ILO's involvement in addressing this issue. Apart from the launch of the LEEP/LEAP in 2006, a Dutch-funded ILO programme for poverty reduction through decent work, which accords with most of the LEEP/LEAP's key initiatives, has been under implementation in Liberia since 2007.

The programme, with a total budget of US\$4,200,000 and duration of 2 years, has three components: labour intensive road works and cooperative development; solid waste management, and strengthening the role of the tripartite constituents. Both a mid-term evaluation and a final evaluation are envisaged in the programme document. The mid-term evaluation was undertaken from the last week of April to last week of May 2008 to assess progress in the programme's implementation and impact, to make recommendations for improving implementation, delivery of outputs and outcomes and to identify lessons learnt and good practices.

The evaluation adopted a combination of methods – desk review; interviews of relevant ILO staff and units in Geneva, Abuja and Addis Ababa; interviews of the programme staff, implementing and other partners and beneficiaries in Liberia. The findings indicate that the programme has made significant implementation progress despite facing a number of challenges including: weak institutional capacity of local implementation partners, like the Ministry of Labour, the Ministry of Public Works, the Monrovia City Corporation, the revitalized employers' organization – Liberia Chamber of Commerce (LCC) - and the merged workers organization – Liberia Labour Congress - (LLC); under-qualified counterparts; late recruitment of some of the programme's staff; and delays in receiving some procurements. On the whole an average of 40 per cent of the planned work and outcomes under the programme's three components has been completed. The percentage varies from component to component. The components have been implemented separately without the collaboration required in an integrated programme.

Component 1 has almost completed the 11 kilometre Barclay-Bannersville Road and has commenced the rehabilitation of the remaining 16 kilometre Bannersville – Todee Road. Only 5 kilometres of the latter will be completed by the end of December 2008. The second part of this component, namely cooperatives in charcoal making, is yet to begin. Component 1 has had considerable impact in terms of attracting the attention of the President and other high level political and technical people and reducing the poverty levels of the neighbouring area and the workers involved in the project. It has already generated 25,565 person work days. Component 2 has mobilized 8 community-based solid waste management groups out of a target of 10 and provided them with relevant tools, protective clothing and loans. The groups are operating at different levels of efficiency. Many require their operational capacity to be strengthened, further support to review their business plans and to increase community awareness of the health hazards of poor waste management as well as training in occupational safety and health

Component 3 has focused on revitalizing the LCC, promoting the merger of the two competing workers' federations into one central body – the LLC -, strengthening the secretariat of LEEP/LEAP, LMI, employment services, National Tripartite Committee and social dialogue. A draft National Employment Policy has been elaborated together with a strategic plan for the MOL, plans for the transformation of the LEEP/LEAP and review of the country's labour law. Unlike the coordinators of the other components, the national project coordinator of component 3 lacks transportation to be able to meet the spatial demands of his role.

A number of recommendations are made for the programme's remaining one year and also to extend the programme initially for a transitional period of one year to complete its current planned work and later for a full scale second phase of 3 years. Other recommendations relate to local counterparts, the need for ILO Turin Centre's speedy assessment and tackling of the programme's training needs and more strengthening of institutional capacity and gender mainstreaming capacity. There are also recommendations on each of the three components as well as to promote cooperation between them. Additionally, several lessons and good practices are identified.

On the whole, the outcome of the mid-term evaluation should contribute to enhance implementation of the programme's remaining planned activities, outputs and gradual achievement of the 5 immediate objectives. Furthermore, they should facilitate elaboration of the programme's extension

## ACRONYMS

|     |           |  |
|-----|-----------|--|
| 1.  | CBOs      | Community Based Organizations  |
| 2.  | ES        | Employment services  |
| 3.  | FDIs      | Foreign Direct Investments   |
| 4.  | FLY       | Federation of Liberian Youth   |
| 5.  | HIV/AIDS  | Human Immune Virus/Acquired Immune Deficiency Syndrome                         |
| 6.  | ILO       | International Labour Organization  |
| 7.  | IMSC      | Inter-Ministerial Steering Committee on Employment                             |
| 8.  | IPRS      | Interim Poverty Reduction Strategy   |
| 9.  | LCC       | Liberian Chamber of Commerce   |
| 10. | LEEP/LEAP | Liberia emergency employment programme and Liberia employment action programme |
| 11. | LLC       | Liberian Labour Congress   |
| 12. | LMI       | Labour market information  |
| 13. | M & E     | Monitoring and evaluation  |
| 14. | MCC       | Monrovia City Corporation  |
| 15. | MOL       | Ministry of Labour   |
| 16. | MPW       | Ministry of Public Works   |
| 17. | MSMEs     | Micro, Small and Medium Scale Enterprises                                      |
| 18. | NGOs      | Non - Governmental Organizations   |
| 19. | NTC       | National tripartite committee  |
| 20. | OSH       | Occupational Safety and Health   |
| 21. | PRODIAF   | Programme for promotion of social dialogue in French –speaking Africa          |
| 22. | PRS       | Poverty Reduction Strategy   |
| 23. | SMEs      | Small and Medium Scale Enterprises   |
| 24. | SW        | Solid Waste  |

- |     |        |   |
|-----|--------|---|
| 25. | SYSWS  | Start Your Solid Waste Service                                |
| 26. | TSC    | Technical Steering Committees – Sub<br>Committees of the IMSC |
| 27. | UNDP   | United Nations Development Programme                          |
| 28. | UNHCR  | United Nations High Commissioner for Refugees                 |
| 29. | UNIFEM | United Nations Fund for Women                                 |
| 30. | UNMIL  | United Nations Mission in Liberia                             |

## 1. Background and Project Description

Tackling post-war Liberia's alarming level (85%) of unemployment underemployment as well as poverty is critical for the country's stability, reintegration of the diverse war-affected groups, recovery of families, communities and the country as a whole and the achievement of long-term peace. Promoting decent jobs is thus a major priority of Liberia's president, her government and people. Both the recent IPRS and the new PRS include areas of emphasis that reflect this priority.

As decent work is central to the ILO's core mandate, the Government of Liberia requested ILO's assistance in the development and implementation of an employment generation programme for Liberia.

Recognizing the importance of combining both short and medium term actions and also acknowledging the roles of downstream and upstream measures, the ILO first assisted 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), with five (integrated key initiatives. The design of the LEEP/LEAP drew on the ILO's Global Employment Agenda (GEA) as well as on its experience in job creation in other post-conflict countries. .

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. The programme is the immediate response of the ILO to the country's employment challenges as reflected in the earlier IPRS and the current PRS.

The programme's development objective is to contribute to poverty reduction in Liberia and reinforcement of capacities of local and national stakeholders in formulating and implementing comprehensive local economic and employment creation strategies and to support achievement of objectives set out in the iPRSP and LEEP. Additionally, the programme has five immediate objectives, including: demonstration of job creation potential through the use of well managed labour based methodologies for road works; provision of opportunities for skills training and entrepreneurship development in the project area and the surrounding rubber plantation areas; improvement of environmental conditions and the creation of sustainable jobs for poor youth, women and men by involving and engaging communities in solid waste management; building the capacity of the LEEP secretariat; strengthening the labour administration system, particularly the MOL, as well as workers and employers organizations to fulfil their role in designing and implementing social and labour policies.

The programme has 3 main components. Component 1 deals with local economic development through labour intensive road works and cooperatives development. It is to reconstruct a road through labour intensive methods, and build capacity accordingly, in the triangle Bensonville –Johnsonville-Todee (27 Km) - which also includes the Mount Barclay to Barnersville road. 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. It intends to directly create approximately 2,500 jobs, at least 50% of which should be sustainable. Indirect job creation will be much higher following overall economic recovery. Component 2 covers waste Management in Monrovia, entrepreneurship and skills development. It is directed at 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 focuses on strengthening the Role of the Tripartite Constituents. It also includes initial technical and financial assistance to the LEEP Secretariat. The programme as a whole will benefit staff of the Ministries of Labour and Public Works, Monrovia City Corporation, trade unions and employers' organizations, NGOs and CBOs.

The key assumptions for successful implementation of the programme are (i) continuance of peace and security; (ii) sufficient absorptive capacity of implementing partners; (iii) successful coordination, and (iv) continued interest and commitment to tripartism by the relevant partners.

The programme budget is USD 4,200,000 for a duration of 24 months. Implementation formally commenced in February 2007.

## **2. Purpose of the evaluation**

The programme calls for two evaluations – mid-term and final - to assess progress. The former is to be undertaken after one year of the programme's implementation, while the final evaluation is at the end of the programme's two year duration. The mid-term evaluation is to assess if progress is on the right track and whether the findings (for example the limited absorptive capacity of the relevant institutions) call for a longer time frame to achieve planned outcomes. It should make recommendations, including needed adjustments, for improving implementation over the next year and for follow-up. Additionally, from the evaluation findings, it should compile lessons learnt and good practices for sharing organizational learning to guide any future employment-related work.

In more specific terms, the evaluation should examine

- relevance and strategic fit;
- validity of design
- project progress and effectiveness
- efficiency of resource use
- effectiveness of management arrangements
- impact orientation and sustainability

Among the evaluation's clients 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.

The full terms of reference for the mid-term evaluation are contained in annex I.

### **3. Evaluation Methodology**

The evaluation combined desk review of existing materials and relevant information on the TCRAM Programme with interviews. There were interviews (via email) with ILO technical units in Geneva and Specialists in ILO Addis Ababa and Abuja field offices who are involved with the management and implementation of the ILO Liberia Programme. Further interviews were conducted in Liberia with the programme's staff, the various relevant local stakeholders like the Ministry of Labour (MOL), the Liberia Chamber of Commerce (LCC), the recently merged Liberia Labour Congress (LLC), the Ministry of Public Works (MPW) and the Monrovia City Corporation (MCC) as well as CBOs, other programme beneficiaries and other partners of the programme including organizations within the UN system. (See Annex 3) Visits to the programme sites were also undertaken.

