

## **Independent evaluation**

**From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation**

Project number: TF/GHA/13004

and

**Reintegration for Liberian Returnees through Skills Training and Job Creation**

Project Number: TF/LIR/120459



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION

**UNIDO OFFICE FOR INDEPENDENT EVALUATION**

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# Abbreviations and acronyms

AfT	Agenda for Transformation (Liberia)
AGR	Agro-Business Development Branch (of UNIDO)
AGREDS	Assemblies of God Relief and Development Services (NGO – Ghana)
AIT	Agro-Industries and Technology Unit
BDOTC	Business and Domestic Occupational Training Center
BDS	Business Development Services
CBO	Community-Based Organization
CBT	Competency Based Training
CTA	Chief Technical Advisor
EDP	Entrepreneurship Development Programme
FGD	Focus Group Discussion
GHS	Ghanaian Cedi
GoG	Government of Ghana
GoJ	Government of Japan
GoL	Government of Liberia
GRB	Ghana Refugee Board
HQ	Headquarters
ID-card	Identity card
IOM	International Office of Migration
LDHS	Liberia Demographic and Health Survey
LOIC	Liberia Opportunities and Industrialization Center
LRN	Liberia Returnee Network
LRRRC	Liberia Refugee Repatriation and Resettlement Commission
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MVTC	Monrovia Vocational Training Center (Liberia)
NGO	Non-Governmental Organization
NVTI	National Vocational Training Institute (Ghana)
ODG/EVA	UNIDO Office for Independent Evaluation (under Office of Director General)
PMU	Project Management Unit
PSC	Project Steering Committee
PTC	Programme Development and Technical Cooperation Division (of UNIDO)
RRC	Returnee Reintegration Center
SHG	Self-help Groups
SMART	Specific – Measurable – Achievable – Relevant – Time-bound
ToR	Terms of Reference
ToT	Training of Trainers
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNHCR	United Nations High Commission for Refugees
UNIDO	United Nations Industrial Development Organization
USD	United States Dollar
VTC	Vocational Training Centre

# Glossary of evaluation-related terms

Term	Definition
Conclusions	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impacts	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Institutional development impact	The extent to which an intervention improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and natural resources, for example through: (a) better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Such impacts can include intended and unintended effects of an action.
Lessons learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
Logframe	Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution and evaluation of a development intervention. Related term: results based management.

Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs. Related terms: result, outputs, impacts, effect.
Outputs	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
Results	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention. Related terms: outcome, effect, impacts.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long term benefits. The resilience to risk of the net benefit flows over time.



# Map of LIBERIA



Map No. 3775 Rev. 9 UNITED NATIONS  
September 2014

Department of Field Support  
Cartographic Section

[illegible]Department of Peacekeeping Operations  
Cartographic Section

# Executive summary

## Introduction and background

This is a joint evaluation of two projects funded by the Supplementary Budget of the Japanese Government (GoJ), a funding mechanism which is intended for short-term projects with a humanitarian focus. The project '*Reintegration for Liberian Returnees through Skills Training and Job Creation*' was submitted as one of many UNIDO proposals to a call for proposals announced by GoJ during summer 2012 (referred below to as the Liberia project). The project '*From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation*' was later requested specifically to PTC/AGR/AIT by the GoJ to be implemented under the same budget window (referred below to as the Ghana project).

With a budget of USD 1,500,000 each, the two projects shall both be independently evaluated according to UNIDO's Evaluation Policy and UNIDO's Technical Cooperation Guidelines.

## Methodology

The evaluation attempted to determine as systematically and objectively as possible the relevance, efficiency, effectiveness, achievements (outputs and prospects for achieving expected outcomes), sustainability and impact of the projects.

Information has been gathered through a desk review of written sources. Consultation interviews were conducted with stakeholders in UNIDO HQ and a debriefing session was arranged to validate evaluation findings. During field missions to Liberia and Ghana, discussions were held with field-based project staff and with key stakeholders from the Governments of Liberia and Ghana as well as with other national stakeholders in the two countries. A series of focus group discussions were arranged to gather the views and experiences of the beneficiaries in both Liberia and Ghana. Information and findings collected from the various sources have been triangulated into a consolidated overall assessment.

## Project design

Both project documents were formulated under time pressure in UNIDO HQ after funding confirmation from the Japanese Government. In each of the projects an inception mission was inserted as an initial project activity to validate and finalize the respective project document in consultations with representatives from the Governments of Ghana and Liberia respectively.

In consultations, the Ghana Refugee Board (GRB) recommended the project to refocus targeting to the 4,000 refugees in the Buduburam camp that had opted for local integration, hoping that these refugees might change their mind and opt for repatriation to Liberia if they were given the training and the toolkit from the project. If a beneficiary would continue to opt for remaining in Ghana, the training was seen as a useful resource to facilitate her/his productive local integration.

Based on the findings from consultations in Liberia, the institutionalization and upgrading of the Returnee Reintegration Center (RRC) of the Liberia Refugee Repatriation and Resettlement Commission (LRRRC) became one of the main outputs. The entrepreneurship development (EDP) component was strengthened considerably as an option to technical skills training. The intended activity to establish working partnership with micro-finance institutions was dropped as it was clarified that returnees would not be able to access finance due to lack of collateral to offer and no guarantors to back up loan applications.

The revised logframe for the Liberia project functioned well as a management tool against which to monitor progress and results, whereas the Ghana project's logframe was weaker in this respect. The two project strategies were in line with strategies of previous similar UNIDO projects, integrating some lessons learned while leaving some previous lessons aside.

### **Relevance and ownership**

The two projects are relevant in both the Liberian and the Ghanaian contexts. The projects contribute to increasing the opportunities for productive employment or self-employment through providing technical vocational training combined with basic entrepreneurship training to Liberian refugees. Some of the refugees have already returned to Liberia, others expressed willingness to return to Liberia and some had opted for relocating outside the Buduburam camp in Ghana. Moreover, both projects also included local community member as direct beneficiaries. The objectives of the two projects were thus consistent with priorities of the Governments of Liberia and Ghana and well in line with beneficiary needs as well as with UNIDO's mandate. National ownership was stronger in the Liberia project.

### **Efficiency**

The chosen approach to project design contributed to decreased efficiency in both projects through a delay in implementing core project activities and in delivery of actual project benefits to the beneficiaries. In the Ghana project, the outsourcing of quality support services and of instructors' performance monitoring to the government-run National Vocational Training Institute enhanced efficiency. The outsourcing of coordinated procurement of material to a national NGO however resulted in severe delays of supply of required training material. The international procurement of toolkits for beneficiaries contributed to decreased efficiency in the sense that it is questionable if best value for money was achieved. The Liberia project procured toolkits through a local tendering process with good results. The upgrading and institutionalization of the Government's Returnee Reintegration Center however contributed to decreased efficiency in the Liberia project.

Both projects experienced delays in transfer of funds from HQ to the field, which in turn resulted in additional delays in implementation of activities. This evaluation has not established the precise causes for slow transfer of funds, but notices that this finding is in line with findings from other similar UNIDO evaluations. There thus seems to be scope for UNIDO to have a closer look at the relationship between financial management in HQ and field offices respectively

The Ghana project showed overall good cost-effectiveness as compared to approved budget. The Liberia project also showed cost-effectiveness as compared to approved budget, while the share budgeted for project management was comparatively high.

### **Effectiveness**

The degree of effectiveness was high in both projects when it comes to implementing the project activities which did fit into each projects' time-frame. Unfortunately, not all activities and outputs were achieved due to time constraints. The weaknesses in not implementing activities follow directly from the approach taken in the project design and the ambitious design itself. The short-term focus of projects funded through the Supplementary Fund from the Government of Japan carries along a challenge when designing projects with a humanitarian focus while also aiming at bridging from urgent humanitarian support into shorter or medium-term development support. In this respect, the design of the two UNIDO projects in this joint evaluation confirms findings from previous UNIDO evaluations that results expectations easily become over-optimistic. In particular outcome targets, but also some output targets, would need to be better

adjusted to become realistic in projects which are known from the design outset to be short in duration.

Neither of the projects showed evidence of achieving outcome targets. There were positive signs of prospects to achieve outcomes but there were also signs of challenges which might undermine the prospects. Both projects were however recently granted an additional three to four months' extension of project duration which provides project management an opportunity to further enhance the prospects for achieving sustainable outcomes.

Both projects showed a common weakness in not implementing activities to establish linkages between the recent graduates and private sector employment opportunities. Graduates would clearly have benefitted from having had the opportunity of being exposed to the world of work in practice. In the Liberia project, an additional exception to effectiveness in delivering activities and achieving some outputs was the project's support to the upgrading of the RRC. The project largely disregarded the comparatively high risk of no compliance of the RRC to meet its commitments.

### **Sustainability**

At the time of the evaluation both projects were still on-going, with activities either recently implemented or remaining in progress. It was therefore premature to objectively evaluate overall sustainability. Factors in favor of sustainability in both projects include that both projects channeled training through established training institutes and the small-scale upgrading support will remain as assets to the training institutes also beyond the project. Training provided remains as an asset with each trainee and with good prospects to apply acquired technical and entrepreneurship skills in Ghana, while the unfortunate Ebola epidemic may negatively influence immediate prospects in Liberia. The Ghana project's support to the establishment of micro-businesses in Ghana is likely to further enhance the prospects for sustainability among Ghanaian beneficiaries. The Liberia project's institutional strengthening of the Liberia Returnee Network is very likely to be sustainable, whereas the upgrading and institutional support to government-run Returnees Reintegration Center is less likely to become sustainable.

### **Impacts**

Longer-term impacts were not visible at the time of the evaluation as both projects were still on-going.

### **Management**

Project management has functioned well in both projects. Each project had a Project Manager based in UNIDO HQ holding overall supervisory and implementation responsibility with a Chief Technical Advisor based in the field Project Management Unit (PMU) taking responsibility for field implementation and monitoring of project activities. In-country national stakeholders in both Ghana and Liberia expressed appreciation of efficient project management. Both PMUs experienced challenges as a result of slow transfer of funds from HQ to the field-based office.

### **Procurement issues**

Toolkits for project beneficiaries were procured through a local tendering process with good results in the Liberia project, while international competitive procurement was applied in the Ghana project contributing to inefficiencies. There was no obvious technical reason for not procuring toolkits locally in the Ghana project. There was stakeholder consensus that the toolkits could have been procured through a local tendering process at lower cost and with higher quality assurance. The international bidding procedures are complicated and Ghanaian companies have limited experience and capacity to participate in international bidding. The

seemingly neutral international procurement did thus in effect not imply a 'level playing field' but favored international companies at the expense of local Ghanaian companies.

### **Cross-cutting issues**

In the Liberia project there has been a fair share of women and men, whereas more women than men were beneficiaries in the Ghana project. In both projects, a certain degree of 'gender stereotyping' was visible in share of women and men in the different skills trainings. There were on average no gender biases in the amounts spent on toolkits. There are 'soft' gender issues such as looking into the possibility to arrange child day care facilities during long training hours and to provide facilities for lactating mothers that could have been paid more attention.

Environmental issues were not pronounced in the two projects, except for the 'negative environmental footprint' in the Ghana project as a consequence of the international procurement of toolkits. South-south cooperation was visible in the contracting of consultants for curricula development in both projects.

### **Complementarities and synergies**

The two project documents both envisioned synergies between the two projects. However, in effect synergies were limited to few activities, such as sharing office facilities and coordinating procurement of project cars, but the two projects did not coordinate project management or share project expertise. The Liberia project referred beneficiaries for heavy operations training to the Komatsu project (also financed by the Japanese government) and stakeholders from

other institutions involved in past UNIDO projects in Liberia were invited to participate in the EDP training of trainers. The intended cooperation around curricula development and the use of same training institutes in Liberia did however not materialize.

### **Recommendations**

The recommendations follow from the analysis in this evaluation alone. There may be valid issues and/or circumstances in Liberia or Ghana which did not come out of this project evaluation and which are thus not considered in the below recommendations.

#### *Recommendations to UNIDO*

- Design approach to projects of short duration and with limited budgets should be reviewed to ensure that outcome and output targets are achievable within the given project duration and budget. UNIDO should in this respect better benefit from other similar projects from the past and their lessons learned.
- Design process should be reviewed to find solutions how to ensure that design is finalized before implementation is initiated. UNIDO should in this respect better exploit its country-level networks, and aim at stronger collaboration between project management working for similar projects and/or in similar countries, to ensure national consultations are undertaken as part of the design process and not as an inception activity. This is of particular importance in projects with a short duration and in which a delay of two months becomes significant. It should also be considered to allow the use UNIDO own resources to conduct project formulation missions.
- It should be considered how to strengthen linkages between short-term vocational training projects and private sector from outset of implementation and as part of the training curricula - rather than delaying the establishment of such linkages to an activity later in

- implementation process. The inclusion of private sector linkages as an activity to follow when trainees have graduated is likely to fail in projects of short duration due to emerging time constraints in reality.
- Institutional capacity development should be included in short-term projects only when no critical assumptions and risks are identified.
- Toolkits for trainees should preferably be procured through a local competitive tendering process whenever possible in the local context. If international procurement is for any reason applied, the project should include capacity development support to local businesses with limited experience from international tendering processes in order to enable them to participate on more equal terms in the international bidding and to compete with better-established international companies.
- The functioning of the routines for financial transfers from HQ to PMUs in the field should be re-assessed in-depth.

#### *Recommendations to the Donor – the Government of Japan*

It should be considered how to take stock of actual outcomes of supported short-term vocational training projects in post-conflict context. The gathering of objective post-project evidence would contribute to a better knowledge of what did work and what did not work over time.

#### **Lessons learned**

Overall, the lessons emerging from findings in this joint evaluation are similar to lessons learned from findings in previous evaluations of similar short-term projects. The importance of better incorporating lessons learned from previous projects when designing new projects may thus be said to be a re-emphasized lesson from this joint evaluation.

The findings strongly point to the importance of acknowledging the specific design constraints posed by specific funding facilities (a lesson learned also from previous evaluations). The timeframe and budget constraints of each funding facility are known when the projects are designed. Insisting on over-ambitious outcome and output targets inevitably leads to limited effectiveness as an unfortunate evaluation finding.

A specific example of a previous lesson learned that would have been important to keep in mind for the Liberia project is that a short-term project shall build on already available national institutional capacity; institutional capacity development cannot be achieved within a one-year project.

On the other hand, a potential good lesson to be learned from the Liberia project is to hand out toolkits to trainees at the beginning of the training for them to use while in training. This was seen as a measure to discourage the trainees from selling off the toolkits instead of using them for future income generation once graduating from the training. The outcome of this initiative therefore deserves to be further followed up.



# 1. Introduction and background

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## 1.1. Introduction

This is a joint terminal evaluation of two projects which according to UNIDO's Evaluation Policy and UNIDO's Technical Cooperation Guidelines shall both be independently evaluated.<sup>1</sup> The two projects are:

- i) *'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation'* (TF/GHA/130049); and
- ii) *'Reintegration for Liberian Returnees through Skills Training and Job Creation'* (TF/LIR/120459).

The two projects are closely interrelated in terms of the project objectives, target beneficiaries and planned interventions, and also do have a similar project schedule. In the joint terminal evaluation one aim is therefore to also analyze the complementarities and synergies created between the two projects.

The evaluation was conducted in two phases – the first phase in July-August 2014 and the second phase in September-October 2014. The evaluation was conducted by one international evaluator (Ms Henny Andersen) in cooperation with one national evaluator in Liberia (Mr James Sumo).

## 1.2. Background

Both projects are funded by the Supplementary Budget of the Japanese Government (GoJ), a funding mechanism which is intended for short-term projects with a humanitarian focus. The project *'Reintegration for Liberian Returnees through Skills Training and Job Creation'* was submitted as one of many UNIDO proposals to a call for proposals announced by GoJ during summer 2012. The project *'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation'* was later requested specifically to PTC/AGR/AIT by the GoJ to be implemented under the same budget window.

Details about project structure, objectives and funding details are presented below separately for each of the two projects followed by a summary project fact sheet.

### ❖ ***From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

The project strategy built on UNIDO's experience from similar projects in post-conflict settings. It had three inter-linked components: (1) Mobilization and organization of target beneficiaries; (2) Multi-skills training, and (3) Sustainable livelihoods through incentives: job creation and start-up capital.

The project strategy was geared towards a rapid visible impact contributing to successful social and economic re-integration of the refugees coupled with a strong emphasis on sustainability beyond the project duration.

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<sup>1</sup> The UNIDO Technical Guidelines require all projects with a budget of more than USD 1,000,000 to have a terminal evaluation.



In the project document it was estimated that approximately 500 beneficiaries would directly benefit from the project. Target beneficiaries were to be selected from the refugees living in Buduburam camp according to criteria to be established in the project inception phase. Criteria were foreseen to include returnees' willingness and possibility to start a new life in Liberia, number of people in the household and existing level of education. It was further expected that a large proportion of the beneficiaries were youth, who at Buduburam were unemployed and untrained and often lacked the necessary skills for employment. The project's aim was to have a 50% representation of both genders in its training activities.

The project's direct beneficiaries included Liberian refugees in Ghana whereas the indirect beneficiaries included the Government of Ghana (GoG), the Government of Liberia (GoL), foreign and local companies based in Liberia who would have access to skilled labor force, communities and consumers in Liberia who would have access to better service providers and products.

Another set of direct beneficiaries included Ghanaian communities who host Liberian refugees. This approach built on recommendations from the Embassy of Japan in Ghana as well as the lessons learned from the project "Assistance to the refugees of the UNHCR settlements in Buduburam and Kisan for their repatriation, local integration and resettlement through micro and small scale enterprises development in Ghana".

The project was planned to link with on-going projects in Liberia, namely: "Promoting Youth Employment in the Mining, Construction and Agriculture Sectors" and "Reintegration for Liberian Returnees through Skills Training and Job Creation". Most importantly, it would make use of the same office, administrative staff, market assessments and training centers/curricula for activities taking place in Liberia.

**Project Fact Sheet: From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation**

<b>Project Number:</b> Ghana (TF/GHA/130049) <b>Executing Agencies:</b> UNIDO <b>UNIDO Project Management:</b> Project Manager: UNIDO HQ Vienna Chief Technical Advisor (International): PMU in Ghana and Liberia National Project Officers: PMU in Ghana and Liberia	<b>Government Counterparts:</b> Ghana Refugee Board Liberia Refugee Repatriation and Resettlement Commission
<b>Start Date:</b> May 2013	<b>Project Duration:</b> 9 months + 9 months extension + 3 months extension <b>Original End Date:</b> January 2014 <b>Revised End Date (first):</b> October 2014 <b>Revised End Date (second):</b> December 2014
<b>Budget Revision</b>	No-cost extension
<b>Project Value:</b> Government of Japan, Supplementary Budget USD 1 500 000 GoG+GoL in-kind Contribution USD -- <b>Total USD 1500 000</b>	<b>Project Location:</b> Accra, Ghana and Monrovia, Liberia
<b>Development Objective</b>	
Contribute to the efforts of Ghanaian Government aimed at (i) the reintegration of former refugees in	

Ghana and their families into life in Liberia and/or (ii) local integration of former refugees into the productive sectors of the society in Ghana
<b>Immediate Objective</b>
Provide former Liberian female and male refugees and Ghanaian host communities with marketable skills for increased self-employment and income generation opportunities and sustainable livelihoods
<b>Outputs</b>
1. Target beneficiaries are mobilized and baseline survey carried out 2. A minimum of 500 beneficiaries, women and men, are provided with multi-skills and advanced skills training. 3. A minimum of 250 beneficiaries, women and men, are provided with sustainable livelihood opportunities through job creation and start-up capital

❖ **Reintegration for Liberian Returnees through Skills Training and Job Creation**

Employment is vital to long-term stability, reintegration, economic growth and sustainable peace in post-conflict situations. This project aimed to assist the socio-economic reintegration of Liberian returnees who have returned from the neighboring host countries through provision of market-driven skills training, entrepreneurship training and other related services that would enhance their opportunities for employment or starting their own livelihood or business.

**Project Fact Sheet: Reintegration for Liberian Returnees through Skills Training and Job Creation**

<b>Project Number:</b> Liberia (TF/LIR/120459) <b>Executing Agency:</b> UNIDO <b>UNIDO Project Management:</b> Project Manager: UNIDO HQ Vienna Chief Technical Advisor (International): PMU in UNIDO Monrovia Office	<b>Government Counterparts:</b> <i>Government Coordinating Agency:</i> Liberia Refugee Repatriation and Resettlement Commission (LRRRC)s <i>Support and Cooperating Agencies:</i> Ministry of Commerce and Industry National Council for Vocational and Technical Training Ministry of Youth and Sports UNHCR
<b>Start Date:</b> April 2013	<b>Project Duration:</b> 9 months + 6 months extension + 4 months extension <b>Original End Date:</b> February 2014 <b>Revised End Date:</b> August 2014 <b>Revised End Date (second):</b> December 2014
<b>Budget Revision</b>	No-cost extensions
<b>Project Value:</b> Government of Japan, Supplementary Budget USD 1 500 000 GoL in-kind Contribution USD -- <b>Total USD 1 500 000</b>	<b>Project Location:</b> Monrovia, Liberia
<b>Development Objective</b>	
To enhance socio-economic reintegration of Liberian returnees	
<b>Immediate Objective</b>	
Employability of returnees and community residents in the job market increased and/or self-employment initiatives enhanced.	
<b>Outputs</b>	
1. Institutional capacities built to provide entrepreneurship and vocational training to returnees and community residents in the project for employment or self-employment 2.	

2. Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services.
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The project provided direct assistance to the returnees through short-term flexible and targeted training which was expected to facilitate immediate income generation. The project supported the institutionalization of the Returnee Reintegration Center (RRC) of the LRRRC to serve as a node for returnees' socio-economic integration services such as training, job referral services, and access to land outside Montserrado country. The project also supported the fostering of institutional capacities among training institutions and Business Development Services (BDS) providers to provide entrepreneurship and vocational training to returnees for enhancing employment or self-employment. Market-driven and targeted skills training curricula was developed introducing competency-based training approach. Small equipment support to conduct the skills training was provided.

The project direct beneficiaries were Liberian returnees who fled their country during the two civil wars between 1989 and 2003. Additionally, the project included the local community members as project beneficiaries in order to foster interactions and avoid creating unnecessary tensions between the returnees and local community members because of the proposed intervention.

The LRRRC and its RRC together with partnering training institutions constituted another set of direct beneficiaries.

## 2. Evaluation purpose, scope and methodology

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### 2.1. Purpose

As per the Terms of Reference, the *three main purposes* of the evaluation of the projects were to:

- Collect learning lessons in Ghana and Liberia with a forward looking approach that can feed into future UNIDO cooperation with the Governments of Ghana and Liberia;
- Identify best practices and lessons in UNIDO's interventions in various skills development, i.e. industrial skills, soft skills, technical skills and entrepreneurship skills, and to identify the comparative advantages of these UNIDO interventions in promoting repatriation, reintegration and local integration of refugees/stranded migrants/returnees;
- Analyze the benefits and limitations of a funding from the Supplementary Budget of the Japanese Government, which has a very short formulation and implementation lead time, in order to achieve the project goals envisaged in the two UNIDO projects and make recommendations how this funding could be better utilized as programming future UNIDO projects in general.

### 2.2. Scope

The evaluation attempted to determine as systematically and objectively as possible the relevance, efficiency, effectiveness, achievements (outputs and prospects for achieving expected outcomes), sustainability and impact of the projects. To this end, the evaluation assessed the achievements of the projects against their key objectives, as set out in the revised project documents and inception reports, including re-examination of the relevance of the objectives and of the designs. Factors that have facilitated or impeded the achievement of the objectives are discussed.

The evaluation span the entire project process from the beginning to the present, but is limited in focus to major project activities and results. The evaluation covers all geographic areas of the projects and assesses the entire results chain, with more specific focus on outputs and planned outcomes, and the likelihood of achieving the planned impact. Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability. In this joint terminal evaluation, complementarities and synergies created between the two projects are analyzed.

For further details, please refer to the attached Terms of Reference (Annex A).

### 2.3. Methodology

The evaluation questions and sources of information and indicators employed are spelt out in the attached summary evaluation framework (see Annex E). Information has been gathered from written sources and stakeholders have been consulted in Vienna and in the field as feasible. Collected information and findings have been triangulated into a consolidated overall assessment. When there is consensus among various relevant stakeholders this is stated, and likewise, whenever key disagreements in perceptions and/or views are found these are included followed by the evaluation team's own concluding assessment.

Information from written documentation has been gathered through a desk assessment (see bibliography in Annex C). The narrative in project documents has been assessed to validate the logic model such as presented in the project logical frameworks. Lessons and recommendations from previous evaluations have been fed into the assessment as relevant.

Inputs and perspectives of the two Project Managers and other concerned stakeholders from UNIDO HQ were gathered during the briefing mission to Vienna (22-23 July 2014). During two field missions by the international evaluator (Liberia 28 July - 1 August, and Ghana 29 September - 4 October 2014) views and experiences were gathered from UNIDO field-based project staff (see Annex B). The field mission to Ghana in September-October 2014 was planned to also include a mission to Liberia which however had to be cancelled due to the Ebola epidemic. The national evaluator was however coached from distance to carry out the field work in Liberia.

Both projects have established data bases with beneficiary baseline information. The data bases have been managed by the field-based project staff. During briefing discussions/interviews with relevant field-based project staff the final contents of the data bases was assessed. It was thereafter decided to limit use of data bases to randomly select beneficiaries to be invited to focus group discussions (FGDs) and to a review of beneficiary profile. Beneficiaries invited to all FGDs were randomly selected from available data bases by the evaluators.

Focus group discussions (FGD) were conducted with direct and indirect project beneficiaries in Ghana and Liberia. Semi-structured questionnaires jointly prepared by the international and the national evaluators in Liberia were used to guide the discussions. The FGD methodology was chosen to allow more in-depth probing into issues and to provide more reliable information given the direct interaction between FGD participants and the evaluators. It was aimed at having a reasonable gender balance among invited beneficiaries. The evaluators further met with other relevant stakeholders for personal interviews (for details of field stakeholder consultations, refer to Annex B).

Field findings were validated in the field with the CTA of the respective project before leaving the field and in a debriefing session in UNIDO HQ in Vienna. This is in line with the required participatory approach while maintaining independence (see ToR). Yet another opportunity was offered to stakeholders for providing responses, clarifications etc. during the draft evaluation report commenting process.

Gender has been mainstreamed into all sections of the evaluation assessments as relevant. The evaluators particularly aimed at moving beyond treating gender as a 'head count' issue. Examples of issues looked into from a gender perspective include distribution of tool kits and provision of micro-business support, outreach activities to communities to raise awareness of training opportunities, the planning of training events and their accessibility for both women and men in terms of timing and travelling, etc.. In addition to mainstreaming gender throughout the assessment (and primarily to the benefit of readers with limited experience of practical gender mainstreaming) main findings regarding gender are brought together/summarized under a separate section in this evaluation report.

## **2.4. *Limitations of the evaluation***

It was noted during the inception mission that the two projects under evaluation are largely implemented in parallel rather than jointly. In particular, the project office of the project 'Reintegration for Liberian Returnees through Skills Training and Job Creation' was planned to be dissolved prior to the international evaluator's planned second mission to Liberia. The planned joint evaluation therefore had to be sequenced into two evaluations with most focus given to this project during the international evaluator's first mission to Liberia.

Questions around attribution and contribution - and sustainability and impact - are particularly difficult to assess in projects which are evaluated while still on-going – such as is the case for the two projects in this joint terminal evaluation. The evaluators have made efforts to gather views / evidence of any potential for lasting effects from the interventions. It must however be acknowledged that the conclusions drawn are mere indications of potential. A rigorous assessment of long-lasting effects can only be made some time after a project has been terminated.

The increasing tension around the Ebola epidemic during the first mission to Liberia, with the President taking actions to close schools and ordering public servants to stay out of office, made it necessary to cancel one planned FGD with EDP-trainees. The findings from the first round of discussions were however overwhelmingly consistent with information gathered in discussions with the PMU and with EDP trainers. This limitation is therefore not perceived by the evaluators as compromising the evaluation.

A second consequence of the unfortunate escalation of the Ebola epidemic was the cancellation of the international evaluator's second mission to Liberia to follow up with project staff and beneficiaries from the project 'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation' (as per UN instructions). The national consultant however conducted FGDs with project beneficiaries residing in Monrovia and conducted telephone interviews with project beneficiaries residing outside Monrovia. The findings from the FGDs in Liberia were found to be consistent with findings from FGDs conducted among beneficiaries remaining in Ghana. This limitation is therefore also not perceived by the evaluators as compromising the evaluation.

## 3. Project context

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### 3.1. Overall situation and trends

#### ❖ Liberia

The Liberian civil war which was the root cause of displacement for many Liberians ended with the final ceasefire agreement in 2003. During the over decade of a war some 750 000 Liberians had to leave their homes. Most of those who fled sought shelter in the neighboring countries including, Cote d'Ivoire, Ghana, Guinea, Nigeria, Sierra Leone and Gambia. Following a decade of peace in Liberia, the international community invoked the Cessation Clause for remaining Liberian refugees on 30 June 2012. The invocation of the Cessation Clause meant that the host countries would no longer recognize the refugee status of the Liberians.

As a result of the cessation, 2012 saw a surge in the number of returnees with about 29,380 Liberian refugees going back home doubling the initial estimate figure of 15,000 for that year. By the end of 2012, UNHCR completed a voluntary repatriation of more than 155,000 Liberians after 23 years from the start of the civil war. Most of the returnees are likely to have temporarily settled down in and around Monrovia.

Many of the Liberian returnees are not sure if they can reintegrate into their home country having lost families, relatives and friends, jobs and all the properties they had before the civil war. Many of the young returnees have vague memories of their country or have never seen it. They now have to rebuild their lives in a new social and economic setting. This is a complex process of transition from being a refugee to starting a life from scratch in their home country.

According to the MDG Report 2010,<sup>2</sup> 63.8% of the Liberians lived below poverty line. In absolute terms, those living on less than US\$1 a day were 1.7 million, with 48% (1.3 million) living in extreme poverty. Families headed by females were 73.45 of the poor. This is due to the limitations of women in educational attainment and limited access to wage employment. Women represented more than 54% of the informal sector. The report further stated that a significant percentage of the Liberians had little or no education, with females being less educated than males (42% of women and 18% of men never attended school).

In terms of the youth, the Liberia Demographic and Health Survey (LDHS) illustrated that 66.2% of females and 62.8% of males aged 15-19 years and 58.3% of females and 35.1% of males aged 20-24 years had no education at all or did not finish their primary education. Thus, 45% of the youth are illiterate. Despite the end of the war and availability of primary education, most Liberians now are too old to start primary education.

In addition, their situation has worsened as employment opportunities in post-conflict Liberia are rare and unemployment is high, particularly for youth. The LDHS showed that 64.3 percent of females and 47.8 percent of males aged 15-19 years as well as 46.3 percent of women and 30.1 percent of men aged 20-24 had no employment in the 12 months preceding the 2007 survey. The Women's Refugee Commission reported in 2007 that youth unemployment was at 88 percent and that a large share of children was involved in the 'worst forms' of child labor.

While Liberia is on the way to recovery, the fragile economic post-conflict setting puts an enormous task to the country in reintegrating the returnees and providing them opportunities to secure viable and dignified livelihoods. 'Successful' reintegration consists of returnees'

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<sup>2</sup> Progress, Prospects and Challenges towards Achieving the Millennium Development Goals, Ministry of Planning and Economic Affairs, Government of Liberia and United Nations Development Programme 2010 Report.

socio-economic conditions, their own feelings or satisfaction and their livelihood goals. Employment is vital to long term stability, reintegration, economic growth and sustainable peace in post-conflict situations.

### ❖ **Ghana**

One of the biggest concentrations of Liberian refugees is in the Buduburam camp in Ghana. Buduburam is a refugee camp located 44 kilometers west of Accra, Ghana. Opened by the UNHCR in 1990, the camp was home to more than 12,000 refugees from Liberia who fled their country during the First Liberian Civil War (1989–1996) and the Second Liberian Civil War (1999–2003).

Despite the ten years of peace and restored stability in Liberia, and the unfavorable living conditions in exile, as of 2013, there were still about 6,000 Liberian refugees in the Buduburam refugee settlement in Ghana. For the last several years, the volume of humanitarian aid for this refugee population has been sharply dwindling whereas refugees' livelihoods have been constrained due to various impediments.

In February 2011, the Deputy Minister of Information in Ghana indicated that Buduburam was no longer needed and that the inhabitants should consider returning to Liberia or settling elsewhere in Ghana. The Government of Liberia was going to issue Liberian passports for the 4,000 refugees who were willing to locally integrate and these refugees would be provided with residence permits by the Government of Ghana. According to UNHCR in Ghana, no more than 100 refugees were estimated to go back to Liberia during 2013.

## **3.2. Government strategies and policies**

The Agenda for Transformation (AfT) (2012-2018) is the Government of Liberia's five-year development strategy. The primary vision of the AfT is to contribute to Liberia becoming a Middle Income Country by 2030.<sup>3</sup> At the launch of the AfT the Government among other things urged development partners to align their interventions with the Government's AfT.

Youth employment has been a top priority of the Government of Liberia in the recent years. The AfT puts strong emphasis on creating job opportunities. The unemployment of 1.5 million Liberians, mostly young men in urban areas, poses not only a challenge for the social and economic stability of the country, it is also perceived as a source of insecurity for the Government of Liberia and West Africa. The AfT stresses that investment in technical and vocational education, as well as other secondary and tertiary education, can ensure that Liberians have the skills to respond to job opportunities, including those arising from foreign investment. The two projects assisted in alleviating the situation by providing vocational training, entrepreneurship training and other related services to the Liberian returnees to enhance their opportunities for job or starting their own livelihoods or businesses.

## **3.3. UN frameworks**

The One Programme 2013-2017 has been developed by the United Nations Country Team (UNCT) in consultation with the Government of Liberia and other partners, with the objective of improving the lives of the people of Liberia, particularly the most vulnerable, in alignment with national priorities, UN Development Group's (UNDG) programming principles, and the Millennium Development Goals. Four One Programme Pillars, in line with those in the Agenda for Transformation (AfT), have been identified, providing the scope and strategic direction of the UN system's support to Liberia from 2013 – 2017: i) Peace, Security and Rule of Law; ii)

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<sup>3</sup> Executive Summary, Agenda for Transformation,



Sustainable Economic Transformation; iii) Human Development, and iv) Inclusive Governance and Public Institutions.

### **3.4. *Initiatives of international cooperation partners***

The Liberian Refugee Repatriation and Resettlement Commission (LRRRC), is a governmental agency within the Executive Branch of the Government. LRRRC is tasked to make sure that returnees are equipped with livelihood skills so that during the reintegration process, they would be prepared to enter the job markets and the communities with some level of life supporting skills to sustain themselves. However, LRRRC lacks in expertise and resources to expand this line of operations to a full scale and welcomed the support from UNIDO.

UNHCR, the main UN partner for Liberia Refugee Repatriation and Resettlement Commission, has prioritized its field presence in Liberia to assisting the more than 66,000 refugees from Cote d'Ivoire after completing and facilitating the voluntary repatriation of the Liberian refugees in the region. UNHCR assistance to the returnees has been limited to the provision of repatriation grants up to now due to their resource constraint and they welcomed this new initiative of UNIDO to complement and enrich the activities of UNHCR.

## 4. Assessment

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### 4.1. Design

The design is discussed separately for each of the two projects. The design process and strategy are assessed followed by an assessment of the logframe<sup>4</sup> against the respective project document narrative.

#### ❖ ***From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

The project document was formulated rapidly in response to a request from the GoJ. A retargeting of beneficiaries was subsequently made in response to inception mission findings. The project document did not clarify an underlying theory of change, and the logframe's objective and outcomes were generally not supported by SMART indicators. In light of weaknesses further discussed below, the logframe does not serve as a management tool against which to monitor progress and results.

#### *Design process*

The project document was formulated by PTC UNIDO HQ. An inception mission was planned as a project activity to validate the project design with representatives from the Government of Ghana (GoG) and to launch the project implementation.

Following discussion with GoG representatives and other stakeholders in Ghana, the targeting was revised away from initial focus on refugees who had expressed a willingness to return to Liberia. The Ghana Refugee Board (GRB) recommended the project to refocus targeting to the 4,000 refugees in the Buduburam camp that had opted for local integration. The GRB hoped that these refugees might change their mind and opt for repatriation to Liberia if they were given the training and the toolkit from the project. If the beneficiary would continue to opt for remaining in Ghana, the training would be a useful resource to facilitate her/his productive local integration. The Japanese Embassy in Accra recommended the inclusion of local communities around the Buduburam camp as an additional target group. The final beneficiary selection criteria were developed in a joint effort by the GRB, the Buduburam Camp Manager, UNHCR and UNIDO.

It is commendable that the project management made strong efforts to consult and validate project design with national stakeholders. However, some of the issues should have been solved in parallel to finalizing the project document in UNIDO HQ and prior to entering into project implementation. In light of references in the project document to previous experiences and lessons learned from working in Ghana, and in light of having an UNIDO Representative in Ghana, it would seem that it should have been possible to hold strategic discussions with key stakeholders such as GRB during the project formulation process rather than delaying it to an inception phase.

#### *Project strategy*

The project document does not explicitly clarify a theory of change to underpin the chosen

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<sup>4</sup> A project log-frame would be expected to clearly show the intended **causal chain** (i.e. *inputs – activities – outputs – outcome – impact (seen over time)*). A project log-frame would also include **indicators** at both output and outcome levels which are '*objectively verifiable*' to allow monitoring of outputs and objective's achievements. Indicators should be 'SMART': *specific, measurable, achievable, relevant and time-bound*. A project log-frame would also be expected to include **critical assumptions** (major *external risks and uncertainties* to the project) which ideally shall be monitored within the project.

intervention structure. There is however detailed reference to how experiences and lessons from previous similar projects have been integrated into the design of the current project, including training for the Ghanaian host communities, quick assessment of interests before deciding actual skills areas, providing mentoring support for recent graduates, emphasizing links between vocational training skills and business skills, promoting equal opportunities for men and women, emphasizing the link between support and training opportunities in the country of origin of refugees, and establishing a student data monitoring system.

A new dimension of uncertainty was introduced through the retargeting of beneficiaries away from beneficiaries willing to return to Liberia to camp residents who had opted for integration in Ghana. The numbers of each of the two beneficiary categories would be known only well into implementation. There were however no revisions to the project strategy to accommodate this new uncertainty.

Project implementation was planned into four sequential blocks. The fourth block related to inputs requested to fulfill business set-up support to returnees once they had returned to Liberia, thus addressing some of the integrated previous lessons learned. These mentoring activities were included also in the original 9-month project document. Following the inception mission, it was however foreseen that the fourth block with mentoring services would be implemented only in case of an approved extension of the project duration.