The preliminary findings and recommendations were presented at a stakeholders' workshop (attended by the key national partners) and the programme team, attended by over 25 persons, on Friday 16 May 2008. The findings generated stimulating discussion and were endorsed. The evaluator subsequently debriefed the programme CTA and also incorporated the workshop's comments into the final evaluation report before submission to ILO/Abuja.

From the above methodology and data generated, the evaluation produced the following key deliverables:

- An evaluation report that presents the findings including concrete recommendations for improving programme implementation over the next year;
- A compilation of lessons learnt and good practices identified for improving ILO's engagement in decent work promotion in post-crisis situations in the future.

## **4. Findings, Conclusions, and Recommendations**

### **4.1 Findings and conclusions**

#### *Relevance and strategic fit*

With the country's colossal unemployment/underemployment rate, the ILO programme's relevance was very apparent and repeatedly underscored by the national stakeholders and other people interviewed on the ground. The lack of job opportunities and the slow economic recovery are a threat to Liberia's security and the sustainability of its newly established peace. The programme's focus on decent job creation makes it highly relevant as this is the most appropriate route to poverty reduction.

Furthermore, trying 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, makes the programme even more relevant for a country like Liberia that is emerging from war and is on the path to recovery. Another relevance of the programme stems from being a response to the iPRSP especially its two pillars on the country's grave employment situation, as well as being a contribution 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.

One year since the start of the programme's implementation, it remains highly relevant as it is closely linked to the priorities of Liberia's new PRS for the period April 1 2008 and June 30 2011. For example, there is a section on generating productive employment under the PRS' pillar 2 (economic revitalization).

The programme could be observed to complement and fit in with other initiatives on the ground such as by other donors, like the World Bank and USAID, and also other institutions within the UN system as well as NGOs.

#### *Validity of the design & implementation strategy*

The design relied on consultative processes with the Liberian stakeholders in workshops in Geneva and Monrovia as well as quick assessments in Liberia. The design was, on the whole, satisfactory. However, a few design problems have been identified in the course of the programme's implementation. For example in component 1, there were discrepancies between the realities on the ground and the engineering design details provided. The required number of concrete culverts and cement bags<sup>1</sup> required was grossly underestimated. Furthermore, in component 3, the presumption that there was no representative employers' organization in the country and, therefore, one needed to be established was found during implementation to be false as there were several before the war which were still in existence after the war, even if with a reduced operational capacity. Thus one could be selected and revitalized instead of starting from scratch to establish a new one. Fortunately, the programme's implementation was flexible enough to accommodate this refocus.

Baseline data collection is included in the implementation of the various components which has permitted the design to be further refined during implementation to take account of realities on the ground. Ideally, the baseline studies should have been undertaken at the beginning of the programme, rather than several months later, so that their results could inform the programme's activities right from the outset.

The programme is designed as an integrated one. However, the various components appear to have been designed separately with inadequate measures spelt out for inter-component collaboration. Thus in the implementation, each component has been undertaken separately with no attempt made to plan and embark upon joint activities. The only joint effort was the preparation of periodic progress report for the whole

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<sup>1</sup> Only 200 bags of cement were provided . While by mid way in the component's implementation as many as 800 bags had already been used.

programme and periodic meetings organized by the CTA with the component heads which permitted sharing of information about their component activities.

The programme's implementation strategy also includes making use of existing ILO programmes in the region. The programme's implementation has lived up to expectation here as it has successfully tapped PRODIAF and SYSWS.

The programme design includes a gender strategy which is informed by a very sketchy gender analysis report, annexed (11) to the project document. The programme's implementation of this strategy has therefore been slow with the exception of compilation of gender disaggregated statistics of participants in programme activities. The subsequent section on progress and effectiveness throws more light on this issue.

The programme design also included a communication strategy which has been further developed subsequently to include a platform on Liberia (containing ILO and non-ILO information) on the ILO technical cooperation website as well as the production of a video for information sharing. While locally the president, the ministers, UNCT, some donors and community residents near the programme's sites know about the programme, others had limited information about it. The local component of the communication strategy therefore needs to be broadened in the second year to include more local sharing of insights, such as on radio, news papers and town meetings with local actors - institutions and individuals in the different counties as they can also contribute to the replication process. UNMIL, for example, has contributed to publicize the infrastructure programme locally by covering it in its press releases.

Implementation partners constituted a major feature of the Programme's implementation strategy. The designed implementation strategy included partnerships with other institutions and programmes were envisaged in the programme's implementation strategy. Thus 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. Apart from the ILO programme's coordination of its interventions with these institutions through the framework of the UNCT, stronger cooperation could be developed with these organizations and more response to requests for critical ILO inputs could be made if the ILO project office had more manpower (including "real employment specialists") beyond what is provided by the TCRAM programme. The employment specialists only come for short missions.

While some of the UN institutions were fully familiar with the ILO programme and perceived it as a critical partner, a few had limited knowledge of it. The programme has also been flexible to develop partnerships with additional relevant institutions it came across in the course of its implementation, such as the Federation of Liberian Youth (FLY), Liberian Association of Contractors and Liberian Market Association. Scope for other required partnerships in the components' implementation has, however, not always been exploited. For example, the World Bank had a waste

management programme in the same communities as the Programme's waste management activities but the two never collaborated even though there was need for such linkage for greater success and impact.

Most of the key assumptions specified in the design for the successful implementation of the programme remain valid, such as a workable level of peace and social stability, the government's continued commitment to employment promotion, and ILO staff's high level of commitment to the programme. On the other hand, problems continue to surround the third assumption, that the Government will have sufficient absorptive capacity to receive and apply given support for sustainability. The capacity of governmental and other Liberian bodies remain weak. One year of the programme's implementation has not been sufficient to change this situation in any appreciable degree. Judging from the capacity on the ground, the various envisaged outputs and outcomes of the three components programme's fixed time (two years) is unrealistic. It is grossly inadequate as there is the need for the programme to invest more time and effort in capacity building.

The performance indicators, especially as reformulated in recent months by the programme with ILO/CRISIS' assistance, are valid but their formulation should be revisited by the Programme as some border on outputs.

On the whole, the programme's design elements accord with the key principles, identified challenges and some of the required measures in the new UN policy on employment creation, income generation and reintegration in post-conflict settings even though the former preceded the policy.

#### *Project status, progress and effectiveness*

The programme has been under implementation for just over one year. It has commenced work in all its 3 components. The quantity and quality of the programme's produced outputs and outcomes to date have been more than satisfactory. Among the demonstrable successes are the Barclay-Barnesville road of the Labour-based component, the Ministry of Labour's strategic plan, revitalization of the LCC, the draft national employment policy, MOL's strategic plan, inputs into the PRS, functioning of the LEEP secretariat, formulated strategy for its transformation into an employment bureau and establishment of solid waste management CBOs in 8 communities in Monrovia to name a few. On average about 40 per cent of the programme's planned work and outputs has been completed overall. The percentage, however, varies from component to component.

This progress is even more remarkable since the programme's staff arrived at different times – the CTA in February 2007, the national coordinator on waste management and the Labour based training engineer in March 2007, the national coordinator of the social dialogue component in July 2007 and the finance assistant in August 2007. Therefore, the programme did not reach full implementation momentum until September 2007. Additionally, the programme did not receive on time all its required equipment whose procurement had been ordered. For example, part of the equipment for the labour-intensive road construction was received in August 2007. The rest (the haulage equipment) was received only recently in January 2008. The

programme's progress to date is very much linked to the high level of commitment of its staff. For example, the CTA and other professional staff regularly put in long hours of work and also immense effort to network with other heads of relevant bodies and to mobilize support for the programme and its implementation.

### **Component 1**

Component I on labour based road works seems to have made the most progress (see table below). The labour based construction of the 11 Kilometre Barclay – Barnesville road is almost completed and 160 people – 61 women and 99 men- from the surrounding area have constituted the labour force. Work has already commenced on the Bensenville road. It is expected that 5 kilometres of that road will be completed by December 2008. More time will therefore be needed by the programme beyond its stipulated duration to complete the remainder (11) of the envisaged 27 kilometres. The second set deliverables on cooperatives have not yet begun.

| <b>Immediate objectives</b>  | <b>Outputs/deliverables to-date i.e. in Programme's mid-term</b>   | <b>Remaining outputs</b>  | <b>Evaluator's identified additional outputs to be undertaken</b>   |
|--|--|---|---|
| <b>1. Demonstrate job creation potential through use of well-managed labour-based methodologies for road works</b>   | <ul style="list-style-type: none"> <li>-11 kms Barclay-Barnesville demonstration Rd almost completed.</li> <li>-25,565 person work days created. &amp; 160 workers (61 women &amp; 99 men) with jobs on road</li> <li>-Community maintenance system established</li> <li>- 40 (24 MPW staff &amp; 16 officers of 9 private construction firms) trained in labour –based road construction &amp; maintenance</li> <li>-9 Domestic private contractors participated in road rehab. Worksop.</li> </ul> | <ul style="list-style-type: none"> <li>-16 kms Barnesville- Todee Rd</li> <li>At least additional 35 000 person work days created.</li> <li>-More training in community maintenance provided</li> <li>- More private road contractors trained in labour-based.</li> </ul> | <ul style="list-style-type: none"> <li>The broken bridge in the existing Barnesville – Todee Rd. should be rebuilt to enhance usage of the full length of the road</li> <li>Can exceed the targeted 60,000 work days.</li> <li>More training for MPW to enhance capacity</li> </ul> |
| <b>2. Provide opportunities for skills training &amp; entrepreneurship &amp; cooperative development in project area &amp; surrounding rubber plantation areas</b> | <ul style="list-style-type: none"> <li>Farming &amp; cassava marketing business opportunities of area identified by an assessment of area.</li> <li>Consultant &amp; TOR identified for training &amp; cooperatives with particular attention to women to commence in May 2008</li> </ul>  | <ul style="list-style-type: none"> <li>Training in entrepreneurship &amp; cooperative development (to commence in May 2008).</li> </ul>   | <ul style="list-style-type: none"> <li>More training in entrepreneurship and cooperatives provided.</li> <li>Access to loans for the businesses.</li> </ul>   |

## Component 2

The implementation progress of this component is proceeding fairly, despite a number of constraints, such as the MCC's inadequate support because of its inadequate resources. The table below summarises the main achieved outputs and outcomes. While as many as 8 out of the targeted 10 solid waste management CBOs have been established by end of April 2008, only a third were operating to expectation. The members of such groups expressed satisfaction with the income-generating opportunities they have gained. The bulk of the CBOs, however, were facing teething problems including some community households' reluctance to pay for their garbage collection since they consider this to be a service that has to be provided free by the city administration. Another challenge was the community's limited awareness of the health hazards of waste –infested environments, competition from individual/informal garbage collectors who charge less than the CBOs, and problems with the formulated business plans. Furthermore, while there was a World Bank waste management project in the same communities as the ILO project, there was no collaboration between the two for mutual support. The viability of some of the community waste management CBOs was therefore found to be uncertain without further support by the ILO Programme and the MCC.