Keeping an option to implement part of the project only if a project extension is granted may be seen as feasible in light of uncertainties about number of beneficiaries who would in the end resettle to Liberia. It may, however, also be seen to reflect an overoptimistic project design. Or to put it inversely, it highlights the weakness of having no explicit underlying theory of change, as it implicitly means an assumption that intended project results could be achieved with or without the final activities being implemented. It did in effect immediately translate one of the important lessons learned (mentoring support for graduates) to become an 'optional activity' building on project extension rather than remaining a core project activity.

#### *Intervention structure and logframe*

The retargeting of beneficiaries carried along unclarity as to the final number of former refugees willing to go back from Ghana to Liberia. The project's development goal was consequently modified in the logframe to accommodate both sub-groups of beneficiaries (returnees to Liberia and re-integratees in Ghana). The immediate objective however remained unchanged (revised development goal is seen in project brief above, section 1.2.).

The revised project logframe in the inception report presents the project logic with three *outputs*, associated indicators, means of verification, and an analysis of assumptions. In terms of numbers of beneficiaries the outputs are clearly formulated. The indicators do however include indicators that cannot be objectively assessed as no targets are set (i.e. number of curricula developed, number of programmes organized, and number of micro-industries started and upgraded).

Another weakness relates to how the *immediate objective* and its indicators are formulated. An immediate objective is the situation expected to prevail at the end of the project. However, in the project logframe the project's contribution has been inserted as immediate objective. The immediate objective in the project log-frame thus reflects the approach/activities of the project rather than an expected end-of-project situation. It is also noted that no targets are associated to the outcome indicators as these are formulated in relative terms: 'Increased percentages....' and 'Increased incomes...' The indicators are thus not SMART.

There are only three *activities* in the revised and final logframe, only vaguely formulated and which do not allow for an objective assessment of achievements. The project document does however also include a workplan which details activities under each of the three outputs. While

the logframe was revised and attached to the inception report, the workplan with activities was not.

Ideally *critical assumptions* should also be monitored. When it comes to assumptions related to outputs these become visible during implementation as they relate to sufficient number of former refugees willing to return to Liberia and existence of sufficient training facilities. However, as for assumptions relating to outcome (immediate objective) and development goal (impact) these would ideally be explicitly monitored by the project.

Overall, there is a certain degree of confusion in the sense that revisions to design are not consistently carried through in documentation. Some revisions are mentioned in the inception report but not reflected in the revised project document, e.g. retargeting is reflected in the logframe but not in the narrative in the revised project document. There is consequently also no longer consistency between the narrative and the logframe in the revised project document. While this may not have been a problematic issue for the project management given the management's awareness of decisions, it does constitute an issue in the evaluation and it is likely to constitute an issue in potential future efforts to get an overview of the project. The project documentation will not provide a good contribution to UNIDO's institutional memory base.

#### ❖ ***Reintegration for Liberian Returnees through Skills Training and Job Creation***

The project document was prepared rapidly after the confirmation by the GoJ that funds would be made available under the Supplementary Budget. The project document does not explain the underlying theory of change. The project strategy however seems to follow a standard UNIDO approach to vocational training projects. Following the inception mission the logframe was strengthened in setting indicators with clear targets, although not all indicators fulfill the SMART criteria. The revised logframe serves well as a management tool during implementation and provides a good basis for evaluating project effectiveness in achieving results.

#### *Design Process*

The project was initially designed in UNIDO HQ based on the Project Manager's previous experience from implementing an earlier Liberian refugee project in Ghana including a project team mission to Liberia, but with limited involvement of the Government of Liberia (GoL) or other stakeholders in Liberia due to time constraints. A project idea was submitted to the Supplementary Budget of the Japanese government during summer time 2012. The project idea was granted financing in January 2013 and the full-fledged project document was required within two weeks.

An Inception Mission at the outset of the project fulfilled dual purposes: i) it served as the final stage of the design process during which consultations with key national stakeholders in Liberia were conducted, and ii) it served as the initial implementation stage to complete key preparatory activities such as identifying an indicative profile of returnees and labor market needs.

The Liberian Government's coordinating agency has been the Liberia Refugee Repatriation and Resettlement Commission (LRRRC). The project further consulted with three main national supporting and cooperating agencies: Ministry of Commerce and Industry, National Council for Vocational and Technical Training and Ministry of Youth and Sports. In addition, consultations were held with UNHCR in Liberia.

In co-operation with the LRRRC information about returnee profile and training skills expectations was gathered through a pre-registration workshop. A market needs assessment was conducted, and the vocational training system was reviewed. The inception findings are summarized in an inception report which was subsequently used as the final project document.

It is commendable that the project management made strong efforts to consult and validate project design with national stakeholders. It is however unfortunate that these consultations did not take place as preparatory activities, particularly given the comparatively short-term duration of the project. UNIDO might possibly have made more use of its experiences and good national network in Liberia gained through several previous and on-going projects. This would have left an additional couple of months for implementation of training and capacity development activities.

#### *Project strategy*

Based on the inception findings the project strategy was geared towards institutional capacity development and towards direct assistance to the returnees.

Institutionalization and upgrading of the Returnee Reintegration Center (RRC) of the LRRRC became one of the main outputs. The entrepreneurship development (EDP) component was strengthened, implying additional curricula development. The skills trainings were decided to be short-term and targeted competency based training (CBT). The increased focus on upgrading the RRC was the main reason for requesting extension of the project together with the need to develop and introduce new training curricula.<sup>5</sup> Through in particular the institutionalization and upgrading of the RRC the project set a rather ambitious new target, even in light of the expected extension of the project duration.

Consultations with Ministry of Commerce and Industry clarified that returnees would not be able to access finance due to lack of collateral to offer and no guarantors to back up their loan applications. As a consequence the intended activity to establish working partnership with micro-finance institutions was dropped. Instead, self-help groups and learning circles were introduced to establish support mechanisms which might live on when the project ends. LRRRC linked UNIDO to the Liberia Returnee Network (LRN), an association with returnees as members.

#### *Intervention structure and logframe*

The log-frame clearly presents project contents with indicators and including assumptions and risks as well as indicating means of verification. Overall, the revised logframe in the inception report is an improvement as compared to the logframe in the original project document. The revised logframe has been strengthened when it comes to setting indicators with clear targets. It also presents *outcomes* in adequate fashion (i.e. by stating the situation expected to prevail at the end of the project).

The revised logframe captures the revisions to the project strategy very well. The number of *output indicators* is possibly unnecessarily many (particularly for output 1). Some output indicators more or less *duplicate activity indicators*, e.g.: EDP training of trainers is monitored through an activity indicator and again through an output indicator; the development of market driven and targeted skills training curricula is monitored through an activity indicator and again through an output indicator.

Not all output indicators fulfill the SMART criteria<sup>6</sup>: e.g.: 'Center conducting its core training activity on animal husbandry and crop production and settling the graduates of the training in other counties' does not tell how to measure and against which baseline to measure. In addition it might be discussed *whether* this is *an output indicator* or in effect *an outcome indicator*. To achieve what is stated in the indicator, the center would be expected to have taken on-board and to make use of project outputs (such as would be expected from an outcome). Ideally *critical assumptions* should also be monitored, which is however not done. One critical assumption that was not monitored was: 'Continuous budget support from the government for the

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<sup>5</sup> Inception Report, (pages 17-18).

<sup>6</sup> Refer to footnote above.

operations of the Returnee Reintegration Center’.

#### **4.2. Relevance and ownership**

National stakeholders were consulted before finalizing the design of each project to validate relevance. Both projects involved counterpart stakeholders at various levels of the project structure.

##### **❖ *From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

Overall, the objectives of the project are highly consistent with needs and priorities of project beneficiaries, the GoG and of UNIDO itself. In discussions GRB (the key national counterpart in Ghana) expressed satisfaction with the refocused targeting on reintegrees and surrounding communities. The approach by UNIDO, to provide skills training and toolkits to beneficiaries before repatriation to Liberia, was commended by IOM.

Stakeholders were supportive of the project, but consistently referred to the project as ‘UNIDO’s project’. NVTI emphasized that they had been cooperating with UNIDO in several projects and expressed that they felt properly appreciated as the national body which is to guarantee quality of vocational training in Ghana. It was sensed that their inputs had been taken on-board and pointed to a learning process in UNIDO’s approach in vocational training projects over the seven years of cooperation. However, they also emphasized that UNIDO’s project was done in parallel to the institute’s own training and thus remained an ‘add-on’ which NVTI supported. To avoid this, the project would have needed to align its planning to the planning cycle of NVTI which was not possible given the short project duration.

The relevance of this project is thus overall assessed as high, while ownership among Ghanaian stakeholders is assessed as weaker. The key stakeholder in Liberia (LRRRC) did not express awareness of the project in discussions. This is likely to be explained by the fact that the bulk of the project was implemented in Ghana.

##### **❖ *Reintegration for Liberian Returnees through Skills Training and Job Creation***

Its objectives and support are in line with beneficiary needs, GoL’s needs and with UNIDO’s mandate. The pressure on the GoL to integrate returnees into the Liberian economy is high. Many returnees are however poor and return to Liberia with limited skills to enable them to become productively integrated.

The main Government of Liberia (GoL) counterpart has been the LRRRC. LRRRC confirmed that although they did receive an already formulated proposal they still felt they were able to influence the final project design, such as achieving the inclusion of capacity enhancing activities and construction work with its Returnee Reintegration Center (RRC).

In implementation the Liberia Returnee Network (LRN) emerged as an important partner to UNIDO, having been linked to the project through LRRRC. LRN felt they had become a respected actor through the project, and that their leverage had increased thanks to the good cooperation with LRRRC.

The relevance of the project is overall assessed as high. The level of ownership is also assessed as comparatively high with close interaction between the project office and the two main implementing partners. All involved institutions unanimously mentioned that they felt ownership particularly because their staff members were included in activities such as the Training of EDP Trainers and conducting skills training, including the compulsory life-skills EDP module, on behalf of the project.

### 4.3. Efficiency

Efficiency measures how economically resources/inputs (funds, expertise, time etc.) are converted to results.

Both projects experienced *delays in transfer of funds* from HQ, which caused delays in implementation of activities. Both project offices independently of each other provide consistent details about transfers from HQ taking longer than what is supposed to be the case according to routines. The in-country disbursements were effectuated through UNDP which further delayed the in-country project offices' access to transferred funds. Slow transfers of funds figure frequently in evaluations of UNIDO projects and thus might be an indication of need to revise routines in UNIDO HQ. However, it might also be an indication of need to revise time management of requests for transfer of funds in field-based project offices. An in-depth assessment of financial transfer routines falls outside the scope of this project evaluation but would be an issue to look further into within UNIDO.

Both projects had the *finalization of design as an implementation activity*. This approach to design delayed delivery of actual project benefits. Project design should be finalized before implementation, and particularly so in projects with a short duration and in which a delay of two months becomes significant.

A few specific efficiency issues in relation to each project are as follows:

❖ ***From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

The project budget by budget line and actual expenditure by end-October 2014 are seen from Table 1 below. The project budget by output showed an expected distribution of expenditures of 24% mobilization and organization of target beneficiaries (output 1), 39% for multi-skills and advanced skills training (output 2), and 34% for sustainable livelihoods through incentives (output 3). An amount corresponding to 3% was set aside for project evaluation (separate output).<sup>7</sup> Expenditure status by end-October recalculated by output shows an actual distribution which is comparatively close to the expected distribution, with 22%, 37% and 31% for output 1, output 2, and output 3 respectively and less than 2% for evaluation, leaving 8% of the budget as available funds. The project budget does not separate project management. However, the combined actual costs for staff and experts (international plus national) amounted to 22% of which was a little less than the budgeted costs of 23%. Expenditures for international staff and consultants have been less than estimated, while actual expenditures for national experts were higher than budgeted. Overall, cost-effectiveness as compared to budget was thus good.

**Table 1: Total Budget and Total Expenditure by end-October 2014**

Budget Line	Description	Total Budget (US\$)	Total Expenditure (end October 2014) (US\$)
11	Staff and International Consultants	228,000	190,658
15	Local Travel	46,000	34,518
16	Staff Travel - UNIDO monitoring	18,000	17,601
17	Staff and National Consultants	76,500	100,652

<sup>7</sup> Project Document – revised 18 June, (p10).

21	Contractual Services (specialized agencies, transportation companies)	200,000	412,148
30	Traning of Trainers and of Beneficiaries	334,000	142,321
43	Premises	27,000	3,657
45	Equipment, toolkits, project vehicle	335,000	231,925
51	Other Direct Costs	62,934	84,763
Sub total		1,327,434	1,218,244
Funds available (end October 2014)			109,190
13% Support cost		172,566	172,566
<b>Project total cost</b>		<b>1,500,000</b>	<b>1,500,000</b>

The *outsourcing* to the government-run NVTI of quality support services and monitoring of instructors' performance contributed to increased efficiency of the smaller CBO run training centers. NVTI's services in setting and upholding standards for certification significantly increased efficiency. On the other hand, outsourcing of coordinated procurement of material to a national NGO (AGREDS) resulted in decreased efficiency due to poor performance of the NGO. Findings from field discussions consistently point to severe delays in AGREDS's supply of needed training material and in scheduled payment of compensation to training staff (CBO heads, secretaries and facilitators/trainers). It was also pointed out to the evaluator that AGREDS's presence in its in-camp office was very random and not as intense and regular as had been agreed. AGREDS admits the shortcomings, but there was certain tension with differing views around what would have been the correct way of handling the shortcomings. The outsourcing of these services was ended by UNIDO HQ thanks to measures taken by the project staff in the field to alert about the mismanagement. Information from other direct and indirect stakeholders has been consistent that the problems ended when the project staff took over the responsibility for procuring and handing out material. In field discussions with direct and indirect beneficiaries it was verified that had it not been for measures taken by the field-based project staff to address the problems, trainers, secretaries and CBO management would have terminated their involvement prematurely.

The *international procurement* of toolkits to trainees contributed to decreased efficiency in the sense that it is questionable if best value for money has been achieved. While the cheapest tenderers were awarded the contracts several issues were raised regarding the quality of the supplied items in the toolkits. The consistent view expressed by national project stakeholders and field-based staff in Ghana was that the toolkits could have been procured through a local tendering process at a lower price and with at least the same or higher quality (refer further to procurement issues below).

#### ❖ **Reintegration for Liberian Returnees through Skills Training and Job Creation**

The project budget by budget line and actual expenditure by end-October 2014 are seen from Table 2 below. The project budget recalculated by output shows an estimated distribution of expenditures in the original project budget and in the revised project budget (with revised budget shares in parenthesis) respectively of 27% (34%) for institutional capacity building (output 1), 30% (40%) for training of Liberian returnees (output 2) and 42,5% (26%) for project management, M&E and promotion activities.<sup>8</sup> Based on the redesign in the revised project document it was thus envisioned to allocate a higher share of budget for institutional capacity building and for for returnee trainings while decreasing the share for project management, M&E

<sup>8</sup> Project Document, p17, and Inception Report, p33, respectively.



and promotion costs. By mid-October reported spending shows that project management, M&E and promotion costs in effect amounted to 44% of total budget expenditures, thus a slight increase as compared to the initially approved budget level.<sup>9</sup> Overall, budgeted project management costs were comparatively high and cost-effectiveness seems to be on the weaker side, particularly when considering that UNIDO sets aside an additional 13% to cover UNIDO administration support costs.

**Table 2: Total Budget and Total Expenditure by end-October 2014**

Budget Line	Description	Total Budget in Original Project Document (US\$)	Total Budget in Revised Project Document (US\$)	Total Expenditure (end- October 2014) (US\$)
11	Staff and International Consultants	310,700	402,202	458,574
13	Administrative Support Staff	21,600	17,750	
15	Local Travel	22,500	2,000	3,805
16	Staff Travel - UNIDO monitoring	15,000	22,500	13,501
17	Staff and National Consultants	93,000	66,000	98,177
21	Contractual Services (specialized agencies, transportation companies)	90,000	55,000	70,302
30	Traning of Trainers and of Beneficiaries	314,400	350,000	325,992
43	Premises	36,000	20,000	19,944
45	Equipment, toolkits, project vehicle	300,000	320,473	279,967
51	Other Direct Costs	71,734	41,510	53,962
81	Terminal Evaluation	52,500	30,000	
Sub total		1,327,434	1,327,434	1,324,225
Funds available (end October 2014)				3 209
13% Support cost		172,566	172,566	172,566
<b>Project total cost</b>		<b>1,500,000</b>	<b>1,500,000</b>	<b>1,500,000</b>

The project experienced *delays in construction work to upgrade* the RRC. This activity was added when revising the project design during project inception. The institutionalization and upgrading of the RRC has unfortunately turned out to be inefficient both in use of project time and money. The investments are comparatively small in scale and attracted bids only from small-scale contractors. The small-scale contractors have needed much support from the project engineer. In addition, contractors in Liberia generally rely on pre-payments, which in combination with the experienced slow authorization of transfer of funds contributed to the delays in construction work. It further remains highly uncertain to what extent the investments made will be put to actual use (see effectiveness below).

<sup>9</sup> In the commenting process, the project manager clarified that the budget proposal in the Inception Report could not be applied since budget revisions among different outputs were basically not possible with the introduction of the new ERP system, which was not clear at the time of the Inception Report.

The project also experienced initial *delays in delivery of training* caused by delays in procurement of training material and equipment. This contributed to inefficiencies as there was thereby no time before the project closed to update the database on graduates of the training programmes and to assist in job matching.

#### **4.4. Effectiveness**

Effectiveness is a measure of the extent to which the project objectives have been achieved, or are expected to be achieved. The effectiveness is discussed separately for each of the two projects. Firstly the outcomes - the short-term and medium-term effects of each project's outputs - are assessed. Delivery of activities and outputs is thereafter discussed in some detail. Tables showing outcome and output results against the revised and final logframes at the time of the evaluation are included. A summary assessment of effectiveness of each project draws together the key assessment findings.

#### **❖ From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation**

##### **A. Outcomes**

##### *Results against project logframe*

The outcome results against the revised and final logframe are summarized below in Table 3. The project was still on-going with some activities being in progress at the time of the evaluation, and it is therefore early to expect visible outcome evidence. There are however some indications of potential positive outcomes.

FGDs with a selection of beneficiaries in Ghana confirmed that many felt their opportunities had improved and reported slightly increased incomes. An end-of-project survey among trainees was conducted by the CTA shortly before the evaluation. Initial analysis of findings indicates that an average of 74% of the trainees feel that their income has increased. The proportion of trainees whose income has increased however differed across skills, from 38% for IT software and welding, to 89% for beauty care and 100% for bead. Levels of income remain low and a low increase is at the margin therefore of even higher importance. Income was estimated in the survey to have increased from an average 24 GHS before training to an average 49 GHS after training.

**Table 3: Outcome results against project logframe**

No	Outcome description	Status
	<b>Provide former Liberian refugees and Ghanaian host communities with marketable skills for increased self-employment and income generation opportunities and sustainable livelihoods</b>	
	Increased percentage of Liberians employed	- no survey data available; FGD in Liberia did not indicate signs of increased employment
	Increased incomes among the target beneficiaries	- indications that incomes may be increasing (sources: project survey in Ghana; FGD discussions in Ghana and Liberia)

Trainees participating in FGDs in Liberia expressed confidence that the level of training

including skills training, business training and workshop in Monrovia had provided them life-long and sustainable skills that they can utilize and live on. However, they also reported that they were experiencing difficulties. None reported having been employed or having increasing income. Many of the participants in the FGDs and telephone interviews attributed their difficulties to delays in providing the materials in support of their business plans as well as the supply of remaining toolkits.