The programme's formation of an association of the different community waste management CBOs is a good step in terms of enabling them to share experiences and to provide each other with mutual support to enhance their operational efficiency.

| <b>Immediate objective</b>  | <b>Outputs/deliverables to-date i.e. in Programme's mid-term</b>   | <b>Remaining outputs</b>  | <b>Evaluator's identified additional outputs to be undertaken</b>   |
|---|--|---|---|
| <b>3. Improve environmental conditions &amp; creation of sustainable jobs for poor youth, women &amp; men by involving &amp; engaging communities in solid waste management</b> | <ul style="list-style-type: none"> <li>- CBOS/SMES trained in business entrepreneurship &amp; waste management</li> <li>- CBOs/SMEs in 8 out of 10 communities operating &amp; assisted to develop business plans but require further strengthening</li> <li>- 188 poor &amp; often unemployed (97 women 60 men &amp; 31 youth of either sex) with jobs in waste collection. And servicing 2000 households altogether</li> <li>- SW CBOs possess collection equipment - wheel barrows, other simple tools - and protective gear, training</li> </ul> | <ul style="list-style-type: none"> <li>-More business training</li> <li>-Training in waste management, recycling &amp; composting</li> <li>-increased community awareness raising.</li> <li>-training in OSH.</li> <li>- MCC's waste management capacity &amp; contribution strengthened</li> <li>- CBOs in 2 more target communities established.</li> <li>-More poor community residents</li> </ul> | <ul style="list-style-type: none"> <li>Periodic cleanliness of some communities.</li> <li>-More communities demanding similar help from ILO programme</li> <li>-- Resolution of teething problems of CBOs to promote operation &amp; job sustainability.</li> <li>-strengthened operation of the Association of CBOs to provide mutual support to each other</li> <li>-More CBOs promoted in at least 5 more of the remaining Monrovia communities in addition to 10</li> </ul> |

|   |                                |   |
|---|--------------------------------|---|
| -Association of SW CBOS/enterprises   | with jobs in waste management. | already covered by the component.   |
| -Established Revolving loan fund  |                                | Usage of the adapted Start Your Waste Collection Business materials to offer more training  |
| -Baseline survey report on current situation, practices & issues.                                   |                                | MCC provided with more logistical support to strengthen its waste management operation & ability to continue ILO programme component. |
| -Existing Start Your Waste Collection Business training materials adapted to local Liberian context |                                |   |
| -MOU signed between Programme & MCC.  |                                | Linkage between the ILO component 2 and the World Bank waste management programme   |

### Component 3

The programme has made a significant difference to the MOL, the employers and the trade unions. The table below provides a list of the outputs to date, plus additional ones to be undertaken. This component has been active in building the LEEP secretariat and strengthening its role as well as that of other MOL structures, promoting social dialogue and the capacity of employers and the trade unions umbrella bodies. Apart from the Unions' Central Organization Committee, the constitutional committee and other committees of the Unions have also received support from the ILO programme. The constitutional committee has produced a draft constitution to be adopted by the forthcoming congress that will formally launch the LLC. The programme has also facilitated preparations for convening this Congress (in May 2008), elect its leadership composed of 13 persons (including 4 women: 1 vice president, 1 women committee head, 1 women desk officer, 1 youth director).

Additionally, advisory services have been provided by the ILO workers' education technical specialist based in Dakar through one mission and more are urgently needed from her. Moreover, some study tours on trade union mergers and attendance of other ILO events outside Liberia to be able to learn from other experiences have been organized, vital computer equipment and furniture are envisaged and several trade unionists have been sponsored by the programme to participate in other ILO training programmes outside Liberia. Technical support from ILO/ACTRAV has been provided to clinch the merger of the unions, and to help them develop a strategic plan. The need for assistance in its implementation has to be provided in the second phase of the programme. The workers' education training programme at the ILO Turin Centre should be closely involved to prepare and deliver tailor-made training for the Liberian unions in the country.

The current assistance of the programme to the trade unions mainly relates to the merger and capacity building of the central trade union body, and acquisition of social dialogue skills. The unions were of the view that additionally; each of the 32 national

trade unions which have been seriously weakened by the war also required technical support from the ILO programme. This provides another justification for extending the programme to a second phase.

Apart from emphasis on revitalizing the Liberian Chamber of Commerce (LCC) as the central employers' body (see the table below) and assisting the LCC to develop its strategic plan, there is the need to resolve current delays by the ILO employers relations specialist in Addis Ababa and the Employers' Bureau in ILO Geneva in providing timely technical support to the LCC. The LCC requires immediate assistance to implement its strategic plan to avoid loss of momentum and to further build the LCC's capacity.

| <b>Immediate Objective</b>  | <b>Outputs/outcomes to-date i.e. in Programme's mid-term</b>  | <b>Remaining outputs</b>  | <b>Evaluator's identified additional outputs to be undertaken</b>   |
|---|---|---|---|
| <b>4. Capacitate LEEP secretariat to fulfil the Ministries' role of lead facilitator for operationalizing the LEEP strategy, leading to a coordinated response in livelihood &amp; employment recovery.</b> | <p>LEEP/LEAP Improved secretariat functioning, with computers, other equipment &amp; furniture</p> <p>Develop LMI unit (research and statistics Division) &amp; build capacity of unit's staff and equipped with computers and furniture.</p> <p>Staff of ES trained to start this.</p> <p>Work.Plans for LEEP/LEAP's transformation into a Bureau of employment services elaborated.</p> | <p>Support implementation of plans for LEEP/LEAP's transformation into a Bureau of employment services</p> <p>Provide further capacity building for staff.</p> <p>A database established on jobs created by the different interventions in the country.</p> | Continue implementation of transformation plan  |
| <b>5.Strengthen labour administration system particularly MOL, workers &amp; employers orgs to fulfil their role in designing &amp; implementing social &amp; labour</b>                                    | <p>Developed MOL Strategic plan and its implementation plan</p> <p>Draft National employment policy developed</p> <p>MOL supported in its preparation of inputs for PRS</p> <p>Employment services unit supported</p>   | <p>Support drafting of new labour law and national labour conference to examine and validate it.</p> <p>Support MOL's implementation of strategic plan &amp; Government's adoption and institutionalisation of the employment policy.</p>                   | <p>Build capacity for implementation of eventual new labour law</p> <p>LLC and LCC's continued active participation with employers in deliberations on Govt</p> |

## **policies.**

|  |  |   |
|--|--|---|
| NTC established and equipped with computers but requires more capacity building for effective operation. | Continue capacity building of NTC and MOL's social dialogue unit   | initiatives.  |
| Social dialogue and dispute resolution division established and its staff trained.                       | Continue support of Employment services unit, employment bureau & LMI  | Support growing social dialogue between tripartite constituents.                        |
| LCC with computers, officers and other equipment to operate  | Continuation of capacity building of LCC & LLC.  | Gradual involvement of tripartite members and social dialogue further enhanced.         |
| Capacity building of workers union & Employers association.  | - Support training LLC & LCC secretariat staff & newly elected officers.   | Continue to build MOL's different structures' operating capacity.                       |
| -LCC's revitalization on course, strategic plan developed  | - support implementation of LCC strategic plan.  | Continue to enhance Ministry of Labour's credibility and role in government operations. |
| - LLC almost established to be officially launched in May ( 2008) Congress.                              | - Support LLC's development of strategic plan & implementation.  | Libraries in LLC & LCC established  |
| LLC & LCC's Knowledge of social dialogue enhanced through training within & outside Liberia.             | More study tours for LCC & LLC to learn good practices in region   |   |
|  | -computers & furniture provided to LLC   |   |
|  | -Support MOL's preparation of concept notes contributions towards PRS implementation                               |   |
|  | -More support to MOL on ILS implementation & reporting, labour administration, decentralized structures of the MOL |   |
|  | - MOL library established  |   |

## **OTHER**

There has been progress in the full elaboration and implementation of the programme's communication strategy. The programme has space on the platform of the ILO Dutch-funded programmes and includes materials on ILO activities

(missions, progress reports etc) as well as other relevant non- ILO materials) to promote knowledge sharing. Additionally, a video on the ILO programme has been produced. It was observed that more local focus in the communication strategy was necessary to support local impact of the programme's outputs and outcomes.

A couple of gender training activities – in Turin and Liberia – have been organized for the programme's staff and representatives of the implementing partners. Additionally, the programme's CTA has participated in an ILO gender training for CTAs of all NICP projects in Africa. The programme also has a gender focal point (a role assumed by one of the national programme coordinators) who participates regularly in the UNCT's gender theme group. A checklist for gender mainstreaming was also provided to the LEEP/LEAP secretariat by an ILO/CRISIS staff member. Additionally the Ministry of Gender and Development is associated with the programme, especially as a member of the IMSC and some of its subcommittees. The CTA has further attended recent local gender colloquia that produced a national plan of action and is also in preparation for the international gender colloquia to be held In Liberia in early next year.

These measures however have been so far inadequate to generate the necessary gender capacity for effective gender mainstreaming within the programme beyond numbers of men and women. Building such gender capacity should have started from the programme's outset. While the hiring of a local gender consultant was envisaged, this has not yet been effected due to the lack of local capacity in this regard. More local training in gender equality is envisaged in the programme's remaining year with the assistance of the ILO gender specialist based in Addis Ababa to further build the gender capacity of the programme's staff, their counterparts and implementing partners like the Ministry of Labour, Ministry of Public Works, the Monrovia City Council, the LCC and the LLC.<sup>2</sup>

Although the ILO is a non-resident agency in Liberia, with only a technical cooperation office, intense efforts have helped in making the ILO an integral member of the UN family. The CTA has really been proactive in this regard and with his good networking ability has been able to put the ILO in a highly strategic position. The ILO succeeded in attending nearly all UNCT meetings of the past year through the participation of the project's office, and this has had good results in terms of development and consolidation of partnership development; the decent work agenda is fully incorporated in the UNDAF, the ILO is co leading the theme group on youth employment, and several initiatives for inter agency collaboration have been successful. Partnerships with UNDP, UNHCR and FAO are particularly rewarding

| <b>Cross –cutting</b>       | <b>Outputs/outcomes to-date i.e. in Programme's mid-term</b> | <b>Remaining outputs</b>  | <b>Evaluator's identified additional outputs to be undertaken</b> |
|-----------------------------|--|---|---|
| <b>Gender mainstreaming</b> | Training to build capacity for gender mainstreaming          | Continue to build gender capacity to strengthen gender mainstreaming in | Gender audit of completed programme                               |

<sup>2</sup> The programme has also focal points for other UNCT thematic groups like youth and youth employment, HIV/AIDS and employment.

|   |   |  |
|---|---|--|
|   | Gender desegregation of beneficiaries etc.  | programme  |
| <b>Communication strategy</b>                                   | Liberian platform on ILO technical cooperation website  | Further develop a local communication strategy   |
|   | Video on project impact & lessons learnt  |  |
| Preparation of comprehensive decent work programme for Liberia. | Preparations of joint ILO/UNIFEM MOL/Ministry of Gender and Development Programme document on Women's Empowerment and Employment (\$3million)       | Continue to mobilize resources<br><br>Complete preparation of a comprehensive decent work country programme including social protection  |
|   | UN Joint Programme on Youth Employment and Empowerment (\$20million for a duration of 3 years), included in the PRS.                                | Contribute to apply, in Liberia, the new UN system-wide Policy and the operational guidance note for employment creation, income generation and reintegration in post-conflict settings. |
|   | Joint ILO/UNAIDS Workplace Policy and Programme   |  |
|   | Joint UNCT Peace Building Fund Concept Note on Labour Based Employment for youth. \$ 1 million awarded.   |  |
|   | Preparation of a joint UN/ILO Feeder Roads Rehabilitation and Maintenance Programme Document (\$17 million) for 4 years for Berlin Partners' Forum. | Full Project Proposal under preparation for submission to Joint Peace building Fund Joint Steering Committee in June   |
|   | Active Participation in UNCT and in its sub-Committees on Gender, Children and Youth, Interagency Planning, Senior Management Team                  |  |
|   | Participation in Interagency Steering Committee preparing International Women's   |  |

Colloquium on women's Empowerment, International Peace and Security. ILO Addis already contributed (\$20,000) towards it.

Continue to participate in UNCT and its theme groups.

Contribution to Colloquium to be held in March 2009 and hosted by Presidents of Liberia and Finland.

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 institutional capacity which limits their contribution to the programme's implementation. This weak capacity is not confined to these institutions alone but is a feature of almost all Liberian institutions, both public and private, at the different levels. This was recognized by the current PRSP as a major constraint and a challenge whose tackling will take time, as the progress to build such capacity will be slower than desired.
- The partners have not always been able to provide counterparts on time or with the right level of skills. This continues to be a bottleneck in the programme's implementation and the building of timely sustainability and local ownership. For example, the engineers provided by the Ministry of Public Works to the labour-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. They are, therefore, not always readily available for timely delivery of a technical input when the programme needs it. This trend thus causes some delays in the project's outputs.
- Further delays have also been linked to delays in delivery of procured equipment and machinery for the programme's components.
- Training has been delivered in a piecemeal manner and often late. The ILO Turin Centre is yet to undertake a mission to Liberia to do a comprehensive training needs assessment for the programme and to plan towards addressing the programme's training needs locally without further delay.

#### *Efficiency of resource use*

In the original budget, financial and human resources appeared to have been allocated strategically geared to achieving outcomes. Slow issuance of EPAs from the substantive ILO field office due to improper requests from the Project Office affected the timeliness of delivery. Also, the Project has not really been efficient with the

resources at its disposals. Some resources sent to them last year were not used and led to low delivery.

In the first year of the programme's implementation, however, at least 1 staff position - programme officer- was cancelled which increased the work burden of the CTA. The financial officer position was replaced by a financial assistant. The CTA's work burden may ease a bit with the arrival in June of a junior programme officer funded by Finland. There is no real employment specialist in the team to be able to respond to some of the inputs that the programme will continue to be called upon to provide outside the three components. An employment specialist, to assist the CTA, may be necessary in the second year, for example to provide steadfast support with the transformation of the LEEP secretariat into an employment bureau.

Only 30 per cent of the programme's financial resources has been spent by the end of April 2008, because of delays in provision of some technical inputs such as by specialists from some ILO field structures, some equipment and slow counterpart response. It was, however, noted that expenditure has been consistently increasing per month since February 2008. On the whole, the results generated by the project, enumerated under the section on progress, more than justify the resources so far expended. The bottlenecks in the delivery of activities and funds have often been due to factors outside the control of the programme - such as when ILO technical specialists, whose inputs are required, are available to do so, the long processes for ILO procurement and MOU clearance. The programme's CTA, responsible field and regional offices as well as the headquarters' units concerned have to review the above to speed up delivery in the programme's second year.

The programme's third component on social dialogue works with all the three ILO constituents unlike the other two components. The immense needs of the constituents and their demands on the national programme coordinator of this component make his work load extremely heavy, However, unlike the other components with assigned programme vehicles and drivers, he lacks such logistical support which pose a major constraint for his work as the constituents are located far away from each other.

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.

#### *Effectiveness of management arrangements*

Operations in a country emerging from war require speed of action. Top heavy management arrangements can generate delays in timely execution of desperately needed inputs. During the evaluation in early May 2008, the programme had a staff of 8 including a CTA, labour-based training engineer, 2 national coordinators, a programme assistant, finance assistant, a secretary and 2 drivers (one full time and the other temporary). Mid term in the programme's implementation, 1 of the envisaged staff is still not at post and seems to have actually been cancelled. As already noted above, this has generated a heavy work load for those at post, especially the CTA, in their endeavour to meet programme targets. Furthermore, in addition to the TC/RAM,

the programme's reduced staff also spend a lot of time on many meetings and responses to other demands linked to the UN Country Team, attempt to tap emerging opportunities for other ILO inputs/programmes and also prepare project proposals. Such additional demanding tasks appear not to have been fully considered in the TC RAM's recommended number of staff and their professions. For example, a liaison officer and an employment specialist should be considered for the ILO projects office as the above tasks are increasing exponentially in the context of increasing donor interest.

The ILO management arrangements for the programme outside Monrovia were found to be too cumbersome and often slow down delivery. There is a clear understanding of roles and responsibilities but a lack of adequate understanding by these ILO structures of speed being an essential feature of crisis response. For example, obtaining clearance from headquarters for an MOU often takes 3 months, according to the programme's staff, which stalls work and generates frustration on the ground. These management arrangements, therefore require review by the relevant ILO field and headquarters' structures – Abuja and the Regional Office as well as JUR - to speed up the programme's action during the second year.

The programme management effectively monitors programme performance and results. A monitoring and evaluation system, stipulated in the programme design, is in place. There is a sixth monthly progress report regularly prepared. In addition, mid-term independent evaluation and final evaluation are also foreseen. Further, improvement on the monitoring and evaluation system has also been undertaken. For example, reporting formats have been prepared for use on the road works and in the solid waste management component. Appropriate means of verification for tracking progress, performance and achievement of indicators were provided in the design. As an integral component of the programme's communication strategy, relevant information and data, disaggregated by sex, such as in relation to outputs and impacts, is regularly collected for knowledge sharing, and also for reinforcing the programme's management decisions.

Strategic use has been made of coordination and cooperation with other ILO technical units and programmes (like PRODIAF – promotion of social dialogue in French-speaking Africa - and SYSWS – on start your solid waste services) to mobilize significant technical inputs and support for the implementation of a number of the programme's activities and for generation of outputs. For example, some of the programme's local social partners have participated in the workshops of some of these programmes and their materials have also been used or adapted to the local context for use. Linkages with other ILO sub regional and regional initiatives have, however, not been accomplished to date, such as with the UNIDO/ILO/UNDP Multi-stakeholder Programme on Productive and Decent Work for Youth in the Mano River Union and Cote d'Ivoire. Communication between the programme and the ILO field structures and headquarters technical units has been regular, through emails, telephone calls, and missions. This support has been supplemented with external technical support through consultants.