## B. Outputs and Activities

### *Results against project logframe: outputs*

The revised project document includes the slightly revised logframe. The three activities in the logframe are complemented by detailed activities for each output in a separate work plan.<sup>10</sup> Below the results against outputs in the final logframe are seen from Table 4.

The first output has been fully achieved in the sense that beneficiaries were mobilized and more than 50% were women. The logframe does not indicate a targeted number of beneficiaries to be mobilized.

Multi-skills training and advanced skills training shall be provided as per the second output. The targeted number of 500 beneficiaries has been met through the provision of multi-skills training alone. No advanced skills training has taken place within the project.

Activities are in progress towards achieving the provision of sustainable livelihood opportunities (output 3). The recent project second extension<sup>11</sup> has allowed another three months to achieve this output. The job creation and start-up capital support was earmarked for beneficiaries who returned to Liberia and through direct and individual mentoring support from the international Chief Technical Advisor (CTA). The output target of 250 beneficiaries was set in a state of uncertainty, i.e. before knowing how many of the beneficiaries would in effect opt for repatriation to Liberia. In the current situation with the Ebola epidemic becoming increasingly challenging, the project management has decided to fulfill already promised materials for business start-up to Liberian returnees, while redirecting remaining funds to similar support to beneficiaries who opted for reintegration in Ghana. In light of this it seems likely that the targeted number of beneficiaries will be achieved only partly. Only 116 beneficiaries returned to Liberia and of these not all have completed approved business plans. The extent to which the target will be fulfilled thus depends on the final number of beneficiaries in Ghana who submit approved business plans to qualify for continued support from the project.

**Table 4: Output results against project Logframe**

No	Output description	Status
<b>1</b>	<b>Target beneficiaries are mobilized and baseline survey carried out</b>	
	# of beneficiaries mobilized out of which 50% women	- 583 beneficiaries were mobilized out of which 82 % women
<b>2</b>	<b>A minimum of 500 beneficiaries are provided with multi-skills and advanced skills training</b>	
	# of beneficiaries trained	- 564 beneficiaries registered for NVTI exam and 557 obtained certificate - no beneficiary received advanced

<sup>10</sup> Project Document – revised 18 June, Annex 1 and Annex 2 respectively.

<sup>11</sup> The evaluator was informed about this extension during the field mission to Ghana.

		skills training
	# of curricula developed	<ul style="list-style-type: none"> <li>- 10 skills curricula were developed with some delays</li> <li>- 2 curricula for business training were revised to meet needs of trainees</li> </ul>
	# of training programmes organized	<ul style="list-style-type: none"> <li>- skill training in 10 skills areas were organized</li> <li>- a 7 days business training workshop was organized for all beneficiaries</li> </ul>
<b>3</b>	<b>A minimum of 250 beneficiaries are provided with sustainable livelihood opportunities through job creation and start-up capital</b>	
	# of micro-industries started	- activity in initial stage at time of evaluation; number of potential beneficiaries however likely to be below 250
	# of micro-industries upgraded	- activity in initial stage at time of evaluation; number of potential beneficiaries however likely to be below 250
<b>No.</b>	<b>Activity description</b>	
	Developing marketable technical skills of the beneficiaries through non-formal product oriented training	- see results above and detailed activities below
	Developing entrepreneurial skills to assist the beneficiaries in starting micro-scale industries and production units	- see results above and detailed activities below
	Providing incentive packages for repatriation from Ghana to Liberia	<ul style="list-style-type: none"> <li>- all skills training beneficiaries received toolkits</li> <li>- first step of incentive packages to repatriated beneficiaries in progress</li> <li>- second step of incentive packages cannot be implemented as technical expertise not allowed to travel to Liberia (due to the Ebola situation)</li> <li>- available funds to be redirected to beneficiaries reintegrated in Ghana</li> </ul>

#### *Results against project Logframe: activities*

The three aggregated activities in the project logframe (seen in Table 4) remained unrevised following the retargeting of beneficiaries that was decided during the inception phases. The detailed activities in the project's workplan also remained unrevised.

Table 5 provides an overview of results against activities in the work plan. Implementation issues to be noted are discussed below under separate headings.

**Table 5: Activity results against project work plan**

<b>No</b>	<b>Output/Activity</b>	<b>Status</b>
<b>1</b>	<b>Mobilization and organization of target beneficiaries</b>	
1.1	Establish project office and recruit staff	- implemented
1.2	Project inception: organize meetings with target groups, select training centers and beneficiaries, agree on selection criteria, conduct rapid needs assessment, develop monitoring and evaluation plan indicators (KPIs)	- implemented
1.3	Establish baseline and collect regular information on the KPIs	- baseline established – end of project survey implemented
<b>2</b>	<b>Multi-skills and advanced skills training</b>	
2.1	Upgrade existing training facilities including procurement and installation of equipment that might be required to replace existing worn out or damaged gear	- implemented
2.2	Provide Training of Trainers (ToT) in multi-skills and advanced industrial skills required by the Liberian consumers and labor market	- training in multi-skills that were required by former refugees in Ghana provided: - no advanced skills training provided
2.3	Prepare training methodologies/curricula aiming at selected micro-industry programs, e.g. block making, small engine repair, food processing etc.	- training methodologies/curricula prepared for skills finally selected; skills are however different from skills intended in project document
2.4	Provide training on highly-demanded industrial skills to at least 500 beneficiaries	- training provided to 564 beneficiaries; skills different from the intended highly-demanded industrial skills though
2.5	Monitor training effectiveness and make recommendations for on-going activities	- implemented by project field-based staff - quality / standards monitoring by NVTI
<b>3</b>	<b>Sustainable livelihoods through incentives: job creation and start-up capital</b>	
3.1	Plan and conduct training in entrepreneurial skills/business development	- 7 days workshop provided to all beneficiaries (returnees as well as reintegrees)
3.2	Procure and provide start-up capital in form of equipment, machinery and tools to be provided to beneficiaries who return to Liberia	- tool kits provided to all beneficiaries (returnees as well as reintegrees)
3.3	Design incentive packages and communicate the conditions to the target beneficiaries	- incentive packages designed for returnees to Liberia who submitted approved business plan
3.4	Assist recent graduates to start up their own micro-industries	- first steps implemented in Liberia: - planned to be implemented in Ghana
3.5	Provide mentoring support for newly-established micro-industries	- initial support provided to returnees in Liberia - planned to be provided for reintegrees in Ghana
3.6	Establish linkages between the recent graduates and private sector employment opportunities	- not implemented

3.7	Implement, manage and monitor micro-industry development activities effectively and efficiently	<ul style="list-style-type: none"> <li>- extremely difficult to implement in Liberia due to accelerating Ebola crisis;</li> <li>- likely to be implemented at the early stage of micro-industry development in Ghana; project duration does not allow medium-term follow up</li> </ul>
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#### *Training centers: selection and institutional arrangement*

Ten training centers were involved in providing the multi-skills training. Two of the training providers were contracted in a competitive procurement process – NVTI providing training in its facilities outside the camp and AGREDS providing training in its facility inside the camp. AGREDS in addition identified and sub-contracted eight CBO-run training centers in the camp, which also had previous experience from cooperating with UNIDO. NVTI provided welding training while AGREDS and the eight sub-contracted training providers among them provided training in all remaining nine subjects.

NVTI was contracted to provide out-of camp support in terms of quality assurance of training methodology applied by the instructors. NVTI is the national institution in Ghana mandated to issue vocational training certificates based on examination against set national standards. NVTI also took on the important task of certification of successful trainees from the project. In this respect, it should be noted that NVTI insisted on not lowering the requirements as compared to their normal standards. The skills areas of the project also required NVTI to develop five new standards as some of the selected skills areas did not yet have set national standards. NVTI was pleased to do this but would have preferred to be able to do it before the training started. Receiving a certificate issued by NVTI was seen as a valuable asset by all trainees as well as trainers - a 'necessary ticket' into the labor market in Ghana was mentioned by several beneficiaries. In effect, some trainers who did not yet have certificates confirming their vocational skills requested and were granted to also sit for examination.

AGREDS was contracted to provide in-camp services to the eight CBO-run training centers in terms of coordinated procurement and distribution of required training material and in terms of taking responsibility for logistics around payments and reimbursements to the selected CBOs. AGREDS thus signed sub-MoUs with the eight CBOs in this respect. However, these contracted services with AGREDS were terminated prematurely by UNIDO HQ (see efficiency section above). Field-based project staff took on the responsibility for fulfilling the services previously outsourced to AGREDS which improved effectiveness.

#### *Selection of skills areas and curricula development*

A desk study was conducted to identify market-demanded skills in Liberia. No similar study was done for Ghana when it was decided to also include beneficiaries who opted for reintegration in Ghana. The selection of skills was eventually heavily influenced by feed back from beneficiaries during the beneficiary selection process (the ten selected skills are seen from Table 7).

Curricula that had been developed within previous UNIDO skills training projects in Ghana were used also in this project, thus revising the intentions of the project document to use the same curricula as in the Liberia project. This revised approach seems reasonable given that the beneficiaries targeted were no longer returnees to Liberia but reintegrees in Ghana. The skills curricula are competency-based and are thus condensed as compared to what would normally be used in the vocational training centers own trainings.

### *Training of Trainers (ToT)*

There were a total of 38 instructors (out of 44 registered) who completed the ToT and received certificates as instructors. NVTI monitored the certified instructors through visits to training sessions and through providing feed-back to the instructors from observed performance. Several trainers expressed their appreciation that this 'coaching' had been useful for them to improve their skills as trainers. In addition, 16 of the instructors registered for the NVTI exam and obtained skills certificates as well.

### *Beneficiary mobilization and selection*

As decided in consultations with the GRB, the project targeted residents of the Buduburam camp. The camp is now in the process of being physically closed and there are strong concerns about how the camp residents shall be productively integrated into the Ghanaian economy. Among the Liberian citizens living in the camp some have ID cards giving them status as refugees while others were never registered as refugees although they may have lived in Ghana for equally many years. In addition, the project targeted Ghanaian citizens living in communities around the camp (with an intended beneficiary share of 10%).

Beneficiary selection criteria were developed jointly by GRB, UNHCR, Buduburam camp management and UNIDO during the inception mission. Beneficiaries were mobilized with assistance from the Buduburam camp management. Camp residents with refugee ID cards might have received training before. It was however not possible for the project to check this as beneficiaries of past skills training were not identified in any data base using their UNHCR ID card numbers. The frequent use of several names among camp residents made it impossible to fully re-asertain that no duplication took place. The project did however make use of the IOM's project data listing those who registered for repatriation in 2013 ensuring none of them were again provided support. Liberian camp residents without refugee ID cards had never been targeted with support in any previous project by neither UNHCR nor UNIDO. In FGDs in Monrovia, the returnees particularly expressed their appreciation that UNIDO had bridged that gap. The Ghanaian communities were mobilized through announcements.

There were two rounds of mobilization of beneficiaries due to a drop-out rate of around 20% during the first month of training. After the second round of selection the final number of beneficiaries was 583 (up from 548 after first round).

The beneficiary distribution across identity was 34% ID card holders, 47% Non-ID holders and 19% Ghanaians (Table 6). Close to one fifth of the beneficiaries were thus selected from local communities. From a reintegration point of view this is assessed as positive, given that Liberian camp residents would thereby have opportunities to establish direct contacts into the local economy.

**Table 6: Beneficiary composition by identity and gender and age**

<b>Identity Gender and age</b>	<b>ID card holders</b>	<b>Non-ID card holders</b>	<b>Ghanaian</b>	<b>Total</b>
	34%	47%	19%	100%
Share (women) (men)	% (78) (22)	% (83) (17)	% (85) (15)	% (82) (18)
Average age (women) (men)	years (32) (36)	years (29) (30)	years (27) (25)	years (30) (32)

More women than men responded to the opportunities offered by the project. The selection criteria detailed the key intentions to reach out to the more vulnerable camp residents among which were many single mothers. Out of the beneficiaries registered for skills training more than 80% were women. The highest share of men (22%) was among ID card holders living in the

Buduburam camp. Youth was another targeted group which is reflected in average age of the beneficiaries. Men with ID cards had an average age of 36 which was higher than the average age of other identity groups (for all figures, see Table 6).

#### *Delivery of skills training and certification*

Table 7 shows graduates by skills area and by gender. A total of 10 skills areas were offered to the beneficiaries. Of totally 583 trainees, 564 registered for the NVTI exam and 557 passed and received certificates issued by NVTI (the other 7 did not show up for exam). Graduation rate was thus a high 95.5%.

Beauty care and baking were the by far most popular skills areas, together attracting no less than 63% of all beneficiaries (or 34% and 29% respectively). Welding and masonry (two traditionally male skills areas) together attracted only 4% of all beneficiaries (approximately 2% each).

The project had the explicit ambition to ensure both men and women in all trainings, but had to accept that this was not possible. As seen from Table 7, three typical male skills areas (electrical installation, masonry and welding) attracted no women, whereas other skills attracted only few men (e.g. beauty care and baking).

**Table 7: Graduates by skills area and gender**

Skills area	Beneficiaries by gender and total				
	Women		Men		To- tal
	#	(%)	#	(%)	#
Baking	157	(97.5)	4	(2.5%)	161
Bead	10	(91)	1	(9)	11
Beauty Care	189	(99)	2	(1)	191
Dressmaking	74	(92.5)	6	(7.5)	80
Electrical Installation	--	--	19	(100)	19
Interior Decoration	16	(89)	2	(11)	18
IT Hardware	3	(16)	16	(84)	19
IT Software	10	(28.5)	25	(71.5)	35
Masonry	--	--	11	(100)	11
Welding	--	--	12	(100)	12
<b>TOTAL</b>	<b>459</b>	<b>(82)</b>	<b>98</b>	<b>(18)</b>	<b>557</b>

Field-based UNIDO project staff performed close monitoring during the training. In addition to relying on the training institutes, on-the-spot visits were made to check actual presence in training. During the first month this resulted in the disqualification of several trainees who were replaced by others in a second round of selection (as discussed above).



There were a few challenges during the provision of training. For one, there were delays of 2-4 months in supplying the training material required for the practical training. This caused difficulties for instructors to provide in particular the practical training to the trainees within the comparatively short term of six months. The delays were caused by the contracted NGO which was to procure and disseminate as per a preset plan (see efficiency above).

Another challenge was that the training institutes did not distribute manuals to the trainees who instead had to shoulder the cost for printing copies themselves. In discussions trainees proposed to provide simple meals during long training hours for them to be able to keep focused on the training. The project would have liked to be able to do so but budget constraints did not allow it.

From a gender perspective it is noted that the training hours were long but there were no facilities provided for lactating mothers. In addition, in some training facilities the respect of pre-set training hours was weak causing problems for single mothers who could not be flexible and stay behind in classes to catch up due to e.g. some training institutes opening the facilities late or due to instructors coming late. 'Soft' gender issues like these deserve being better taken into account particularly when a project targets vulnerable groups such as single young mothers.

The project seems not to have engaged in job creation with employers and no trainee has been offered attachment to a potential workplace for practice. The project has entered into discussions with a partner NGO in Liberia (Mercy Corp) but it has not yet materialized. A few trainees have taken own steps to contact e.g. NVTI (welding) a few months after finishing the training to request a letter of recommendation to enable them to be accepted as apprentices in work places the trainees themselves had identified and contacted. NVTI confirms that it would be expensive for the trainees to set up a welding shop. In all training provided by NVTI itself apprenticeship is therefore an integral part. NVTI recommends any future training project to look into the possibility of extending training to allow for internships as part of training projects in addition to - or instead of - providing support to set up small businesses.

#### *Small business training*

All trainees were provided a 7 days small business training course, with 5 days of theoretical guidance and 2 days practical training in environmental scanning and proper attitude towards potential customers. The small business training was praised in FGDs.

Small business training has also been part of previous UNIDO projects and the same consultant delivering the training this time had done so before. The curricula from previous projects was used also for this project, but had to be adapted to fit the profile of the current beneficiaries.

Basically two versions were developed, one to cater for beneficiaries with no or very low level of schooling and one use for beneficiaries with higher level of schooling.

#### *Toolkits (start-up kits) in Ghana*

The internationally procured toolkits did not arrive in time for the graduation ceremony but were only handed over in July and August to the trainees remaining in Ghana. As seen from Table 8 the value of the toolkits varied remarkably, from USD 93 per trainee in dressmaking to USD 618 per trainee in IT software.

**Table 8: Toolkits value by skills area**

<b>Toolkit area</b>	<b># pro-cured</b>	<b>value per trainee USD</b>
Baking	124	327
Bead	8	304
Beauty Care	138	224
Dressmaking	64	93
Electrical Installation	15	185
Interior Decoration	18	195
IT Hardware	18	137
IT Software	30	618
Masonry	9	242
Welding	9	231
<b>Total</b>	<b>433</b>	<b>257</b>

The composition of the toolkits and the quality of individual items in the toolkits were raised as issues during field mission discussions. While an item may have met technical specifications the actual quality of the supplied item was not always up to expectations and not always suitable in the local Ghanaian context. In one case an entirely wrong item was delivered (a hair drier instead of a blower for cleaning computer hardware).

There seems to be several factors contributing to the sense that the toolkits could have been better. For some of the toolkits the composition was proposed by national project staff in consultation with instructors, for other toolkits an international consultant proposed what to include. Budgetary constraints forced the project staff in the field to cut down the proposed lists, but without considering replacing anything. Project staff also proposed that the technical specifications made by them may not have been clear enough. A third aspect to consider is the fact that UNIDO does not have a mechanism to physically check the items in the toolkits before shipment in international competitive procurement processes (see further procurement issues below).

#### *Job creation and start-up capital in Liberia*

The repatriation went smoothly. A total of 111 trainees and 5 instructors were repatriated through IOM together with 93 dependents (thus a total of 209 persons). In addition, 3 trainees were later on repatriated without IOM operation. From discussions with a selection of returnees in Liberia it is confirmed that they are well received although facing difficulties in their daily lives.

The project office in Liberia has initiated business start-up support. Beneficiaries submitted business plans and the project office has reviewed the business plans and agreed with beneficiaries about which aspects will be funded by UNIDO through material purchases. The business start-up packages that were identified have however not yet been handed over to the beneficiaries. The beneficiaries have however received some toolkit items but are still awaiting some additional items. According to plan the beneficiaries should later on receive a second package of business start-up support together with continued mentoring services once it had been verified that the business had been established and was up and running. The project management has now taken the decision to discontinue the second step due to the Ebola crisis and the inability of the CTA to continue mentoring and coaching support. Instead, remaining

funds will be used for similar support to beneficiaries remaining in Ghana. Focus is to be on beneficiaries who establish their businesses in a location outside the camp, which in the view of the evaluator is a reasonable decision given that the camp is being closed and given the need for incentives to mobilize camp residents to move out as soon as possible.

### C. Summary assessment of effectiveness

Outcome and some output targets were over-ambitious and have also not been achieved. An outcome such as 'Increased percentage of Liberians employed' as a result of a small-scale project with a one-year duration is unrealistic. The second outcome, 'Increased incomes among the target beneficiaries', seems realistic with initial positive findings. It would be merited to gather conclusive evidence of increases in income over time. The provision of advanced training in addition to basic multi-skills training is an example of over-optimistic output target. The target that 50% of the 500 beneficiaries would return to Liberia and be provided with sustainable livelihood opportunities through job creation and start-up capital should have been revised once the focus of the project moved to include as beneficiaries those who remained in Ghana. There were also external unforeseen factors hampering the provision of all planned support to Liberian returnees.

At the activity level, the project has overall been effective in its implementation. Field-based project staff has been alert and has taken measures to address emerging challenges which has contributed to enhanced effectiveness.