The programme's staff have been masterful in developing collaboration with donors on the ground in Liberia, such as the World Bank, African Development Bank, GTZ and Realizing Rights (the Mary Robinson foundation) through which some resources

have already been mobilized and others are foreseen in the future. There are no direct contacts between the programme's staff in Liberia and the donor funding the programme, the Netherlands, as the latter has no embassy in Liberia. Such contacts are handled by the ILO CODEV. Before the current phase of the programme ends, it would be useful for the programme's CTA to have a face- to-face briefing session with the donor which may also sensitize them to the possibility of extension of the programme beyond the current 2 years.

Communication with the local partners is even more close, frequent and effective because of propinquity. For example, there are regular meetings with them, telephone calls and almost daily contacts through the location of offices of some of the project's national coordinators in the premises of the partners.

The programme has so far received adequate political support and rooms for offices from its national partners such as Ministry of Labour, Ministry of Public Works and the Monrovia City Corporation. In the case of the MCC, the allocated space (a room shared with two other MCC staff) is unsuitable. The partners have also drawn donor and governmental attention to the programme and its outputs. The partners' weak technical, administrative and financial capacity makes it unrealistic for the programme to expect administrative and other support from these partners. The partners have rather relied on the programme for such support, for example, computers for some of the units in the Ministry of Labour, support with technical studies and some of the project proposals on employment-related issues for the PRS.

While the programme provides scope for the operationalization of LEEP and reflects most (4 out of the original 5) of the latter's key initiatives. It was not apparent from my discussions with the LEEP/LEAP secretariat whether the staff perceived clearly that the programme was not exactly coterminous with LEEP. The LEEP secretariat, however, has kept the inter ministerial steering committee (IMSC), the relevant sub committees and the LRDC chaired by the president informed of the programme's work, outputs and outcomes. It also includes reports on the programme's outputs and outcomes, together with those of other employment generation initiatives, in its annual reports.

The programme has sought and received assistance from a gender specialist from ILO Addis Ababa in the form of gender training for the staff to build their capacity in this area. ILO Turin has also included some Liberians in the programme in one gender audit training. The programme's management recognizes the need for more gender expertise within the programme. It has, therefore, arranged for additional gender training by the ILO gender specialist.

### *Impact orientation and sustainability*

Despite the programme's short period of implementation so far (only one year), the impact has been immense. It has been able to keep employment at the forefront of the reconstruction and other development agendas in the country, like the PRS. It has stimulated interest and led to an exponential demand on the ground for ILO's inputs and stronger consideration of employment –related concerns in the PRS, the earlier iPRS and other national initiatives. There is potential for considerable multiplier

effect. For example, more donors – such as the World Bank, ADB etc – have already approached the ILO to seek its contribution to, and guidance in similar interventions in other parts of the country. Its studies have also contributed to vital analytical work needed for policy making, especially in the employment and labour market fields and maintained high level policy guidance and technical support.

The constituents and social partners have been involved in the planning and implementation which should promote sustainability over time. However, almost all the components need additional time to build this sustainability.

With the benefits – new skills, jobs, income - which are often higher than what the beneficiaries were earning previously from farming, hope, improved standards of living reported to the evaluator by members of the target group and their families (including ability to feed and clothe themselves and dependants and to finance their children's education and acquisition of new income-earning skills ) that have accrued to the participants in both components 1 and 2, more and more poor people in the project areas and other communities are clamouring for similar assistance from the programme. However, with the serious dearth of trained manpower – middle level technicians below the capable cadre of ministers, their deputies and assistants – of the implementing partners because of the war, the potential for expansion and replication of these interventions will be seriously constrained at least in the short-term. This provides further justification for the recommendation below to extend the programme to contribute to the creation of a critical mass of trained manpower.

Furthermore, one could not observe clean environments in all the areas where the community waste management groups are operational. The long period of not having waste collection and management during the war has generated poor waste disposal practices among many of the community residents which will take a long time to change. Coupled with this is the overcrowded population concentration of Monrovia during and after the war with the city's population now at 1.5 million which is half of Liberia's total population, compared to its pre-war population of 400,000. Some of the groups that are operating well reported attracting more customers. For example one group reported having been able to double its clients within 6 months of operation.

The demonstration impact of the road, output of component 1 has been significant as it has attracted visits by the Liberian President (accompanied by the World Bank, USAID), the Director of Communications of the UN Secretary-General. It has also had considerable snow-ball impact in terms of construction of 300 Kilometres of labour based roads being included in the PRSP and the Ministry of Public Works directing donors, to the ILO programme staff to obtain assistance in this area. The component, however, has not been able to train quickly the staff of the Ministry of Public Works who have been seconded to the programme because of their low engineering skills. More time will be needed by the component to develop their skills to a level that will enable them to handle the activities, sustain and replicate the outcome in other parts of the country. The president had requested a replication of the intervention in other parts of the country. While some contractors had been trained to maintain the roads, more will have to be trained in the course of the programme component's setting up of a maintenance system. The road constructed has had an

unintended effect of leading to rapid rise in the cost of land in the neighbourhood of the roads.

The MOL's strategic plan, developed with the programme's technical support, is viewed by the government as a model for the civil service reform which the government is about to embark upon.

The programme has laid the ground, in a pilot way, for a much bigger employment promotion programme in the country which will also contribute to implement the National Employment Policy which the Programme, through a consultant, helped the Ministry of Labour to formulate.

Because of the ILO programme, a number of organizations, such as employers and workers' organizations are now working closely with the MOL, such as in the national tripartite committee, the social dialogue activities, and the workshops on labour law and the national employment policy. They have acquired some negotiation skills which can facilitate diffusion of conflicts, promote industrial harmony and add to peace building. Commitment to social dialogue seems to be growing among the constituents, as evidenced from their utterances during the evaluator's discussions with them.

The establishment of the National Tripartite Committee has not only built confidence amongst the social partners but also provides a very useful platform for consultations as well as management and resolution of conflicts and maintaining industrial peace and harmony

The programme's activities, such as on waste management and labour-intensive road building, have also promoted community participation in them which is likely to continue and can contribute to foster conflict management and peace,

Apart from direct impact, there has also been indirect job impact in terms of the population along the constructed roads being able to readily transport their farm produce and wares to the market. There is also the potential of other businesses being attracted to the project areas because of the facilities created by the programme there.

Now a number of relevant ILO training materials have been adapted to the Liberian context and, therefore, can be used to train more local people (including training of trainers) for greater local impact and to support decentralization of the initiatives undertaken by the programme.

The programme's road construction equipment has also been acquired by others, like the Ministry of Public Works for similar use i.e. to build labour-intensive roads.

Replicability: Components 1 and 2 of the project can be replicated in other counties, especially the SWM and feeder roads demonstration activities.

There is potential for the programme to have considerable multiplier effect. Already the labour-based approach to road construction is being replicated by the MPW. The economic activities in the areas bordering the roads have been stimulated because of ready access to markets. Their poverty levels are likely to decline at least in the

medium term. UNHCR pointed to their current ability, due to support by the ILO programme, to conceive more long-term livelihood ventures beyond their traditional quick impact projects (QIPs) and for joint programme formulation with the ILO.

The project staff have overworked themselves to generate these outputs and to seize opportunities which emerge on the ground for them to make inputs relating to the decent work agenda. Their outputs have not only established a credible ILO presence on the ground whose inputs are constantly being sought by the diverse institutions in this environment. The programme and its outputs have become a catalyst for other employment-related interventions also to providing technical support to the local institutions and community groups to ensure further strengthening of their capacities.

## **4.2 Recommendations**

### **On the programme as a whole**

While there is interaction between the coordinators of the programme's 3 components and regular meetings with the CTA keep them informed of each component's work, more emphasis should be placed on inter component cooperation in implementation for mutual support. This is also called for by the programme's integrated approach. More effort will be needed in this area as the different component heads are gradually to be based in different buildings i.e. with the different implementation partners. The CTA and the coordinators of the various components will have to identify which of their remaining outputs and activities can be undertaken in collaboration such as business training for components 1 & 2.

Even though the programme staff have been working with this ILO programme for one year and thus have acquired substantial knowledge about the ILO and its procedures of work, they remain on a learning curve and thus need to be given further orientation and support in this respect.

Some of the ILO's lengthy processes, such for procurement, clearance of MOUs and issue of EPAs, require specific adaptation to the nature of a post-conflict context where speed is critical to avoid compromising the timely delivery of interventions

Despite the implementation progress noted above, there is the need for extending the programme's duration to enable it to complete all its planned outputs/outcomes and also to provide it with an adequate time to realize its potential impact. The remaining one year of the programme will be inadequate to ensure completion of all the remaining planned outputs under the 5 immediate objectives. Hasty ending of the programme could unravel some of the gains. Furthermore, there will be continued need for the services currently provided by the programme beyond the current programme's duration. All the implementation partners and stakeholders contacted during the evaluation emphasized the need for the programme's extension for a period between 3 years (to coincide with PRS period), or 5 years according to the employers (to coincide with the implementation period of their strategic plan), to consolidate gains already made. This will also ensure that the momentum is not lost nor a vacuum created while resources are being sought for the new employment-related programmes in the PRS. Thus one of the programme's activities during the remaining one year is

to prepare a programme proposal for the extension to search for requisite funding to ensure seamless continuation of current activities. The Ministry of labour specifically requested an extension of 3 years so that the programme can assist them to implement its elaborated strategic plan.

Such extension of the programme's duration is also necessary because of the weak capacities of the stakeholders and partners of the programme's 3 components. Ending the programme after its two year duration will thus be premature and pose a major threat to the programme's sustainability. Thus, more capacity building of the stakeholders and partners should take place and needs a time longer than the programme's remaining one year. A second phase of the programme should thus be envisaged and was called for by all the stakeholders without exception during the debriefing seminar at the end of the evaluation.