### ❖ *Reintegration for Liberian Returnees through Skills Training and Job Creation*

#### A. Outcomes

##### *Results against project Logframe*

The outcome results against the revised and final logframe are presented below in Table 9. The project was still on-going at time of the evaluation and it is premature to expect outcome evidence at the time of the evaluation.

**Table 9: Outcome results against project Logframe**

No	Outcome description	Status
	<b>Employability of returnees and community residents in the job market increased and/or self-employment initiatives enhanced.</b>	
	100 trained beneficiaries have found jobs in paid employment upon completing of the technical and entrepreneurial skills training; 20% of whom are women	- not possible to objectively assess within project duration; technical skills training ended 3 <sup>rd</sup> week July and project ends in August; there were three batches of EDP trainings with the first batch ending in December 2013
	300 trained beneficiaries have established their own businesses using the technical and entrepreneurial skills acquired from the training; 30% of whom are women	- not yet monitored within project duration; recent extension with another 4 months provides the project an opportunity to implement the envisioned tracer studies in order to gather objective

No	Outcome description	Status
		evidence from among all trainees <sup>12</sup>

It has been consistently mentioned by trainees, trainers, vocational training institutes and project staff that the skills training was too short. It was emphasized by the trainers and the vocational training institutes that it had not been possible for them to check how well each trainee had acquired skills. More 'hands-on' training using toolkits would in their view be requested. The project management and staff are interested in outcomes and lament that there is not sufficient time to prove that outcomes are met.

Private sector linking was planned to happen after completion of training in the project design rather than as an integral part of training itself. The envisioned Job Referral Services were not implemented due to project time constraints. Given that the project trainees will have a certificate showing considerable shorter training periods than 'ordinary' vocational students they are likely to face difficulties in competing about available jobs. One way to have enhanced their chances would have been to ensure apprenticeships particularly for trainees who depend on findings jobs in order to exploit their new skills (such as housekeeping, front desk operations and food services). As for EDP trainees the findings from FGDs confirmed that their focus was on developing already established businesses or on establishing own businesses, rather than to look for a job (such as also envisioned in the revised project design).

To establish own business you however need start-up capital which admittedly may not need to be large. Some EDP trainees were able to save a sufficient small amount from their daily allowances, but not all could do that due to distance from home to the training location. For those without savings even small amounts may be difficult to raise, and access to funding becomes a 'hard constraint'. While it is appreciated that it was not possible to keep the initial project idea of linking to more formal credit institutions requiring collateral or guarantors, it might have been possible to link to small-scale credit schemes through e.g. NGOs from the outset of the project. NGOs with lending schemes tend to prioritize their own clientele. Project efforts to link to a credit scheme at a later stage therefore implied that the trainees would need to go through new training to access funding, while linking from the start might have ensured that the requirements of the identified credit scheme would have been met as an integral part of the EDP training. Another option would have been to put stronger emphasis on establishing and organizing self-help groups in support of own mobilization of capital in a sustainable manner, rather than supporting short-term learning circles which ended when the project support ended.<sup>13</sup>

It is however premature to objectively assess to what extent the targeted number of EDP trainees will establish own businesses and to what extent access to funding will prove to be an insurmountable obstacle. The project logframe includes tracer studies as a means of verification at the outcome level. Given the new extension of project duration, the project has a renewed opportunity to conduct the intended tracer studies and to gather evidence related to outcomes.

## B. Outputs and Activities

### *Results against project logframe: outputs*

The output results against the revised logframe and activity status are seen below from Table 10. Several amendments were made to the project document as a result of the review and

<sup>12</sup> During the commenting process, the international evaluator was informed in January 2015 that a follow-up study is being conducted with a draft report expected to be available during spring 2015.

<sup>13</sup> The learning circles were facilitated from May 24, 2014 and ended on July 19, 2014 (final report from Liberia Returnee Network).

consultations with national stakeholders during the inception phase. The assessment follows the amended intervention structure (as presented in Inception Report).<sup>14</sup>

The output results are discussed firstly followed by a more detailed assessment of associated activities below.

The first output relates to institutional capacity and the provision of training and is assessed as partly achieved as compared to indicators in logframe. Expected results relating to EDP and skills training have been achieved. However, one ambitious target which has turned out not to be achievable was the institutionalization of the Returnee Reintegration Center of LRRRC to serve as a node for animal husbandry and crop production for the integration of returnees into counties outside Monrovia.

Among the outputs for strengthening the center's capacity, only some construction work has been finalized while other construction work remains in progress. The establishment of an operational and updated returnee data base to enhance LRRRC's capacity to coordinate and implement projects/interventions to assist returnees in re-integrating in Liberia was cancelled at the request of LRRRC. No formal job matching or job referral system linked with the Bureau of National Employment has been set up such as anticipated due to time constraints - the skills training closed third week of July, 2014 and the project was supposed to close in August, 2014.<sup>15</sup>

The second output has also been partly achieved. The results not achieved relate to the time constraints of the project hampering the establishing the expected job referral system (see output 1).

**Table 10: Output results against project Logframe**

No	Output description	Status
<b>1</b>	<b>Institutional capacities built to provide entrepreneurship and vocational training to returnees and community residents for employment and self-employment</b>	
	5 training provider institutions agree to work with the project	- achieved (agreements were signed with 6 training institutions and 1 agreement was reached to send one batch of students to join the training within Komatsu project; also financed by GoJ)
	EDP Training Curricula with Training Guide adapted for Liberia	- achieved (by CTA and one international consultant)
	TOT on EDP conducted for 40 participants from the partner training providers and other project partners; 20% of the participants are women	- achieved (50 EDP trainers were trained; -33% women and 67% men)
	90% of the EDP trainers conducting EDP training in their respective institutions/associations	- partly achieved (20 of the trained EDP trainers were selected to conduct training; 50% women and 50% men; majority from LRN)

<sup>14</sup> Logframe in Inception Report (15 July 2013).

<sup>15</sup> During the debriefing mission to Vienna in October, 2014 the evaluator was informed that the project had been extended for an additional period of three months.

	10 targeted skills training curricula developed using the CBT approach and being taught to the returnees	- achieved (17 targeted skills training curricula were developed)
	Equipment required for the training provided and used during the training programme	- achieved (with shorter delays)
	Center offering upgraded and rationalized services to the returnees	- not achieved (upgrading in progress at time for evaluation; services not yet started)
	Data base programme on returnees operational and updated	- not achieved (data base limited to baseline information about project beneficiaries; will be handed over to LRN; uncertain if will become fully operational)
	Training facilities provided by the project had been installed/upgraded and used during the training programmes	- achieved (with shorter delays; facilities used during the training when installed)
	2 targeted skills training not offered in other training institutions being offered by the Returnee Reintegration Center	- not achieved
	Center staff conducting EDP training for the trainees of the center	- a total of 59 trainees were trained on agricultural farming and hog raising at the center; the training included an EDP module
	Center conducting its core training activity on animal husbandry and crop production and settling the graduates of the training in other counties	- not achieved
	Job Referral Services linked with the Bureau of National Employment	- not achieved
	Liberia Returnee Network registered as a formal association and working closely with LRRRC in disseminating info to the returnees	- achieved
	Network establish self-help activities among the returnees	- achieved (with 7 learning circles finalized and 2 self-help groups established)
<b>No.</b>	<b>Activity description</b>	<b>Status</b>
1	Conduct rapid marked needs assessment and skills profiling of the returnees	- accomplished during inception phase
2	Develop/Refine/Adapt UNIDO EDP training programme to the Liberian context	- implemented
3	Identify participating training providers and assess institutional capacities and agree on partnership modalities	- implemented
4	Conduct EDP Training of Trainers	- implemented (50 trainers were trained: 33% women 67% men)
5	Develop market driven and targeted skills training curricula based on market needs and livelihood aspirations of the returnees including selection criteria and assessment tools	- implemented

6	Provide small equipment support to conduct skills training	- implemented (toolkits for trainees; value each varied from USD 228 to USD 802)
7	Disseminate information on the training programmes	- implemented (announcements and outreach through LRN network and through participating training centers)
8	Develop and install data base programme on returnees; train LRRRC staff to use the programme	- not implemented (dropped at request of LRRRC)
9	Conduct Strategic Planning Workshop to institutionalize the Returnee Reintegration Center	- implemented (with LRRRC)
10	Develop the business plan for the financial sustainability of the center	- not implemented
11	Develop targeted skills training not offered by training institutions in Montserrado	- not implemented
12	Provide equipment and facilities support	- partly implemented; water system installed, new silent type generator installed at LRRRC Head Office while the old generator was installed at RRC, new butchery training facility and slaughter house under construction (delayed)
13	Conduct training on 'Essentials of Managing an Association' for the Liberian Returnee Network	- implemented
14	Assist the Network in planning and implementing self-help initiatives of the returnees	- implemented
<b>No</b>	<b>Output description</b>	<b>Status</b>
<b>2</b>	<b>Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services.</b>	
	A total of 600 people trained in EDP; 30% whom are women; 90% are returnees and 10% are from the local community	- achieved (683 jointed and 658 trainees finished the EDP training programme; 49% women and 51% men; 65% returnees and 35% non-returnees)
	300 people trained in targeted vocational skills and EDP training; 30% are women; 90% returnees and 10% are from the local community	- achieved (327 trainees; 51% women and 49% men; 80% returnees and 20% non-returnees)
	100 returnees have found a job through the referral services or job matching	- not achieved (project closed shortly after the skills training closed)
	150 of those established their own business have been given mentoring services through the learning circles	- partly achieved (96 trainees finished learning circles; 53% women and 47% men)
<b>No.</b>	<b>Activity description</b>	<b>Status</b>
15	Selection of trainees	- implemented

16	Intake profile of the trainees and conduct training programmes (EDP and skills training)	- implemented (project data base with trainee profile established; EDP and Skills training programmes implemented; three rounds of training)
17	Update the database of the RRERS on the graduates of the training programmes and assist in job matching	- not implemented
18	Organize learning circles in the communities and provide mentoring services	- implemented (7 learning circles organized and finalized)
<b>No.</b>	<b>M&amp;E and Promotional Activities description</b>	<b>Status</b>
19	Develop project monitoring and evaluation tools (including compiling baseline data)	- project base line with beneficiary profile established - data base not updated with results
20	Monitor training programmes	- on-site visits and feed-back from trainees
21	Monitor performance of graduates	- file with successful completion
22	Produce PR materials including a project video	- not yet produced at time of evaluation
23	Evaluate the project	- in progress

#### *Results against project Logframe: activities*

Table 10 above shows an overview of results against activities in the logframe. Implementation issues to be noted are discussed under separate headings below.

#### *Institutional capacity development: RRC*

The project has provided equipment and facilities to the RRC. The construction of a new butchery training facility and a slaughter house was in progress at the time of the evaluation. A water system is finalized and the old generator from LRRRC has been installed in the RRC (while LRRRC was supplied a new silent generator from the project). The project has experienced delays in the construction work (for details see efficiency above).

The level of training activity in the RRC has to date been very modest with training only 59 persons to raise pigs including an EDP module. The center received USD 250 000 from the GoL budget and was expecting to receive a second tranche of similar size, which was however not disbursed. The project's planned activity to develop targeted skills training has thus not been implemented and no business plan for the financial sustainability of the center has been developed.

Overall, the effectiveness of the upgrading support to the center is assessed to be very limited. Expectations about the center's ability to perform the envisioned trainings have also been lowered. One potential solution being discussed is for LRRRC to allow LRN to use the center's facilities if LRN finds financing to run training. It however remains highly uncertain if a sustainable solution will be within reach.

#### *Institutional capacity development: LRRRC returnee database*

The planned activity was to develop and install a data base programme on returnees and to train LRRRC staff to use the programme. The data base was expected to include demographic profiles, contact information, skills, training needs and livelihood aspirations. Support to the data base was subsequently dropped at the request of LRRRC. The assessment of LRRRC was that it did not have sufficient manpower/capacity to maintain such a data base. The collection of



information from the field would have to be done manually and it would be difficult to transfer the data from the field to HQ. In addition, it is the understanding of LRRRC that IOM will take responsibility for establishing the data base. The UNIDO project support was therefore limited to small-scale refurbishing/upgrading of the computer room whereas all human capacity support was cancelled.

The project and LRRRC instead relied on the available membership data base of LRN for identifying potential beneficiaries among the returnees. In addition, the project's data base with beneficiary profiles will be handed over to LRN at the end of the project. However, while a data base of one specific association such as LRN may serve for one individual project to identify project beneficiaries, it cannot replace an institutionalized national data base which aims at consolidating information about all returnees regardless of through which support and from which country they returned to Liberia. The data base of LRN is largely unofficial and not reflective of all returnees in Liberia as it only focuses on a portion of returnees in Monrovia and surrounding communities. The LRN data base does for instance not have linkages to work done by IOM to repatriate stranded migrants from Ghana or from any other country and does also not have any linkages to include beneficiaries from the other UNIDO project evaluated in this joint evaluation.

#### *Institutional capacity development: LRN*

The project provided direct support to LRN through training on how to manage an association and through financial support to formally register as an NGO in Liberia. The proposal from LRRRC and subsequent decision to use LRN's data base to identify project beneficiaries enhanced the association's status. LRN became a vital partner to the project, and institutionally LRN also benefitted indirectly from other activities. Many of LRN's members were recruited to the EDP ToT and were subsequently selected to conduct EDP training on behalf of the project. The discussions that are going on to allow LRN to use the RRC facilities to conduct trainings also continue to enhance the leverage of LRN. Taken together, the experiences from working with the project have encouraged LRN to independently form self-help groups with an explicit view to continue the aspirations of the project also when the project has ended.

#### *Institutional capacity development: vocational training institutes*

The seven training institutes were selected through a local bidding process once the skills had been selected (see below). A rapid capacity assessment was made of each training institute and agreements were reached about institutional support and which equipment, tools and material the students would need during training.

All institutes consistently reported that they highly appreciated the human capacity development offered to staff members who were invited to participate in the EDP ToT training. EDP was new to all and it is appreciated that the EDP material is now made available to the institutes and some stated their intention to use it for review of the institutes' ordinary curricula. The life skill module of the EDP material was in particular praised as being useful also for use in the institutes' own ordinary training. All institutes received equipment, material and tools as required although with some delay which caused challenges. As may be expected, some pointed to a wish for more institutional capacity development in terms of equipment and staff training. One institute pointed to a need to have two sets of all training material: one for educated and one for non-educated trainees.

#### *ToT training on EDP and EDP curricula development*

The project invited all cooperating partners to send staff to participate in the EDP ToT (i.e. from LRRRC HQ and field, from selected training institutes, and from some institutions including a University previously supported by other GoJ funded projects). In total 50 persons were trained in two rounds to become EDP trainers, with a large share coming from LRN. In addition, UNIDO national officers were included in the training. Based on performance and availability, 20 of the

trained trainers were subsequently selected to conduct EDP training, most of them from LRN. The 6 trained EDP trainers from selected training institutions were available for conducting the life skills EDP module that was made a compulsory part of all skills training curricula. Many selected EDP trainers were already running their own businesses, and were thus in a position to contribute own practical experiences in addition to the theoretical aspects of the EDP training.

A previous EDP manual was adapted to Liberian settings by a consultant. Consultations with vocational training institutions had revealed a need for 'life skills' training. The CTA therefore developed a separate 'life skills module' which was added to the EDP manual and which became a compulsory part of all skills training curricula.

#### *Skills selection and curricula development*

An inception pre-registration workshop was conducted to find out the returnees' skills expectations. A rapid beneficiary profiling was also done. In addition, a market needs assessment was undertaken to enhance the likelihood for gainfully and sustainably applying acquired skills and capacity. The project thereby took on-board lessons learned from previous evaluations. A total of 20 skills were offered and totally 17 skills curricula were reviewed and updated (skills are seen from Table 12 below). The life skills EDP module was made compulsory also in skills trainings.

#### *Trainee mobilization and selection*

Announcements were made about the training opportunities offered by the project. Reaching potential beneficiaries was initially problematic. The outreach became successful only when LRRRC linked the project to LRN. Through LRN's awareness of where many returnees resided geographic target areas were identified and information about the training opportunities was disseminated through moving around with loudspeakers - reaching both returnees and non-returnees equally. However, the reliance of LRN's awareness of the whereabouts of returnees as basis for targeting carried along that equal chances to participate in training were not given to all returnees. This may be acceptable to the project, but should be kept in mind if the LRN member database is seen as a tool also for future recruitment and selection of beneficiaries, and in particular if the LRN should undertake the role of running trainings in the RRC (see above).

The selection of trainees (beneficiaries) was done in two procedures with final selection done by UNIDO. Several institutes commented that they appreciated that UNIDO made the selection as they thereby could not be accused of 'favoring our own'.

For the EDP training, interested beneficiaries pre-registered and had to answer some questions on their motivation, business idea and steps that they had already taken to improve or set up their business. Registration was done in the identified operational areas. For the skills training, those interested registered with the vocational training centers and took a pre-selection aptitude examination. Those pre-selected were also interviewed. The final allocation of the number of trainees per skills training area was based on the demand for the skills over the total number of applicants multiplied with the target number of trainees to a given skills training. Hence, there was no concentration of a large number of trainees in one skills training area.

The number of trainees joining the EDP training and the skills training respectively together with gender distribution is seen from Table 11. The share of non-returnees was 20% and 35% in skills and EDP training respectively. The comparatively high shares of non-returnees are likely to contribute to forming social capital and to facilitate the reintegration of returnees in the communities.

**Table 11: Trainee composition by identity and gender**

<b>Identity Gender and age</b>	<b>Returnees</b>	<b>Non-returnees</b>	<b>Total</b>
<b>EDP Trainees</b>	65%	35%	683 persons
Share (women) (men)	% (50) (50)	% (48) (52)	% (49) (51)
<b>Skills Trainees</b>	80%	20%	327 persons
Share (women) (men)			% (51) (49)

The targeting was 'neutral' in the sense that no explicit efforts were made to target either men or women. The only target set by the project was to have 30% of women among trainees. However, there are specific gender issues in Liberia related to vulnerability in migration and returnees, including trafficking and single mothers. It might have been considered how to mobilize these women to be able to take care of themselves through learning new skills. The issue of child care during training might be one incentive when targeting vulnerable women. In the end, the pure head-count gender balance however turned out to be remarkable (close to 50/50).

#### *Delivery of skills training*

Overall, the skills training institutes performed to expectations and the training was delivered with a high degree of professionalism. Challenges included initial problems in finding instructors and material being delayed. In one institute the refurbishing of the training workshop was delayed and the institute did thus not have full capacity from the start.

The UNIDO project officer in charge of skills training monitored the training through being on the premises on a daily basis. Challenges and issues were thus solved as they emerged. The easy access to the project staff was appreciated by the institutes as well as by the trainees.