The mammoth levels of unemployment/underemployment and poverty in the country are not likely to improve significantly in the immediate future. Investment flows into the country have not been at expected levels. The private sector remains weak. UNMIL has started its draw-down plan which would also imply the retrenchment of many of its local employees and the rapid decline of the satellite businesses, services and informal employment opportunities (like house help and restaurants) that had emerged because of large UNMIL's presence in the country. The current sharp rise in food prices, especially rice, which is a staple in Liberia, is also likely to augment poverty in the country. These further challenges in the country's employment and poverty situation will continue to make the programme relevant in the foreseeable future and therefore call for an extension.

The duration of the extension should initially be a transitional period of one year to be followed by a second phase of the programme for three years. The transition period will be to complete current planned outputs and to prepare a full-scale programme proposal for a second phase of the programme with a possible duration of 3 years. The programme's staff in Liberia, with their accumulated knowledge of, and in-depth insight into, the situation on the ground should spearhead the elaboration of the extension programme, supported by the Liberia implementing partners, the substantive ILO field office, ILO/CRISIS and other specialists. The second phase will enable the programme to carry out more demonstration interventions in a few more communities and counties, including those that are isolated and also incorporate other relevant issues, like social protection, that is outside the purview of the on-going programme.

The ILO Turin Centre has to expedite its assistance to the institutional and other training and capacity-building activities and outputs of the programme. The visa and other problems that have limited Liberians' involvement in training activities in Turin could be avoided by Turin's organization of the activities in Liberia as well as having Liberians participate in relevant training activities the Turin Centre organizes in other parts of Africa. When the training programmes are locally organized, it can cater for more Liberians. Turin will have to commence this with a mission to the programme and its implementation partners in Liberia to assess their training needs and to develop a comprehensive training strategy and implementation plan to underpin its support to the programme.

Training of trainers should be an integral part of this training so that in the medium term, the local institutions can provide their own training instead of always resorting to external support

During the second year of the programme, the implementation partners should try to meet their obligations to provide counterparts to the programme to ensure that locals are able to understudy the programme's staff and are in a position to continue with the programme's initiatives to enhance their sustainability.

With the already heavy work loads of the programme staff which are constantly increasing with new demands on them, more staff should be envisaged in the programme's second year and in the extension to release, especially the CTA, to focus with the least interruption on the programme's planned work. It is proposed that an employment specialist to provide steady technical inputs, advice and other inputs in the various fields of employment, in addition to the forthcoming Junior programme officer who should also serve as a liaison officer will be an asset to the programme in the second year in terms of participating in some of the meetings within and outside the UN system when heads of agencies are not required. The programme should continue to tap the support of relevant ILO regional programmes like PRODIAP, SYSWS, and also make more effort to tap other regional programmes in its remaining time span and in the next phase.

The flexibility that has characterized the programme's implementation because of the nature of the post-conflict context has to continue in the second year and in the programme's extension.

While the programme has been a valuable start for promoting decent work agenda, and a catalyst for developing other employment –related priorities and project proposals – such as youth employment, HIV/AIDs in the workplace, social dialogue, labour administration and labour market information feature in the PRS, social protection has so far only received minimal focus. The programme in its second phase should assist the government to examine this crucial issue which is an integral part of the decent work agenda and to elaborate a programme proposal to seek external funding

During the next half of the programme's duration, more gender capacity training of the programme's staff, counterparts and implementation partners should be conducted to strengthen gender mainstreaming in the programme's activities beyond sex segregation of data on the programme's beneficiaries is urgent in the second year to ensure that the programme fully promotes equal opportunity for men and women in its activities and also to meet the requirements of the donor, the Netherlands Government, as well as the spirit and letter of the new Liberian Gender Plan of Action which emerged on 9 May 2008 from a 5 day national women's conference spearheaded by the Liberian Gender Ministry and was concluded by the President. The programme staff and implementing partners continue to possess limited know-how for gender analysis, planning and mainstreaming, thus requiring more training in this field. Thus the full potential of such a programme in post-conflict context as a window of opportunity for promoting progress in gender equality has not been fully exploited. But there is high political commitment at the level of the president and her government.

While the Liberian Gender Ministry is in the IMSC and some of its sub committees, the programme should try to strengthen its links with this Ministry in the second year and to take into account the gender discriminatory traditional practices in the country which continue to hamper gender equality. Indeed, a gender audit of the programme at the end of the second year is called for. More capacity of the programme staff and local counterparts for gender mainstreaming should be undertaken.

In view of inequality between Liberian men and women in levels of education and skills training (for example only 2 per cent of Liberian women have education above primary school compared to 8 percent of men, some women-specific activities are also called for to bring the women to the required level to facilitate their equal involvement with men in the programme's activities.

The M & E Framework that was revised in September 2007 for the Programme's log frame should be revisited by the programme staff during its second year to further fine-tune it as some of the performance indicators are almost outputs. The programme's staff from their insights on the ground should be able to do this.

The ILO should make every effort to apply the same post crisis administrative and financial practices as the other agencies within the UNCT. This should be reflective of the spirit of "delivering as one" within the challenging nature of such a context.

The programme, like other interventions in the country, should not operate only in already accessible areas but also inaccessible ones, such as the South Eastern parts, to contribute to promoting cohesion between the different parts of the country.

The programme's additional role as the ILO project office in Liberia and its close relationships with the other members of the UNCT will remain important in the second half of the programme's duration as well as in the recommended second phase. It will continue to be a vital entry point for identifying other relevant inputs. ILO could provide on the ground and also to obtain the buy-in of other UN bodies to tackling the employment problems of the country as well as employment.

### ***Component 1***

Efforts should be made to accelerate delivery of the outputs related to the promotion of charcoal-making cooperatives.

Apart from continuing work on the Bannersville-Todee Road, rehabilitation of the bridge linking the two parts of Bannersville and Todee road should be undertaken either during the remaining year or during the extension period to enhance use of the road. Resources should be found for this additional but necessary work.

For workers hired by the programme's components 1 & 2, an effort should be made to put in place a compensation scheme for injuries sustained on the job. This was one of the requests received by the evaluator during her interviews with these workers.

## ***Component 2***

The teething problems in the waste management CBOs need to be ironed out before proceeding to establish more groups in other communities. Thus the emphasis for the remaining period should be to strengthen the operation of the already existing community business groups, the MCC and its subsidiaries like the municipalities. The former will require further business training and assistance to review their business plans to enhance implementation and efficiency.

More awareness raising of the residents on the health hazards of waste and the need for paying for the waste collection service should be conducted.

Lessons from the operations of the already established solid waste management groups should inform the efforts to establish more of such groups in other communities to enhance their operational efficiency.

The OSH training envisaged in the programme's design should be implemented without delay.

Future training to the various community groups should also include providing them with knowledge about the MCC ordinance on waste collection/management. In the second year, the programme component should include training of trainers in solid waste management to be able to spread this training and enhance capacity of more groups.

The planned training in waste handling (and recycling) should also be carried out without delay during the second half of the programme.

The functioning of the newly-formed association of community waste management business organizations should be strengthened as a mechanism for sharing experiences between the groups and to provide mutual support.

The component should establish collaboration between its activities and those of the former World Bank waste management project which is currently handled by the MCC for mutual support.

The debriefing seminar in Monrovia at the end of the evaluation proposed that at least 30 percent of Monrovia's 300 communities should be covered by component 2 to have wider demonstration effect. The current number of 10 was described as "too small" and only "a drop in the ocean".

## ***Component 3***

Since the programme has provided assistance to different divisions and units within the Ministry of Labour, there is the need, as suggested by the Minister of Labour, for the programme, during its second year to organize a retreat with the heads of these structures to reflect on the assistance received vis a vis the needs of these structures collectively so that the programme has a clearer vision of MOL needs to focus on before the end of the programme and also during the transition phase. For example,

the Ministry of Labour's decentralized structures in the counties are very weak and lack manpower.

The future of the LEAP/LEAP secretariat had earlier been reviewed by the Programme with the help of an employment specialist and his proposal, which has been accepted by all the stakeholders, should be implemented. He had proposed that it should become part of a National Bureau of Employment (NBE) which will also include employment services/ counseling and labour market information. His recommendation that it should be renamed Division of Employment Policy and Strategy is endorsed by the evaluator. Further support of this Division, during the transitional period and beyond, by the programme will be required. The small funding support expected from the Mary Robinson Foundation can only be a catalyst as more resources will be required.

The programme has to continue to assist the MOL to implement its strategic plan.

The LMI and employment services need to work together in identifying job opportunities and assessing labour market opportunities.

Incentives need to be reviewed for MOL and other local institutions professional and managerial personnel in order to attract and retain qualified and motivated staff.

The unions called for the ILO programme to organize more study tours for them in the region to learn from good practices which they can apply in Liberia.

ILO ACTRAV and ACTEMP and their relevant specialists in Africa need to speed up their response to the ILO Liberia programme's requests for their technical inputs. Short-term specialists may be hired by the Programme to be attached to these institutions for timely delivery of planned outputs, advisory services and other support. The programme's budget, subject to required budget line changes, should be able to support this.

The programme should support and train the new staff of the secretariats of the LCC and LLC. These bodies' subsequent efforts to decentralize their structures into the counties and the implementation of their strategic plans also deserve support.

The transportation problems of the national programme coordinator of component 3 should be addressed quickly by the CTA and the ILO Abuja office to ease his work load, facilitate his contacts with the different constituents and regular.

In addition to current efforts of the programme's component 3 to build capacity for social dialogue at the national level, it should also in the next phase of the programme attempt to promote social dialogue at the sectoral and enterprise levels. Thus training in collective bargaining, negotiation skills, social mediation, conflict prevention and management, and international labour standards will have to be emphasized in addition to the support of the regional PRODIAF programme.

Efforts should be made to support the decentralization of the social dialogue structure throughout the country. This would provide the social partners and other stakeholders at the local (County and District levels) as well as sectoral and enterprise levels a

forum for regular consultations on issues of common interest and to help prevent conflict.

The various planned training activities to be conducted in component 3 should await the Turin Center's mission to the programme to assess its training needs and to its preparation of a comprehensive training strategy to underpin such training. The Turin Centre, therefore, has to carry out this assessment mission quickly.

### **4.3 LESSONS AND GOOD PRACTICES**

#### **LESSONS**

- A programme on decent work in a post-conflict country requires a long-time horizon because of the unpredictability of the environment and the tendency for institutions to have low absorptive capacity.
- Support for programme/project implementation in a post-conflict context with desperate needs has to be quick and should not be weighed down by heavy bureaucracy and management arrangements.
- One should not always assume that a new institution has to be established but invest time and effort to know the environment and the situation before the war as it is less time consuming to revitalize existing institutions than to establish a new one from scratch.
- A post-conflict programme with a strong focus on capacity building should have a training needs assessment to underpin the development of a comprehensive training strategy for timely delivery. This should be spearheaded by the ILO Turin Centre and should be undertaken right at the outset.
- When the level of absorptive capacity of the tripartite constituents and other local institutions remains very weak, it has serious implications for the duration of a technical assistance programme on employment and social dialogue.
- Investment in poor communities using local resources is possible once appropriate skills and training have been imparted.
- In the design of post conflict programmes, time should be allocated to looking also at the coping capacities of beneficiary groups and communities as they move from relief services to pay for services. When this is overlooked, it could threaten the sustainability of such programmes.
- When the social partners after war are given appropriate skills in negotiation, collective bargaining and social mediation, they can contribute meaningfully not only to decision-making around decent work creation but also to national reconciliation, peace building as well as rapid recovery, and sustained regional peace and stability

- In a post-conflict environment such as Liberia, a certain level of administrative flexibility is needed on the part of development assistance organizations to ensure timely delivery of project activities.
- Projects undertaken in a post conflict environment need to make adequate provision for unforeseen environmental factors that may interfere with smooth project implementation.
- Weak institutional and human resource capacity of the partners in a post conflict situation like Liberia can slow down activity delivery. This should, therefore, be taken into account in determining a programme's duration.
- More communication and faster approvals and release of funds by the ILO field office responsible for a post-conflict response would speed up programme implementation.
- In addressing the merger and capacity building needs of the trade unions and employers associations in a post-conflict context, sufficient time is needed for genuine consultation and conflict-resolution. This is because electing new leaders, developing a new constitution and other vital processes take time and there is a need to do them carefully and according to proper procedures to avoid refuelling tensions.
- Developing a roster of local and regional consultants and regularly up-dating this roster is essential for effective management of post-crisis and other programmes.
- When the communities of a location for a project intervention, like road construction, have a high sense of ownership, the communities can provide ready assistance to the project anytime such help is needed. For example when the labour-based road construction work reached Barnersville, a built up and waterlogged area, component 1 of the ILO Liberia programme faced problems in locating and acquiring a borrow pit to win gravel material for the construction. An old woman offered one plot of land and a man also offered 3 plots of land free of charge for the construction.
- Furthermore, when there is considerable enthusiasm among the local communities for the project, often tools and equipment are not stolen nor tampered with. This is what has been noted in the locations of component 1. Furthermore, one observed considerable willingness of both the male and female workers to learn, as was evident from their constant prying questions to understand how the project was organised. Most of them, especially the women, after a short time understood the technology and were able to utilize it with little supervision. Most of them were later promoted and made to supervise others in some activities.

## GOOD PRACTICES

- Continual high level policy dialogue with the head of state and other cabinet ministers brings high level attention and commitment to such critical concerns like massive unemployment and underemployment.
- Involving not only key local stakeholders but also the potential receiving communities in a project's conceptualisation and design ensures that their concerns and the nature of their contexts are adequately recognised and taken into account.
- Hiring and training of workers for the labour intensive project from the vicinity of the roads under construction enables the immediate population to benefit from the project and also cuts down on labour transportation costs.
- Providing, to unskilled workers, full explanations of why activities are carried out in a particular manner and the advantages and disadvantages of diverse techniques helps the workers to understand the whole process and can stimulate their involvement in the future maintenance of the roads.
- Through consensus building techniques, competing trade union bodies can be reconciled as happened with the unions in Liberia which have now come together to form the Liberian Labour Congress.
- Regular consultations between the social partners contribute to the resolution of differences and disagreements between them and their support for various development initiatives in the country.
- Fixing wages of waste collectors in a team on the basis of the volume collected provided a major incentive to a team and stimulated their commitment and productivity.
- Convincing independent garbage collectors, who are competitors to community based organizations (CBOs) of solid waste management, to join the CBOs, removes the threat they pose.
- Including the stakeholders in the design of a project's implementation plan can stimulate their commitment to avoiding delays in implementation.
- Team building of project staff even in a post-conflict context is crucial for the project to have a common voice and commitment to the project's activities.

**Annex I: Terms of Reference of the**  
**Mid-term evaluation for the ILO Programme in Liberia**

**I. Brief background on Project and context**

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. This is critical for re-integrating the diverse conflict-affected groups and for enabling them to contribute to the nations' socio-economic recovery.

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 (GEA) 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 iPRSP and to the employment situation in the country, and more resources are being mobilized for expansion of the programme components.

There are 3 main components. The first two aim primarily at immediate job creation and local economic development. The third is focused on capacity building. Component 1 will 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 kms) 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 jobs<sup>3</sup>, 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 4,200,000 for duration of 24 months which started in February 2007.

## **II. 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 is to basically look at the management and operations systems laid down by the project and assess if the progress is on the right track. This mid-term evaluation will also serve to assess whether the restricted absorptive capacity calls for a longer time frame to achieve the planned outcomes. As necessary, modification will then be made in the implementation plan.

The mid-term evaluation outcome is to (i) assess progress made on the implementation towards achieving impact, (ii) adjust the programme implementation according to the evaluation recommendations and (iii) strengthen the organisational learning by sharing lessons learnt and good practices that emerged from the evaluation findings.

A final evaluation will be done at 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.

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<sup>3</sup> 2,500 jobs created: 2,000 jobs creation through road reconstruction and 300 jobs creation through setting up cooperatives.

### **III. Purpose, scope and clients evaluation**

#### **Scope**

The scope of the ILO programme in Liberia mid-term 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 progress made as a whole.

The evaluation should address issues of programme design, implementation, lessons learnt, replicability and recommendations for the future of the programme. It would also be a guide for any 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.

#### **Purpose**

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 a year of implementation.

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. It should also spell out concrete recommendations on needed adjustments for improving implementation over the next year.

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 LEEP/Secretariat and shared with relevant national stakeholders through the LEEP/Secretariat. Apart from this, the lessons learnt would be shared

with other UN agencies within the context of the current UN-system effort to formulate a policy for employment promotion in post-conflict settings which might lead to the preparation of an operational guidance note.

The evaluator will examine the following key issues:

### **1. Relevance and strategic fit**

- Does the programme address a relevant need and decent work deficit? Was a needs analysis carried out at the beginning of project reflecting the various needs of different stakeholders? Are these needs still relevant? Have new, more relevant needs emerged that the project should address?
- Have the stakeholders taken ownership of the project concept and approach since the design phase?
- How does the project align with and support national development plans (Liberia Reconstruction and Development National Committee - LRDC), the national poverty reduction strategy (PRS), national decent work plans, national plans of action on relevant issues (LEEP/LEAP, national commission on child labour, etc), as well as programmes and priorities of the national social partners?
- How does the programme align with and support ILO's strategies (DWCP, gender mainstreaming, employment agenda, poverty reduction, youth employment etc.)?
- How well does the programme complement and fit with other ILO programmes in the region (look at synergies with ILO/UNIDO/WB youth Employment Programme)?
- How well does 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? Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic? What needs to be adjusted? (refer to the programme log frame)
  - Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypothesis?
  - What are the main strategic components of the programme? How do they contribute and logically link to the planned objectives? How well do they link to each other?
  - Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
  - What are the main means of action? Are they appropriate and effective to achieve the planned objectives?
  - On which risks and assumptions does the programme logic build? How crucial are they for the success of the programme? How realistic is it

that they do or not take place? How far can the programme control them?

- How appropriate and useful are the indicators described in the programme document in assessing the project's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?

### **3. Project progress and effectiveness**

- Is the programme making sufficient progress towards its planned objectives? Will the programme be likely to achieve its planned objectives upon completion?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do 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 do the outputs and outcomes contribute to the ILO's mainstreamed strategies?
  - How do they contribute to gender equality?
  - How do they contribute to the strengthening of the social partners and social dialogue?
  - How do they contribute to poverty reduction?
  - How do they contribute to strengthening the influence of labour standards?
- How have stakeholders been involved in programme implementation? How effective has the programme been in establishing national ownership? Is the programme management and the implementation participatory and is this participation contributing 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) does the programme have the greatest achievements? Why is this and what have been the supporting factors? How can the programme build on or expand these achievements?
- In which areas does the programme have the least achievements? What have been 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**

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

## **5. Effectiveness of management arrangements**

- Are management capacities adequate?
- Does programme governance facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved?
- Does the programme receive adequate political, technical and administrative support from its national partners? Do implementing partners provide for effective programme implementation?
- Do the members of the LEEP Secretariat and the IMSC of the LEAP have a good grasp of the project strategy? How do they contribute to the success of the project?
- How effective is communication between the programme team, the field office, the regional office, the responsible technical department at headquarters, CODEV and the donor? How effective is communication between the programme team and the national implementing partners?
- Does 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 does the programme management monitor programme performance and results?
  - Is a monitoring and evaluation system in place and how effective is it?
  - Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
  - Is relevant information and data systematically being collected and collated? Is data disaggregated by sex (and by other relevant characteristics if relevant)?
  - Is information being regularly analysed to feed into management decisions?
- Has cooperation with programme partners been efficient?
- Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?
- Has 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?
- In how far is the programme making a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the programme)? Or how likely is it that it will eventually make one? 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?