**Table 12: Trainees by skills area and gender**

<b>Skills area</b>	<b>Training # months</b>	<b>Beneficiaries by gender and total</b>				
		Women		Men		Total
		#	(%)	#	(%)	#
Auto Air Conditioning	3	1	6	16	94	17
Auto Electrical	3	0	0	17	100	17
Automotive Servicing	5	4	36	7	64	11
Baking	3	21	95.5	1	4.5	22
Beauty Care	3	12	100	0	0	12
Catering	3	19	90.5	2	9.5	21
Computer Hardware	5	5	25	15	75	20
Electric Wiring (residential)	5	1	4	24	96	25
Events decoration	3	7	87.5	1	12.5	8
Food Services	2	10	100	0	0	10
Front desk Ops.	4	10	91	1	9	11
Hair Care	3	27	100	0	0	27
Heavy Equipment	-	4	20	16	80	20

Ops.						
House Keeping	5	10	100	0	0	10
Masonry	5	0	0	11	100	11
Plumbing	4	2	10	18	90	20
Refrigeration & A/C	6	1	5.5	17	94.5	18
Sewing (curtains)	4	15	94	1	6	16
Sewing (dresses)	4	9	90	1	10	10
Tyre Repair	2	0	0	1	100	1
Visual Graphic	6	8	40	12	60	20
<b>TOTAL</b>		<b>166</b>		<b>161</b>		<b>327</b>

The distribution of trainees across skills and by gender is seen from Table 12. It is firstly noted that the project's target of 30% women in trainings was surpassed. Secondly, it is noted that there are women who have chosen male-dominated skills areas such as plumbing. In general however 'gender stereotyping' remains in the selection of skills. While it is of course not easy to break stereotyping, it is also noted that no explicit efforts seem to have been made by the project to encourage women to choose more male-dominated skills areas and vice versa. LRRRC also emphasizes the difficulties in breaking cultural norms but acknowledges that more could have been done.

The length of the skills training varies from 2 months to 6 months. All training manuals are competency based and go directly to the core of each skills area avoiding non-essential rudimentary topics. The trainees are thereby provided the skills training in a more intense and condensed manner as compared to the ordinary training courses provided by the training institutes. The training timeline was nevertheless perceived by many trainees to be short compared to the requirements of the competency based training materials. Each skills training manual also included the EDP module about life skills.

Several training institutes appreciated in particular the life-skills EDP module as something they wished to look into to incorporate into their ordinary trainings. Some also indicated that they would like to benefit from the competency based methodology to develop skills training manuals to be used to polish/upgrade skills for those who are already working.

#### *Delivery of EDP training*

The EDP training has worked well. The training was delivered in 3 rounds. In discussions the trainees manifested a good professional level of trainers. After graduation of the first batch the interest for this training increased and for the third round the numbers of interested participants during the pre-registration was overwhelming.

The strength of the EDP training is that it supports trainees to move away from a current 'dependent syndrome' to become independent actors and to take more own initiatives. The trainees are trained in how to 'scan the environment' for opportunities. EDP trainees pointed to how they had learnt issues such as how to separate their business from their private finances, how to calculate profit and the importance to set aside money for inputs, how to treat customers, the importance of knowing your market and the people. It has been proven to them that self-help initiatives are possible.

The challenges mentioned are in effect more of recommendations for a possible next time. It was mentioned that the training should be longer and should have more practical moments. It was also mentioned that the trainees should be divided into groups depending on level of edu-

cation. The training material and length of training should be adapted to meet requirements such as illiteracy. To exemplify it was mentioned that an illiterate trainee cannot do a business plan but can explain what he/she has learnt and wants to do. Many small-scale businesses in Liberia were said to be run by illiterate persons and by targeting them quick results would be achieved.

The performance of the EDP trainers was monitored by the EDP responsible officer in UNIDO field office. The officer would not follow a pre-determined schedule but go on an ad-hoc and unannounced basis. The trainers' level of professionalism differed but the project managed to replace some of the low-performing trainers.

*Toolkits, daily allowances and start-up capital*

Trainees received one of two financial incentive packages: the skills trainees were handed tool kits while the EDP trainees received a daily allowance to cover transportation and snacks. The choice of daily allowances to EDP trainees was made because it was clear that no business start-up grants would be available. Providing a small daily allowance would allow the trainees to save some money to use as start-up capital – which some did and others did not.

Information about toolkits, allowances and no start-up capital was made clear to all trainees at the start of the trainings in a client information sheet given to each trainee. The project office did however experience challenges in getting the information through. The issue of who received what was also a recurrent issue in the evaluators' discussions with the trainees. Both skills and EDP trainees all admitted that they had received information about what they would receive, but maintained that they still 'expected' to get more suggesting that they had thought it was a 'testing of commitment'. This 'mind-set' among the trainees of continuing to hope/believe/expect that more would come posed a time-consuming challenge to the project office.

**Table 13: Toolkits value by skills area**

<b>Toolkit area</b>	<b># procured</b>	<b>value per trainee USD</b>
Auto Air Conditioning	18	311
Auto Electrical	17	325
Automotive Servicing	14	376
Baking	22	615
Beauty Care	12	312
Catering	21	394
Computer Hardware	20	281
Residential Electric Wiring	26	228
Events decoration	8	257
Food Services	-	-
Front desk Ops.	-	-
Hair Care	28	436
Heavy Equipment Ops.	-	-
House Keeping	-	-
Masonry	12	244
Plumbing	21	275
Refrigeration & A/C	19	466

Sewing (curtains)	16	238
Sewing (dresses)	11	286
Tyre Repair	1	802
Visual Graphic	20	735
<b>Total</b>	<b>433</b>	<b>257</b>

Toolkits were procured locally through a competitive bidding procedure. Only hairdressing and beauty care toolkits were imported. The composition of toolkits was done based on lists from other similar projects and in consultation with the training providers. Local procurement was proposed by the project office and approved. The local procurement required announcements to be made twice to get the adequate number of tenders. To the knowledge of the evaluators, the toolkits were of good quality and appreciated by the trainees. The value of the toolkits varied from USD 228 (residential electric) to USD 802 (tyre repair for one trainee). The costs for most toolkits were in the range of USD 250-350 (see Table 13). However, front desk operation and housekeeping trainees did not receive toolkits but were offered short-term computer literacy training. The trainees on heavy equipment operations were included in training opportunities provided through the Komatsu project (also financed by the GoJ).

The project took a somewhat new approach to handing out toolkits. The toolkits were provided to the students for use during the training sessions, hoping that this would be a disincentive for the trainees to sell the toolkits at the end of the training. It would be interesting to follow up if this approach has been successful or not which would be an important lesson for future projects.

#### *Job matching and trainee employability*

A rooster for assisting trainees to find jobs or a job referral system has not been established as envisioned. Individual trainers have helped some of the students to find job placements but this has not been a formal part of the agreement with UNIDO.

There was no period for internship/job training and follow-up of trainees in the project design. The regular students of most vocational training institutes are placed on job training after relevant theoretical and practical trainings. The goal of job training is to further expose trainees to the world of work and increase their employability. As this was not the case in the project, project trainees become comparatively disadvantaged on the labor market. This is particularly so for trainees who depend entirely on finding a job to exploit their new skills. The training institute has reassured the CTA that it will help housekeeping, front desk and food servicing graduates to find job placements when things calm down after the Ebola epidemic. The trainees themselves did not confirm such a promise. It is unfortunate that the project has not established a closer relationship with private businesses at an early stage of the trainings. An internship should be planned at least for those categories of trainees who cannot open their own businesses, and who do not receive tool kits because of that.

#### *Self-help groups and learning circles*

It was made very clear to the trainees from the beginning that the project would not provide start-up grants. Instead the project decided to organize learning circles in the communities to provide mentoring services as a follow-up to the EDP training.

The project has organized seven learning circles in different communities through LRN with a total of 96 participants (45 male and 51 female). During the learning circle meetings the participants shared experiences about successes and challenges. No incentives were provided but

the entrepreneurs turned up to the discussions. The learning circles however ended when the project ended.<sup>16</sup>

One self-help group has been organized spontaneously and without project support by two EDP trainees. This self-help group lives on and serves as a model for others. The vision of this group is to help members become self-reliant and stop looking for hand-outs. The members pay a fee to the group every month to lend to members later. The group is also hoping that access to funding would be easier given the stronger capacity of the group. It is too early to say whether or not this strategy is viable.

### **C. Summary assessment of effectiveness**

The two project outcomes would be realistic in a medium term perspective provided all planned outputs had been achieved. Including finalization of design as an implementation activity however delayed implementation and increased the challenges of meeting targets in this project. It thus unfortunately contributed to decreasing effectiveness in reaching outcomes. The recent no-cost extension of project duration until December 2014 provides an additional opportunity to monitor to what extent outcome targets are achieved.

As regards outputs and delivery of activities, effectiveness is overall assessed as high with the exception of support to the upgrading of Returnee Reintegration Center (RRC). The ambitious output targets relating to upgrading RRC have not been achieved. The project largely disregarded the severe risk of no compliance of the RRC to meet its commitments.

### **4.5. Sustainability**

The sustainability is about the continuation of benefits – the probability of continued long-term benefits - from a development intervention after major development assistance has been completed.

It is not possible to objectively evaluate the sustainability of either of the two projects in this joint evaluation. This is due to the fact that both projects are on-going at the time of the evaluation and activities are either recently implemented or remain in progress. What happens when the projects are terminated is thus not yet visible.

Factors in favor of and against prospects for sustainability are:

#### **❖ *From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

Eight of the ten vocational training centers were run by Community-Based Organizations (CBOs). The upgrading support and training materials provided to the vocational training centers remain as assets for the CBOs when the project ends. The CBOs have been catering training for Buduburam camp residents in cooperation with UNIDO over several years. Their future is however uncertain now that the camp is actually being closed down and they would need to find new locations and possibly new client groups. The other two (NVTI and AGREDS) are both well-established in Ghana since long.

As for the project trainees, the retargeting of remaining project funds from Liberia to Ghana to support the establishment of micro-businesses in Ghana is likely to enhance the prospects for sustainability among trainees in Ghana, while the opposite is unfortunately the case for Liberian

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<sup>16</sup> The learning circles were facilitated from May 24, 2014 and ended on July 19, 2014 (final report from Liberia Returnee Network).

returnees. The Ebola situation in Liberia is also likely to impact negatively on sustainability of the benefits provided to the trainees by the project.

#### **❖ *Reintegration for Liberian Returnees through Skills Training and Job Creation***

The project has invested in smaller training equipment, in developing training material and in training of trainers of participating training institutes - assets remaining with the vocational training institutes also beyond the project.

The prospects for sustainability of capacity support to RRC are assessed as bleak. Performance has been weak and there are no visible signs within RRC pointing to optimism about future performance improvements. LRRRC considers outsourcing the provision of training in the facilities to LRN. If this outsourcing becomes successful the prospects for sustainable benefits from the investment are improved.

LRN existed with voluntarism as the major driving force before being introduced to UNIDO. Through the cooperation with UNIDO, the association has gained increased status and leverage vis-à-vis the GoL. Thanks to learning from its cooperation with UNIDO, LRN has identified EDP training and learning circles as a 'niche' to support the reintegration of fellow returnees. Many of the ToTs selected to conduct EDP training were from LRN. The self-help group established by two EDP trainers fills an important gap. The self-help group may however be vulnerable to failures and disintegration if not coached.

For the project, the cooperation with LRN seems to have become an 'exit strategy'. The project's database is to be handed over to LRN when the project closes to be integrated into member of LRN. This may enhance the quality of LRNs database and gives a sense of certain sustainability. However, LRN confirms that its data base only includes returnees who have been reached through outreach activities or through networking. It is thus a partial database and it is questionable if this data base is sufficient as a sustainable basis for solid government work to reintegrate refugees as a means to sustain peace. It is in this respect unfortunate that the activity to establish the database with LRRRC was dropped which decreases prospects for nationwide sustainable monitoring of returnees.

The training acquired by the trainees remains within them. However, skills were acquired over a short period of time and if not applied there is a substantial risk that these skills will fade away or will be perceived as insufficient in the labor market. Sustainability would have been enhanced considerably if the project had also implemented its planned activities to update database with graduates and to support job matching and establishing a referral system.

#### **4.6. *Impacts***

Impacts are long-term effects produced by the project. They may be positive or negative. They may be primary or secondary. They may be direct or indirect. They will however only be visible over longer time.

As discussed above, it is premature to discuss medium-term outcomes of the two projects under evaluation. Impacts are even farther away in time and thus even less visible at the time of evaluation of on-going projects. Discussions about impacts would therefore only be highly speculative and are therefore not further discussed in this evaluation.

#### **4.7. *Management***

Both projects have been managed in a standard UNIDO fashion – with a project manager based in UNIDO HQ, a PMU manned with a CTA (international) and national project staff members.



❖ ***From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation***

The Project Manager at UNIDO HQ, (PTC/AGR/AIT), holds overall supervisory and implementation responsibility. The Project Manager takes all formal decisions on project expenditures and activities.

The Project Management Unit (PMU) was located firstly in Accra, Ghana, and then moved to Monrovia, Liberia following the repatriation of the beneficiaries willing to return to Liberia. Once the repatriation had been finalized, all remaining project activities were expected to be implemented in Liberia. An international Chief Technical Advisor (CTA) has been responsible for field implementation and monitoring of project activities. In addition, two national project staff members worked in the PMU in Accra, Ghana, and one national project staff member was employed when the PMU moved to Monrovia, Liberia.

The PMU faced challenges initially when the outsourcing of support to the implementing CBOs and procurement and hand-out of training material did not yet function well. This became visible to the PMU at a rather early stage. The field-based staff made efforts to resolve the problems in the field and eventually alerted HQ and it was decided to end the contract in question (see efficiency above). The PMU also experienced difficulties in slow transfer of funds from HQ which caused additional problems as the implementing partners could not be recompensed according to agreements.

The overall assessment is that the project management has functioned well. The working relationship between the Project Manager in HQ and the CTA in the field has been very good. National implementing partners in Ghana consistently commended the PMU for its efforts to keep the implementation process going also when facing difficulties. IOM commended the CTA for being structured and well informed and always addressing emerging issues without delay. The Japanese Embassy commended the PMU for being well organized and good in keeping the Embassy informed.

❖ ***Reintegration for Liberian Returnees through Skills Training and Job Creation***

The Project Manager at UNIDO HQ, (PTC/AGR/AIT), holds overall supervisory and implementation responsibility. The Project Manager takes all formal decisions on project expenditures and activities.

The Project Management Unit (PMU) was located in Monrovia, Liberia. An international Chief Technical Advisor (CTA) has been responsible for field implementation and monitoring of project activities. Two national project staff members have been assisting the CTA, one focusing on skills training and one focusing on EDP training.

A Project Steering Committee (PSC) was established and with active participation from LRRRC. The PSC has taken decisions and monitored implementation in collaboration with the CTA. The PSC has not had a fixed meeting schedule but conducted two formal meetings since October 2013. In addition, several ad-hoc/informal meetings were held when required. During PSC meetings the PMU reported about progress to LRRRC. Meeting notes documented each meeting. The PSC functioned well according to all participating partners.

The project management has overall functioned well. The Project Manager in HQ as well as the CTA and other field-based project staff consistently appraised each other's efforts to make implementation as effective and efficient as possible.

The PMU experienced that financial management in UNIDO HQ posed a challenge. Money processing was unstable, taking any time from 5 days to 3 weeks, with an additional 5 days to get

through UNDP in Monrovia. This has for instance contributed to delaying the construction work at LRRRC vocational training center (RRC) (leading to inefficiencies as discussed above).

A time-consuming challenge to the PMU has been to reach through to trainees about what they would and would not get in cash and/or in-kind as part of the training packages. Strong efforts were made to be very transparent about who would receive what as part of the training packages. Despite clear information that no grants would be provided to EDP trainees and that skills trainees would receive a tool kit but no cash grants, the expectations remained that more than informed would be received by each trainee in the end. This is reflection of the current Liberian context in which trainees in projects and programmes run by the UN have become adapted/used 'to hand outs' and it proved difficult to break.

#### **4.8. Procurement issues**

Both projects procured toolkits to be handed over to trainees but applied different approaches to procurement. In the Ghana project '*From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation*' the toolkits were procured through an international tendering process, while the Liberia project '*Reintegration for Liberian Returnees through Skills Training and Job Creation*' procured the toolkits through a local tendering process.

It is difficult to see any technical reason for not procuring locally, given that the level of technical sophistication required for these toolkits is comparatively low. Too high level of technical sophistication would probably even be negative as the beneficiaries would not be able to find spare parts locally or would find the required spare parts expensive. The consistent view expressed by field-based staff and national project stakeholders in Ghana was that the items in the toolkits could have been procured locally at a lower price and with at least the same or higher quality. It deserves to be mentioned that the same view was held by field-based project staff in the Liberia project in which local procurement was allowed.

The main argument in favor of international procurement seems to be that UNIDO member states will protest if not all member states are provided the opportunity to tender. It is emphasized from UNIDO procurement that in the international tendering Ghanaian companies were equally invited to enter the bidding process. There are however issues for Ghanaian companies, such as limited experience from international bidding procedures and not well developed capacity to properly take on requirements related to UNIDO's international bidding procedures. Field-based staff consistently expressed their impression that the complicated procedural requirements had been a hampering factor for Ghanaian companies. The seemingly neutral international competitive procurement did thus in effect not imply a 'level playing field' in which all can participate on equal terms. In effect, it favoured well-established international companies at the expense of less-experienced local companies. In addition, the field-based staff did not know the procedural requirements and did not have the access to the procurement portal, resulting in inability to guide the local suppliers.

The international procurement of toolkits in the Ghana project contributed to decreased efficiency in the sense that it is questionable if best value for money has been achieved. While the cheapest international tenderers were awarded the contracts several issues were raised regarding the quality and adequacy of the supplied items in the toolkits. There was consistent mentioning among trainees of the inadequacy in the Ghanaian context of some toolkit items (see effectiveness above). The field-based project staff and stakeholders from training institutes validated the view that some toolkit items were not up to expectations. It was highlighted by field-based staff that UNIDO does not have a mechanism for reassuring that actually delivered items do meet intended standards in international competitive procurement processes. Items in the procured toolkits are not physically checked before shipment. Checking is limited to a desk as-

assessment of tendered specification against required specification in tendering documents. Thereafter, the bidding price becomes the determining factor. Thus, only at delivery and opening will it show if specific items in the toolkits deviate from intended standards. Physical quality reassurance would be easier in a local tendering process.

The internationally procured toolkits further arrived late thus contributing to decreased effectiveness. This aspect was particularly voiced among returnees to Liberia who at the time of the evaluation were still waiting to receive the full sets of toolkits. In Ghana the toolkits did not arrive in time for graduation, which prevented the trainees from making immediate use of their toolkits when looking for employment or establishing a small-scale business.

In addition, there is the overall issue of 'economic footprints' left behind by a development project. Ghana is a country with a comparatively vibrant economy and the consistent views were that local competitive procurement would have been possible and would in the views of stakeholders have provided more adequate tools at a lower price. Further, UNIDO shall mainstream environment into all its projects. International procurement increases the negative 'environmental footprint'.

#### **4.9. Cross-cutting issues**

Gender issues have been discussed in the sections above when feasible. In summary, it is concluded that there has been a fair share of women and men in the Liberia project whereas more women than men were included in the Ghana project. The Ghana project made efforts to target vulnerable young women and men, whereas the Liberia project had a lower set target as for share of women and made no explicit efforts to target vulnerable women. In the end, there was however a fair gender distribution in beneficiaries. In both projects, a certain degree of 'gender stereotyping' was visible when it comes to share of women and men in the different skills trainings. While it is acknowledged that it is of course not easy to break stereotyping, it is equally noted by the evaluators that no explicit efforts seem to have been made by any of the two projects to encourage women to choose more male-dominated skills areas and vice versa.

There was also no gender bias in the amounts spent on toolkits – although the most expensive was for a typical male skills area, on average the toolkits for typical female skills is not disadvantageous.

There are gender 'soft' gender issues besides head counting and allocation of expenditures which could have been better considered and addressed, particularly when targeting vulnerable groups such as single young mothers. These include the possibility to arrange child day care facilities during long training hours and to provide facilities for lactating mothers. A need to pay attention to gender awareness among training providers and their instructors emerged in Ghana. In some training facilities the respect of pre-set training hours was weak causing problems for single mothers who could not be flexible and stay behind in classes to catch up due to e.g. some training institutes opening the facilities late or due to instructors coming late.

Environmental issues are not pronounced in the two projects under evaluation. One environmental issue however is the international procurement of toolkits which leaves an unnecessary negative environmental footprint given longer transportation from the supplying country to the receiving country. Had it not been for the possibility to procure locally this would not have been an issue though.

South-south cooperation was visible in the contracting of consultants for curricula development in both projects.

#### **4.10. Complementarities and synergies**

The two project documents are both paying attention to synergies between the two projects and with other projects financed by the GoJ. However, in effect synergies were limited to few activities.

In Liberia, the two projects under evaluation together with the Komatsu project shared office facilities and coordinated procurement of project cars. The Liberia project also referred beneficiaries for heavy operations training to the Komatsu project rather than duplicating this skills training on its own. Stakeholders from other institutions involved in past UNIDO projects in Liberia were invited to participate in the EDP ToT, thereby introducing this approach more broadly.

The two projects did however not coordinate project management or share project expertise, and did not carry through the intended cooperation around curricula development. The two projects did also not make use of the same Vocational Training Centers (VTCs) such as envisioned, as the beneficiaries of the Ghana project all received their training in Ghana. There were no efforts to coordinate databases of beneficiaries from the two projects.

### **5. Conclusions, recommendations and lessons learned**

#### **5.1. Conclusions**

The two projects in this joint evaluation are relevant in both the Liberian and the Ghanaian contexts. Both projects contribute to increasing the opportunities for productive employment or self-employment through providing technical vocational training combined with basic entrepreneurship training to Liberian refugees. Some of the refugees have already returned to Liberia, others expressed willingness to return to Liberia and some had opted for relocating outside the Buduburam camp in Ghana.

The funding facility is the Supplementary Fund from the Government of Japan which is intended for short-term projects with a humanitarian focus. The short-term focus carries along a challenge when designing projects with a humanitarian focus but also aiming at bridging from urgent humanitarian support into shorter or medium-term development support. The design of the two UNIDO projects in this joint evaluation confirms findings from previous UNIDO evaluations that results expectations easily become over-optimistic in short-term projects. In particular outcome targets but also some output targets would need to be better adjusted to become realistic in projects which are known from the design outset to be short in duration.

The design approach taken in both projects further delayed the implementation of each project's core activities. Rather than having the design finalized before initiating implementation, the finalization of the design was inserted as an initial project activity in both projects. The design itself was thus in effect 'eating' into the projects' implementation time, which is unfortunate particularly in short-term projects with ambitious results targets.

Both projects showed high degree of effectiveness when it comes to implementing the project activities which did fit into the projects' time-frame. The weaknesses in implementing activities followed from the approach to design process and the ambitious design itself. Neither of the projects showed evidence of achieving outcome targets at the time of the evaluation. There were positive signs of prospects to achieve outcomes but there were also signs of challenges which might undermine the prospects. Both projects were however recently granted an additional three months' extension of project duration which provides project management an opportunity to further enhance the prospects for achieving sustainable outcomes.

Both projects showed a common weakness in not implementing activities to establish linkages between the recent graduates and private sector employment opportunities. Graduates would clearly have benefitted from having had the opportunity of being exposed to the world of work in practice. In the Liberia project, an additional exception to effectiveness in delivering activities and achieving some outputs was the project's support to the upgrading of the RRC. The project largely disregarded the comparatively high risk of no compliance of the RRC to meet its commitments.

Project management has functioned well in both projects. The cooperation between HQ and field offices has been smooth and based on mutual appreciation. In-country national stakeholders in both Ghana and Liberia expressed appreciation of efficient project management.

Efficiency was hampered by UNIDO internal financial management issues. This evaluation has not established the precise causes but notices that the transfer of funds from HQ to the field offices of both projects were perceived as being slow and unreliable time-wise. This is in line with findings from other similar UNIDO evaluations and there thus seems to be scope for UNIDO to have a closer look at the relationship between financial management in HQ and field offices respectively.

The Liberia project procured toolkits through a local tendering process with good results. The international procurement of toolkits for the Ghana project caused inefficiencies to the project. The conclusion is that the toolkits could have been procured through a local tendering process at lower cost and with higher quality assurance regarding actually delivered toolkit items.

Gender perspectives were attended to in both projects in terms of share of men and women in project activities. Other issues which influence women and men differently, such as access to day care for small children, were however not regarded in the planning of activities. Environmental issues are not pronounced in the two projects under evaluation. South-south cooperation was visible in contracting of consultants.

The synergies intended in project documents materialized only to limited extent. The two projects shared project office premises in Liberia but did not coordinate project management or share project expertise. The two projects did also not carry through the intended cooperation around curricula development and did not use the same VTCs such as envisioned. There was also no cooperation in establishing databases for coordinated follow-up monitoring of beneficiaries.

## **5.2. Recommendations**

The recommendations follow from the analysis in this evaluation alone. There may be valid issues and/or circumstances in Liberia or Ghana which did not come out of this project evaluation and which are thus not considered in the below recommendations.

### *Recommendations to UNIDO*

- Design approach to projects of short duration and with limited budgets should be reviewed to ensure that outcome and output targets are achievable within the given project duration and budget. UNIDO should in this respect better benefit from other similar projects from the past and their lessons learned.
- Design process should be reviewed to find solutions how to ensure that design is finalized before implementation is initiated. UNIDO should in this respect better exploit its country-level networks, and aim at stronger collaboration between project management working for similar projects and/or in similar countries, to ensure national consultations are undertaken as part of the design process and not as an inception activity. This is of particular

- importance in projects with a short duration and in which a delay of two months becomes significant. It should also be considered to allow the use UNIDO own resources to conduct project formulation missions.
- It should be considered how to strengthen linkages between short-term vocational training projects and private sector from outset of implementation and as part of the training curricula - rather than delaying the establishment of such linkages to an activity later in implementation process. The inclusion of private sector linkages as an activity to follow when trainees have graduated is likely to fail in projects of short duration due to emerging time constraints in reality.
- Institutional capacity development should be included in short-term projects only when no critical assumptions and risks are identified.
- Toolkits for trainees should preferably be procured through a local competitive tendering process whenever possible in the local context. If international procurement is for any reason applied, the project should include capacity development support to local businesses with limited experience from international tendering processes in order to enable them to participate on more equal terms in the international bidding and to compete with better-established international companies.
- The functioning of the routines for financial transfers from HQ to PMUs in the field should be re-assessed in-depth.

#### *Recommendations to the Donor – the Government of Japan*

- It should be considered how to take stock of actual outcomes of supported short-term vocational training projects in post-conflict context. The gathering of objective post-project evidence would contribute to a better knowledge of what did work and what did not work over time.

### **5.3. Lessons learned**

Overall, the lessons emerging from findings in this joint evaluation are similar to lessons learned from findings in previous evaluations of similar short-term projects. The importance of better incorporating lessons learned from previous projects when designing new projects may thus be said to be a re-emphasized lesson from this joint evaluation.

The findings strongly point to the importance of acknowledging the specific design constraints posed by specific funding facilities (a lesson learned also from previous evaluations). The timeframe and budget constraints of each funding facility are known when the projects are designed. Insisting on over-ambitious outcome and output targets inevitably leads to limited effectiveness as an unfortunate evaluation finding.

A specific example of a previous lesson learned that would have been important to keep in mind for the Liberia project is that a short-term project shall build on already available national institutional capacity; institutional capacity development cannot be achieved within a one-year project.

On the other hand, a potential good lesson to be learned from the Liberia project is to hand out toolkits to trainees at the beginning of the training for them to use while in training. This was seen as a measure to discourage the trainees from selling off the toolkits instead of using them for future income generation once graduating from the training. The outcome of this initiative therefore deserves to be further followed up.



# Annex 1: Terms of Reference



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

**Terms of Reference  
for Joint Terminal Evaluation of UNDO Projects:**

**"From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training  
for sustainable livelihoods and poverty alleviation"**

**TF/GHA/130049**

**Budget: \$ 1,500,000 (incl. 13% PSC)  
Period covered: May 2014 – October 2014**

**AND**

**"Reintegration for Liberian Returnees through Skills Training and Job Creation"**

**TF/LIR/120459**

**Budget: \$ 1,500,000 (incl. 13% PSC)  
Period covered: April 2013 – August 2014**

**JUNE 2014**



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## Background and Context

Two UNIDO projects were funded by the Japanese Government with an aim to assist the repatriation of the stranded migrants of Liberian origin from Ghana and the reintegration of the former Liberian refugees who have returned to Liberia during the voluntary repatriation exercise conducted by UNHCR. The implementation of these projects started during April – May 2013 and is coming to an end between August – October 2014.

According to the UNIDO Technical Cooperation Guidelines, a project with a budget of more than USD 1,000,000 has to have an independent terminal evaluation. As these two projects are funded by the same donor, are closely inter-related in terms of the project objectives, target beneficiaries and planned interventions, and also do have a very similar project schedule, it was decided that the terminal evaluation should be jointly conducted with an aim to analyze the complementarities and synergies created between the projects. The two projects are as follows:

”From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation” (TF/GHA/130049)

“Reintegration for Liberian Returnees through Skills Training and Job Creation” (TF/LIR/120459)

Both projects are funded by the Supplementary Budget of the Japanese Government. While TF/LIR/120459 was submitted as one of the many UNIDO proposals to a call for proposals announced by Japan during summer 2012, TF/GHA/130049 was later requested by the donor specifically to PTC/AGR/AIT to implement under the same budget window.

This joint evaluation, which consists of two separate field missions to Ghana and Liberia, two briefings at UNIDO HQ in Vienna and home-based assignment, will take place over a period of July to October 2014.

The two Liberian civil wars between 1989 and 2003 tore the country apart killing more than 250,000 people and forcing some 750,000 to leave their homes to the neighboring countries including Ghana, Cote d’Ivoire, Guinea, Nigeria, Sierra Leone and Gambia. One of the biggest Liberian refugee camps in the region, Buduburam, located in the suburbs of Accra, Ghana, was opened by the UNHCR in 1990. Since then, the camp has been home to many Liberians.

In prior to these two projects in question, from 2007 and 2011 for more than four years, UNIDO implemented a project, “Assistance to the refugees of the UNHCR settlements in Buduburam and Krisan for their repatriation, local integration and resettlement through micro and small scale enterprises development in Ghana”, funded by the United Nations Trust Fund for Human Security in Buduburam and Krisan refugee settlements in Ghana with a budget of US\$1,699,434. The objective of the project was to prepare the refugees for any of repatriation, local integration or re-settlement in the third counties through providing technical and business skills training and promoting self-reliance through livelihood development. The project assisted thousands of Liberian refugees at Buduburam during this four-year project. The two new projects are considered to be a follow-up to this earlier UNIDO project.

Following a decade of peace in Liberia, the international community invoked the Cessation Clause on 30 June 2012 finally ending the refugee status of the Liberians who fled their country during the two civil wars between 1989 and 2003. As a result of the cessation, 2012 has seen a surge in the number of returnees with about 29,380 Liberians going back home doubling the initial estimate of 15,000 for that same year. By the end of 2012, UNHCR completed a voluntary repatriation of more than 155,000 Liberians after 23 years from the start of the civil war.

While Liberia is on the way to recovery, the fragile post-conflict setting can put an enormous burden to the country in reintegrating the returnees and providing them with opportunities to secure viable and dignified livelihoods. The baseline profile of the returnees shows that 95% of them are unemployed and does not have any means of livelihood. 60% of the returnees fall under the youth group (15 – 35 years old) with an average age of 23 years old. This means that majority of the returnees were very young when they left the country and had practically spent their growing up years outside Liberia. While Liberia is home, many of them do not know Liberia. The civil war had broken or dispersed the family and social networks that is expected to provide the social support upon their return. This puts the returnees in a very precarious and vulnerable situation.

UNIDO, together with the Liberia Refugee Repatriation and Resettlement Commission (LRRRC), has been implementing a project in order to help in the socio-economic reintegration of the returnees who had already repatriated to Liberia before the end of 2012, when the UNHCR voluntary repatriation completed, and initially settled in Montserrado where the highest returnee population still lives in the country.

There were roughly 11,000 Liberian refugees in the Buduburam settlement when the invocation of cessation for Liberian refugees was invoked. Out of this 11,000, 4,710 refugees were assisted to return to Liberia during 2012 while 4,000 have expressed their wish to locally integrate in Ghana. Another 1,182 refugees were still claiming for exemption from cessation so that they could keep the refugee status and continue to stay in Buduburam. The Government of Liberia planned to issue Liberian passports for the 4,000 refugees who were willing to locally integrate so that these refugees would be provided with residence permits by the Government of Ghana.

Despite the restored stability in Liberia and the unfavourable living and working conditions in exile, as of 2013, even after the completion of voluntary repatriation exercise by UNHCR, there were still about 6,000 Liberians in the Buduburam settlement. According to a recent study the reasons for Liberians continue staying in Buduburam despite the invocation of the cessation clause include the following:

- Feeling of insecurity upon return due to traumatic experiences during the war and not feeling confident that they wouldn't be persecuted back in Liberia;
- Lack of shelter and housing in Liberia;
- Lack of confidence to set up new livelihoods due to lack of skills;
- Lack of support networks in Liberia to whom to rely on during the initial stages of repatriation.

Those who decide to return to Liberia do it for the following reasons:

- Putting aside the dream of resettlement to a third country;
- Diminishing economic opportunities in Ghana due to reduction in the number of refugees in the refugee camps upon which many people's livelihoods used to depend on;

Limited information about the future in Ghana.

Returning refugees and their families have to build up a livelihood – often after many years in the exile and with few technical skills they face large problems in societies where it is difficult to start a small enterprise or to find employment. In most cases, many of them remain un(der)employed for extended periods of time. Additionally, access to land is a major constraint because the land laws are still being updated and the procedures for accessing public land are not yet fully in place.

**TF/GHA/130049: ‘From Ghana to Liberia: Reintegration of Liberian Refugees through Multi-Skills Training for Sustainable Livelihoods and Poverty Alleviation’**

The project strategy builds on UNIDO’s experience from similar projects in post-conflict settings. It will have the following inter-linked components: (1) Mobilization and organization of target beneficiaries; (2) Multi-skills training, and (3) Sustainable livelihoods through incentives: job creation and start-up capital. See section D for details of the different components.

The project strategy is geared towards a rapid visible impact contributing to successful social and economic re-integration of the refugees coupled with a strong emphasis on sustainability beyond the project duration. The key guiding principles during the project implementation are the following:

Focus on beneficiaries who show willingness to repatriate;  
 Equal representation of both genders;  
 Focus on skills that are advanced in Ghana but not widely available in Liberia;  
 Focus as much as possible on skills required outside Monrovia in order not to further contribute to urban problems of the capital, such as saturated job markets and already large numbers of unemployed youth returning from exile.

The project will link with on-going projects in Liberia, namely: “Promoting Youth Employment in the Mining, Construction and Agriculture Sectors” and “Reintegration for Liberian Returnees through Skills Training and Job Creation”. Most importantly, it will make use of the same office, admin staff, market assessments and training centres/curricula for activities taking place in Liberia.

**Outcomes and outputs**

Summary of project Outcomes and Outputs:

<p><b>Development objective:</b></p> <p>Contribute to the efforts of Ghanaian Government aimed at (i) the reintegration of former refugees in Ghana and their families into life in Liberia and/or (ii) local integration of former refugees into the productive sectors of the society in Ghana</p>
<p><b>Immediate objective:</b></p> <p>Provide former Liberian female and male refugees with marketable skills for increased self-employment and income generation opportunities and sustainable livelihoods</p>
<p><b>Outputs:</b></p>

1. Target beneficiaries are mobilized and baseline survey carried out

3. A minimum of 500 beneficiaries, women and men, are provided with multi-skills and advanced skills training.

3. A minimum of 250 beneficiaries, women and men, are provided with sustainable livelihood opportunities through job creation and start-up capital

### **Beneficiaries**

It is estimated that approximately 500 beneficiaries will directly benefit from the project. Target beneficiaries will be selected from the refugees currently living in Buduburam camp according to criteria established in the project inception phase. Criteria may include returnees' willingness and possibility to start a new life in Liberia, number of people in the household and existing level of education. It is expected that a large proportion of the expected beneficiaries are youth, who at Buduburam are unemployed and untrained and often lack the necessary skills for employment. The project aims to have a 50% representation of both genders in its training activities.

The project's direct beneficiaries include Liberian refugees in Ghana whereas the indirect beneficiaries include the Government of Ghana, the Government of Liberia, foreign and local companies based in Liberia who will have access to skilled labor force, communities and consumers in Liberia who will have access to better service providers and products.

Another set of direct beneficiaries include Ghanaian communities who host Liberian refugees. This approach builds on recommendations from the Embassy of Japan in Ghana as well as the lessons-learned from the project "Assistance to the refugees of the UNHCR settlements in Buduburam and Krisan for their repatriation, local integration and resettlement through micro and small scale enterprises development in Ghana".

Details of the project results and indicators are given in the Log Frame attached under Annex 2 below.

### **Budget information**

Total Allotment: USD 1,500,000 (incl. PSC)  
Total Expenditure: USD 926,711.81 (incl. PSC as of end April 2014)

### **Expenditure**

The project expenditure as of 11 July 2014 is presented below. The actual figures will be provided close to the project end in September:

Released Budget (a)	Unapproved Obligation (b)	Commitments (c)	Payments (d)	Expenditure (c+d)	Funds Available (a-b-c-d)
1,327,434.00	23,176.72	340,114.04	744,835.36	1,084,949.40	219,307.88

**TF/LIR/120459: “Reintegration for Liberian Returnees through Skills Training and Job Creation”.**

For the outline of the project, please refer to the Project document and the Inception Report attached in the Annex 5.

Based on the findings of the Inception Mission, the project envisioned to implement the following strategy.

WHAT	HOW
<b>Institutional Capacity Development</b>	
Foster institutional capacities among training institutions and BDS providers to provide entrepreneurship and vocational training to the returnees for employment or self-employment	Develop market driven and targeted skills training curricula; introduce the competency-based training approach Develop/adapt UNIDO EDP training programmes Conduct training of trainers on EDP Small equipment support to conduct the skills training
Enhance capacity of LRRRC to implement and coordinate projects/ interventions to assist returnees in their re-integration in the country	Establish database of LRRRC on the returnees. Data base to include demographic profiles, contact information, skills, training needs and livelihood aspirations Support the institutionalization of the Returnee Reintegration Center to serve as node for returnees' socio-economic integration services such as: training, job referral services, and access to land outside Montserrado Strengthen the capacity of the Liberia Returnee Network to serve as a coordinating body for the concerns of the returnees and to initiate self-help initiatives among them.
<b>Direct Assistance to the Returnees</b>	
Facilitate immediate income generation of the returnees through the provision of short-term, flexible and targeted training.	Conduct EDP training programmes for those who want to go into business and provide guidance and mentoring services Organize, support and conduct market driven skills training programmes for the returnees. All skills training will have an EDP module. Provide start-up kits after the skills training to enable the returnees to immediately establish their livelihood activities

## **Outcomes and outputs**

Summary of project outcomes and outputs are as follows:

Development Objective: To enhance socio-economic reintegration of Liberian returnees
Immediate Objective: Employability of returnees in the job market increased and/or self-employment initiatives enhanced.
Outputs: 1) Institutional capacities built to provide entrepreneurship and vocational training to the returnees for employment or self-employment 2) Liberian returnees trained with targeted vocational and entrepreneurial skills and provided job matching or business mentoring services

## **Beneficiaries**

Liberian returnees who fled their country during the two civil wars between 1989 and 2003. Additionally, the project included the local community members as project beneficiaries in order to foster interactions and avoid creating unnecessary tensions between the returnees and local community because of the proposed intervention.