- Is there a need to scale down the programme (i.e. if the programme duration is shorter than planned)? Can the programme be scaled up during its duration? If so, how do programme objectives and strategies have to be adjusted?
- 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 be likely 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? If so, how has the programme strategy been adjusted? Have positive effects been integrated into the programme strategy? Has the strategy been adjusted to minimize negatives effects?
- Should there be a second phase of the programme to consolidate achievements?

### **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.

### **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 Employers Association (LCC), the recently merged Liberia Trade Union Congress and other stakeholders to get their inputs on how they perceive the project implementation;

- Discuss via emails 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;
- Undertake a desk review of existing materials and existing relevant information on the TCRAM project;
- Undertake a review of TCRAM progress and outline the challenges facing the ILO Liberia Project;
- Analyse and evaluate administrative and institutional improvements (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. Methodology to be followed<sup>4</sup>

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 review, site visits and interviews).

Methodology and plan for information gathering and organizing<sup>5</sup>:

### 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 staff<sup>6</sup>

The evaluator will discuss with the ILO staff of technical units<sup>7</sup> and the field technical specialists<sup>8</sup> 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 stakeholders<sup>9</sup> in accordance with the evaluator's requests and consistent with these terms of reference.

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<sup>4</sup> The evaluator may adapt the methodology, but any changes to the methodology should be agreed between the evaluation manager and the evaluator.

<sup>5</sup> All data collected and analysed should be sex-disaggregated.

<sup>6</sup> This will be done via email and phone conversations.

<sup>7</sup> ILO staff to be interviewed include EMP/MSU (Claudia Coenjaerts), ILO/Crisis (Alexia Deleligné), EMP/CEPOL (Mary Kawar), EMP/INVEST (Terje Tessem), COOP (Emanuel Kamdem), GENDER (Geir Tonstøl, Susan Maybud), SKILLS (Vladimir Gasskov), TRENDS (Isabelle Guillet), SEED (Graeme Buckley), ACTEMP (Francis Sanzouango), ACTRAV (François Murangira), SOC DIAL (Corinne Vargha), Stats (Sylvester Young)

<sup>8</sup> ILO/Abuja (Sina Mkandawire and Fola Ayonrinde), ILO/Addis (Hopolang Phororo, Kwaku Osei-Bonsu, Joni Musabayana)

### 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 Project CTA, the ILO/Abuja office and the ILO backstopping unit about the course of the evaluation and the support received.

## **VI. Key deliverables**

- An evaluation report that presents the findings including concrete recommendations for improving programme implementation over the next year;
- A compilation of lessons learnt and good practices identified for improving ILO's engagement in post-crisis situations in the future.

## **VII. 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.
- The budget for the evaluation is 20,000 USD for 22 working days.

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<sup>9</sup> 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.

## VIII. 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 Standards<sup>10</sup>. Key stakeholders<sup>11</sup> will be consulted throughout the evaluation process. And the evaluator will finalize the evaluation report in consultation with them.

### Evaluation Report Outline:

5. Title page (1)
6. Table of Contents (1)
7. Executive Summary (1)
8. Acronyms (1)
9. Background and Project Description (1-2)
10. Purpose of Evaluation (1)
11. Evaluation Methodology (1)
12. Project Status (1)
13. 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
- Evaluation Work plan
- Any other relevant documents

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<sup>10</sup> Please visit the following site: <http://www.oecd.org/dataoecd/51/7/38686953.pdf>

<sup>11</sup> Key stakeholders include: MoL, MPW, MCC, representatives of communities, MoCT, MoYS, MoG, workers and employers' organisations, and Staff of Montserrado County Superintendent's Office.

### Annex II: Detailed Work Plan

| Task  | Source of information   | Time frame   |
|---|---|--|
| <p><b>Desk review</b> of the major documents: programme documents, progress reports, mission reports, work plans, baseline studies, workshop reports, and others</p> <p><b>Consultations with the ILO staff</b> of technical units and the field technical specialists who are involved with the management and implementation of the ILO Liberia Programme at different stages</p> <p><b>The evaluator will be deployed to Monrovia for interview/discussion</b> with ILO programme staff, partners and key stakeholders particularly 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</p> <p><b>Visits</b> the three components of the ILO programme</p> <p><b>Focus consultations</b> with ILO programme office</p> <p><b>Workshop with the key national partners and the programme team</b> to present and discuss preliminary findings and recommendations</p> <p><b>Debriefing on the preliminary findings of the evaluation</b></p> | <p>ILO/Abuja and ILO programme office to provide reference documents</p> <p>Consultations will be held through emails and phone calls</p> <p>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</p> <p>The head of each component will accompany the evaluator for a visit to their site and introduce him to the local partners and beneficiaries</p> <p>The evaluator will meet again with the ILO programme staff to cross-validate findings of the field visits</p> <p>The evaluator together with the ILO programme office will organise the workshop</p> <p>The evaluator will debrief the programme manager, the ILO/Abuja Director and the ILO backstopping unit about</p> | <p>5 working days</p> <p>5 working days</p> <p>4 working days</p> <p>1 working day</p> |

|  |  |                    |
|--|--|--------------------|
| <b>Delivery of the first evaluation report draft</b> | the course of the evaluation and the support received<br>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 | 5 working day      |
| <b>Circulation of the draft report for comments</b>  | The evaluation manager collects the comments and send them to the evaluator  | 5 ILO working days |
| <b>Issue of the final evaluation report</b>          | The evaluator incorporates comments as he/she deems it appropriate and submits the final report to the evaluation manager  | 2 working days     |

**Annex III: List of persons/institutions who responded to evaluator's interview request**

**ILO:**

Abuja

Ms. Folasade Ayonrinde, Senior programme officer

Addis Ababa

Mr. Robert Taylor Smith, Director of Finance & Administration

Ms. Mwila Chigaga, Senior gender specialist

Mr. Joni Musabayana, Enterprise & Management Development Specialist

Mr. K. Osei-Bonsu, Senior EIW Specialist

Port of Spain

Ms. Luesette Howell, Senior specialist for employers' activities, ILO Caribbean

Geneva

Ms. Alexia Deleligné, CRISIS

Ms. Mary Kwar, CEPOL

Mr. Geir Tonstøl, Gender Bureau

Turin Centre

Mr. Peter Rademaker Chief, Programme Development and Regional Cooperation Service, International Training Centre of the ILO, Turin

**ILO TC/RAM Programme staff, Liberia**

Dr. Peter Armstrong Hall

Chief Technical Advisor

Mr. Henry Danso

Labour Based Training Engineer

Mr. Patrick Anderson

Nat'l project coordinator/social dialogue

Mr. A. Blamoh Sieh

National project coordinator- solid waste

Mrs. Roberta Barclay-Francis

Admin secretary

Mr. Augustine Chenoway

finance assistant

Consultants:

Mr. Peter Wingfield –Digby, Statistical consultant

Prof. V. Diejomaoh, National employment policy consultant

MOL:

Mr. Samuel Kofi Woods II, Minister

Ms. Rosetta C. Nagbe-Jackollie, Assistant Minister/Labour Standards

Mr. Alfred Sayon, National Programme Coordinator LEEP/LEAP secretariat  
 Mr. George Saah, Programme economist LEEP/LEAP secretariat  
 Mr. Samuel Eesiah, research Officer/Employment specialist LEEP/LEAP secretariat  
 Ms. Patience Heah, project support officer LEEP/LEAP secretariat

Ministry of Public Works:

Mr. Loseni Dunzo, Minister  
 Mr. Togba Ngangana, Deputy Minister for Technical Services  
 Mr. Napoleon Chattah, Assistant Minister for operations  
 Workers on the Barclay road  
 Workers on the Bensonville Road

Liberia Chamber of Commerce:

Mr. Emmett Gooding, Secretary-General.

Liberian trade unions including the COC of the Liberian Labour Congress

Mr. Jerry R.B. Duplaye, Central Organizing Committee  
 Mr. Alfred Thomas, Advisor/COC  
 Mr. Venus A. Chenowith, Seamen Union  
 Mr. Freeman T. Gueh , Untied seamen  
 Mr. Jackson Yancy, “ “  
 Mr. Peterson Gbellemo, “ “  
 Mr. Arthur S. Manequin  
 Mr. Thomas Dolled, Vice-president  
 Ms. Ophelia N. Carpenter, Vice –president LTURNWE  
 Mr. S.N. Sunny Doe, President, NASSCORP Workers’ Union  
 Ms. Theresa Uskinda, Social Committee  
 Mr. Ibrahim, Farmers Union  
 Rev. Adou B. Nicol, Secretary, Farmers’ Union  
 Mr. B. W. Wallace, NASSCORP Workers’ Union  
 Mr. George Toe, Timber Union  
 Ms. Nancy Williams, Timber Union  
 Mr. Anthony B. Taweh, Public service union

Monrovia City Corporation:

Ms. Ophelia Hoff Saytumah , Mayor  
 Mr. Gernoa, Director of Waste Management Department  
 Members of 3 community waste management groups: Oceans, Safety Plus,  
 Bushrod

**UN organizations in Liberia**

UNMIL: Andrea Tamagnini, Director, Reintegration, Rehabilitation & Recovery

(RRR).

UNHCR: Ms. Renata Dubini, Representative  
Ms. Monika Brulhart, Deputy Representative  
Mr. Takeshi Moriyama, Senior Programme Office

UNIFEM: Ms. Signe Allimadi Oloya, Country Programme Manager  
Mr. Cardinal Uwishaka, Consultant

UNOPS: Mr. Flamur Shala, Senior Project Manager

UNDP: Mr. K.K. Kamaluddeen, Economic Advisor & Head, strategy & policy  
Unit  
Mr. Wilmot A. Reeves, National Economist

World Bank: Mr. Emmanuel Fiadzo, Lead Economist