## **Budget information**

Total Allotment:	USD 1,500,000 (incl. PSC)
Total Expenditure	USD 1,379,249.41 (incl. PSC as of 25 June 2014)

## **Expenditure**

### **Expenditures per Output**

<b>Project components</b>	<b>Planned Expenditure (USD)</b>	<b>Expenditure (USD) as of 25 June 2014</b>
Output 1: Institutional capacities built to provide entrepreneurship and vocational training to the returnees for employment or self-employment	362,400	309,499.36
Output 2. Liberian returnees trained with targeted vocational and entrepreneurial skills and provided job matching or business mentoring services	400,200	385,395.96
M&E, project management and promotional activities	564,834	511,838.09
Sub Total	1,327,434	1,206,683.41
PSC (Programme Support Cost)	172,566	172,566
Grand Total	1,500,00	1,379,249.41

**Expenditures per BL**

Spon- sored Class	Budget	Obligated	Disbursed	Committed	Funds availa- ble
1100	455,806 .55	404,156.55	365,816.85	38,339.70	51,650.00
1500	3,731 .40	3,731.40	2,921.74	809.66	-
1600	16,098 .11	8,598.11	8,178.11	420.00	7,500.00
1700	96,199 .46	91,063.79	55,434.63	35,629.16	5,135.67
2100	70,491 .69	65,678.48	34,520.59	31,157.89	4,813.21
3000	339,833 .20	323,103.20	174,083.43	149,019.77	16,730.00
4300	19,849 .22	19,849.22	14,517.73	5,331.49	-
4500	280,372 .64	268,072.64	248,839.74	19,232.90	12,300.00
5100	45,051 .73	40,099.51	39,996.02	103.49	4,952.22
<b>Total</b>	<b>1,327,434.00</b>	<b>1,224,352.90</b>	<b>944,308.84</b>	<b>280,044.06</b>	<b>103,081.10</b>

**Purpose of the Evaluation**

The main purpose of these projects evaluation is to:

Collect learning lessons in Ghana and Liberia with a forward looking approach that can feed into future UNIDO cooperation with the Governments of Ghana and Liberia.

Identify best practices and lessons in UNIDO's interventions in various skills development, i.e. industrial skills, soft skills, technical skills and entrepreneurship skills, and to identify the comparative advantages of these UNIDO interventions in promoting repatriation, reintegration and local integration of refugees/stranded migrants/returnees. This includes:

Identifying challenges, results and lessons in programming various skills development interventions in the given project environments;

Analyzing the impact of these various skills development interventions in promoting repatriation, reintegration and local integration of refugees/stranded migrants/returnees in the given project contexts;

Make recommendations for UNIDO's institutional and strategic approach to various skills development interventions in the similar post-conflict project environments in the future;



Analyze the benefits and limitations of a funding from the Supplementary Budget of the Japanese Government, which has a very short formulation and implementation lead time, in order to achieve the project goals envisaged in the two UNIDO projects and make recommendations how this funding could be better utilized as programming future UNIDO projects in general.

The report will be of interest to concerned UNIDO staff at HQ and in the field, UNIDO's counterparts in the Governments of Ghana and Liberia and the donor, the Government of Japan.

The report will be of interest to concerned UNIDO staff at HQ and in the field, UNIDO's counterparts in the Governments of Ghana and Liberia and the donor, Japan.

### Scope and Focus of the Evaluation

The evaluation will attempt to determine as systematically and objectively as possible the relevance, efficiency, achievements (outputs, prospects for achieving expected outcomes and impact) and sustainability of the projects. To this end, the evaluation will assess the achievements of the projects against their key objectives, as set out in the revised projects documents and the inception reports, including re-examination of the relevance of the objectives and of the designs. It will also identify factors that have facilitated or impeded the achievement of the objectives.

The stakeholders will be consulted in Vienna and in the field as part of the evaluation exercise, and their comments and feedback will be sought as part of the report finalization process.

The evaluation will span the entire projects process from the beginning to the present, but will be limited in focus to major projects activities and results. The evaluation will extend over all specific geographic areas covered by the projects, and assess the entire results chain, but will focus more specifically on outputs and planned outcomes, and also the likelihood of achieving planned impacts. Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability.

### Evaluation Issues and Key Evaluation Questions

The evaluation consultants will be expected to prepare a more targeted and specific set of questions and to design related survey questionnaires as part of the Inception Report, and in line with the above evaluation purpose and focus descriptions.

However, the following issues and questions are expected to be included in the assessment:

#### **Project identification and formulation**

Clarity and realism of the project's broader and immediate objectives, including specification of targets and identification of beneficiaries and prospects for sustainability within the context of a 18-months 'crisis' framework.

The feasibility of meeting the project's stated targets and objectives given its 18-months duration. The extent to which lessons from earlier UNIDO projects in Ghana and Liberia were taken on board in the formulation process including lessons and recommendations given on existing evaluation reports at the time;

Relevance of the project to the needs of target beneficiaries

Clarity and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame);  
 Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks);  
 Realism and clarity of external institutional relationships, and in the managerial and institutional as well as security framework for implementation and the work plan;  
 Likely cost-effectiveness of the project design;  
 The appropriateness and relevance of UNIDO's foreseen role within a post-crisis, respective comparative advantages and approach to crisis-context programming.  
 The extent to which factors of vulnerability and resilience were taken into account in the formulation process;  
 Clarity and realism of the project's broader and immediate objectives, including specification of baselines and targets, identification of beneficiaries, and prospects for sustainability;  
 What is the quality of the intervention logic and baseline information?  
 The appropriateness of the project's criteria for the selection of beneficiaries and trainees for achieving stated aims  
 To what extent is cooperation with the private sector included in the project design, including in skills training (ToT) and strengthening business development services (BDS) as well as mentoring and marketing?

### **Project ownership & relevance**

Who initiated the project and for what reason?  
 Relevance of the project to the country's crisis-to-development transition priorities, strategies, policies, programmes and needs;  
 Whether the counterparts have been appropriately involved and were participating in the identification of their critical problem areas and in the development of technical cooperation strategies and are actively supporting the implementation of the project approach within a joint project framework;  
 Is the local ownership of the project ensured? Of the Government, counterparts and at the level of beneficiaries?  
 How well have the interventions and the related activities been designed and implemented in line with needs and priorities of the target group?  
 Is the intervention consistent and complementary with activities supported by other organizations assisting the Liberian refugees/stranded migrants/returnees?  
 The appropriateness of the project's criteria for the selection of beneficiaries and trainees for achieving stated aims.

### **Efficiency of Implementation**

Efficiency and adequacy of project implementation including:

Availability of funds as compared with budgetary inputs;  
 The quality and timeliness of input delivery by UNIDO (expertise, training, equipment, methodologies, etc.) as compared to the work plan(s);  
 Managerial and work efficiency;  
 Implementation difficulties;  
 Adequacy of monitoring and reporting;  
 The extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO;

Quality and quantity of administrative and technical support from UNIDO (Headquarters and the Project Management Unit);  
Efficiency of allocation of project resources.

### **Effectiveness and Project Results**

The evaluation will include a full and systematic assessment of outcomes and outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives), and will be limited to results defined under the direct responsibility of UNIDO.

This includes the relevance of the outputs produced and how the target beneficiaries use the outputs, with particular attention to gender aspects as well as capacity development plans and outcomes; as part of the outcomes, which have occurred or which are likely to happen through utilization of outputs.

The evaluation will also assess the contribution of the project to enhancing local community resilience, recovery and peace building efforts in targeted regions. Particular attention must be paid to the effectiveness of realising ‘community resilience’ against crises as stated in the project document, and any lessons that arise.

The extent to which local (community, enterprise or institutional) resilience and recovery in targeted regions (assessed against the project’s stated results) were enhanced.

### **Prospects for achieving the expected impact and sustainability:**

Prospects for achieving the desired outcomes and impact and prospects for sustaining the project's results by the beneficiaries and the host institutions after the termination of the project, and identification of developmental changes (economic, environmental, social and institutional) that are likely to occur as a result of the intervention, and how far they are sustainable. This, inter alia, should include an assessment of local commitment at various levels to resource allocation for scaling up similar interventions, and an analysis of the impact of the project – and how these relate to and build on earlier UNIDO projects.

The likely impact that the project will have on the beneficiaries:

Is the project likely to have the intended impact?

Particular attention will be paid to the financial viability of established institutions or services and the existence or development of medium term business plans for beneficiaries (e.g. VTCs or enterprises);

Economic growth, employment, poverty reduction;

What is the project outreach? How many returnees have directly benefitted from the project intervention? What is their profile? How many non-returnees have benefitted from the project? How have the returnees benefitted from the project interventions? What is the impact of the project’s services to the returnees in terms of increased incomes and improved conditions of the returnees?

Have there been any unintended (positive or negative) effects of the project?

Which developmental changes (economic, cultural, and social taking gender aspects into consideration) have occurred or are likely to occur because of the project implementation?

To what extent do the national counterparts assume ownership of the project and have the

capacities and willingness to continue?

To what extent did the project intervention contribute to the capacity development and strengthening of institutions?

How well has the intervention achieved its stated objective?

Does the project intervention have a potential for replication?

### **Project coordination and management**

The extent to which:

National management and overall field coordination mechanisms of the project have been efficient and effective;

HQ-based management, coordination, quality control and input delivery mechanisms have been efficient and effective;

Monitoring and self-evaluation has been carried out effectively, based on indicators for outputs, outcomes and objectives and using that information for project steering and adaptive management;

Changes in planning documents during implementation have been approved and documented;

Coordination envisaged with any other development cooperation programmes in the country has been realized and benefits achieved.

Synergy benefits can be found in relation to other UNIDO and UN activities in the country.

### **Procurement issues**

The following evaluation questions that will feed in the Thematic Evaluation on Procurement have been developed and would be included as applicable in all projects (for reference, please see Annex 7 of the ToR: UNIDO Procurement Process):

- To what extent does the process provide adequate treatment to different types of procurement (e.g. by value, by category, by exception...)
- Was the procurement timely? How long the procurement process takes (e.g. by value, by category, by exception...)
- Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)?
- Were the procured good(s) acquired at a reasonable price?
- To what extent were the procured goods of the expected/needed quality and quantity?
- Were the transportation costs reasonable and within budget. If no, please elaborate.
- Was the freight forwarding timely and within budget?. If no, please elaborate.
- Who was responsible for the customs clearance? UNIDO  
FO?UNDP?Government?Other?
- Was the customs clearance handled professionally and in a timely manner? How many days did it take?
- How long time did it take to get approval from the government on import duty exemption?
- Which were the main bottlenecks / issues in the procurement process?
- Which good practices have been identified?
- To what extent roles and responsibilities of the different stakeholders in the different procurement stages are established, adequate and clear?

- To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders?

### **Recommendations for the next phase and lessons learned**

Recommendations should include consideration of project sustainability, particularly with regard to the promotion of micro-industries and marketing of products within a post-crisis context.

It is expected that the report's recommendations would also cover pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability in a post-crisis context.

Based on the above analysis the evaluation team will draw specific conclusions and make proposals for any necessary further action by the Government and/or UNIDO to safeguard a transition to sustainable development.

The mission will draw attention to any lessons of general interest in post-crisis settings, and in relation to the design and orientation of the aforementioned, planned thematic evaluation.

### **Evaluation Approach and Methodology**

The evaluation will be carried out in keeping with agreed evaluation standards and requirements. More specifically it will fully respect the principles laid down in the "UN Norms and Standards for Evaluation" and Evaluation Policies of UNIDO.<sup>17</sup> The standard DAC evaluation criteria should be applied to address, as systematically and objectively as possible the evaluation questions listed above. Achievements will be assessed against the objectives and indicators set out in the projects documents and in logical frameworks.

The evaluation will be carried out through analyses of various evidence-based sources of information, including desk analysis, survey data, and interviews with counterparts, beneficiaries, partner agencies, donor representatives, programme managers and through the cross-validation of data.

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties.

The evaluation consultant will ensure that the findings are evidence based. This implies that perceptions, hypotheses and assertions obtained in interviews will be validated through cross checks and triangulation of sources.

Based on the information collected through interviews and desk review the evaluation consultant will analyse the intervention logic (or "theory of change (TOC)") of the intervention. This theory will map out how inputs and activities should have logically led to outputs, outcomes and impacts. This will enable the evaluation to determine in how far the project designs and their activities are adequate, whether they are consistent with the intervention and with UNIDO's thematic priorities and/or whether they contains critical strengths and/or weaknesses that need to be addressed.

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<sup>17</sup> All documents available from the websites of the UN Evaluation Group: <http://www.uneval.org/>

UNIDO Office for Independent Evaluation will be responsible for the quality control of the evaluation process and report. It will provide inputs regarding findings, lessons learned and recommendations from other UNIDO evaluations, ensuring that the evaluation report is useful for UNIDO in terms of organizational learning (recommendations and lessons learned) and its compliance with UNIDO evaluation policy and these terms of reference.

#### Evaluation Team Composition

The evaluation will be conducted by one international evaluation consultant with one national consultant in Ghana and two national consultants in Liberia who will be working under the guidance of the UNIDO Evaluation Manager in EVA/ODG in coordination with the two Project Managers in Agri-Business Development Branch and also with the project team in each Liberia and Ghana.

The international consultant will be expected to visit the projects sites and to conduct interviews with various stakeholders in July 2014 for the project, TF/LIR/120459, and in September-October 2014 for the project, TF/LIR/130049, and to conduct representative sample surveys of beneficiaries in both Ghana and Liberia.

The evaluation consultant must not have been directly involved in the design and/or implementation of the projects.

#### Time Schedule and Deliverables

As each of the projects has different completion date, the evaluation is to be divided in to two phases:

First phase will take place in July and it will be dedicated for project “Reintegration for Liberian Returnees through Skills Training and Job Creation”; and

Second phase will take place in August and it will be dedicated for project “From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation”

#### Draft Timetable for the first phase of the evaluation

Activity	Concrete/ measurable Outputs to be achieved	Work days (Inter- national evaluator)	Location
Desk study of project documents & relevant reports on the context (1-3 July)	Inception report – Methodology, questionnaires and mission plan completed	3	Home based
Design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report (4-5 July)		2	

Visit Vienna for preparatory meetings; finalise mission plan and appointments and ensure logistical support in place (6-7 July)		2	Vienna
<b>Conduct field assessment (14-18 July 2014)</b>	Preliminary findings collected	7	Monrovia, Liberia
Detailed analysis of assessment results and follow-up surveys		3	Home based
<b>Total</b>		<b>17</b>	

### Draft Timetable for the second phase of the evaluation

Activity	Concrete/ measurable Outputs to be achieved	Work days (In- ternational eval- uator)	Location
Desk study of project documents & relevant reports on the context (1-2 September)	Inception report - Methodology, questionnaires and mission plan completed	Covered under ISA Ref No 10627	Home based
Design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report (3 September)			
Visit Vienna for preparatory meetings; finalise mission plan and appointments and ensure logistical support in place (4-6 September)			Vienna
Conduct field assessment in Ghana (29.9.-3.10) and Liberia (4.10-11.10.)	Preliminary findings collected	14	
Present (preliminary) findings of the two evaluations in Vienna (xx October)	(Preliminary) findings presented	1	Vienna
Detailed analysis of assessment results and potential follow-up surveys		3	
Preparation of first draft evaluation report & submission for UNIDO feedback	Final report covering projects TF/GHA/130049 and TF/LIR/120459	3	First draft Report (due by 11 October)

Prepare second draft & submit to Office for Independent Evaluation to circulate report among stakeholders for factual verification & feedback			Second draft Report (due by 20 October)
Finalization of report upon receipt of stakeholders' feedback and final presentation in Vienna			Final draft Report (due by 8 Nov)
<b>Total</b>		<b>21</b>	

The mission will maintain close liaison with other UN agencies, UNIDO and the concerned national agencies, as well as with national and international project staff. Although the mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of the Government, the donor, or UNIDO.

All following deliverables are expected in electronic format:

Final evaluation report  
Initial and final survey reports  
Draft evaluation report  
HQ and field presentations  
Draft survey questionnaire(s)  
Copies of all completed survey questionnaires  
Inception report

Draft reports submitted to UNIDO Office for Independent Evaluation are shared with the corresponding Programme or Project Officer(s) for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

One copy of all survey interview reports and a copy of all completed survey questionnaires must also be shared with UNIDO.

### Quality assurance

All UNIDO evaluations are subject to quality assessments by the UNIDO Office for Independent Evaluation. Quality control is exercised throughout the evaluation process as the above chart predicts. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality.

### Annexes



Annex 1 - 1: Logical Framework of 'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation'

Results	Intervention logic	Objectively verifiable Indicators	Sources of verification	Assumptions
<b>Development goal</b>	Contribute to the efforts of Ghanaian Government aimed at (i) the reintegration of former refugees in Ghana and their families into life in Liberia and/or (ii) local integration of former refugees into the productive sectors of the society in Ghana	The amount of refugees that return to Liberia and their income levels  Income levels of refugees that opted for local integration and benefited from the training programmes	Surveys: beneficiary base-line and follow-up during the independent evaluation	Beneficiaries give correct information during the baseline surveys
<b>Immediate objective</b>	Provide former Liberian refugees and Ghanaian host communities with marketable skills for increased self-employment and income generation opportunities and sustainable livelihoods	Increased percentage of Liberians employed  Increased incomes among the target beneficiaries	Country statistics  Surveys (beneficiary base-line and follow-up during the independent evaluation)	The security situation remains supportive for the Liberian refugees to return to their country  Liberians who opted for local integration will be granted work permits in Ghana
<b>Outputs (results)</b>				
	Output 1: Target beneficiaries are mobilized and baseline survey carried out  Output 2: A minimum of 500 beneficiaries are provided with multi-skills and	# of beneficiaries mobilized out of which 50% women  # of beneficiaries trained # of curricula developed # of training programmes organized	Buduburam camp registration records  Graduation records Curricula developed Attendance records, course programmes	Sufficient number of refugees willing to return to Liberia will be mobilized  Sufficient training

	<p>advanced skills training</p> <p>Output 3: A minimum of 250 beneficiaries are provided with sustainable livelihood opportunities through job creation and start-up capital</p>	<p># of micro-industries started</p> <p># of micro-industries upgraded</p>	<p>Market surveys</p> <p>Surveys among the beneficiaries</p>	<p>facilities exist in and around Buduburam camp that can be utilized by the project</p>
<b>Activities</b>	<p>Developing marketable technical skills of the beneficiaries through non-formal product oriented training;</p> <p>Developing entrepreneurial skills to assist the beneficiaries in starting micro-scale industries and production units;</p> <p>Providing incentive packages for repatriation from Ghana to Liberia.</p>	NA	NA	

## Annex 1 – 2: Logical Framework of ‘Reintegration for Liberian Returnees through Skills Training and Job Creation’

Results	Indicators	Means of verification	Assumptions & Risks
<b>Development Objective</b>			
To enhance socio-economic reintegration of Liberian returnees.	# of graduates, who are self-reliant by being engaged in productive activities using the skills obtained through training programmes and managed to settle down into local communities.	Baseline study/Survey  Tracer studies.	Political stability and security situation remain stable.  Macroeconomic situation and business environment remain favorable.
<b>Outcome</b>			
Employability of returnees and community residents in the project areas in the job market increased and/or self-employment initiatives enhanced.	# of trained beneficiaries who have found jobs or started their own businesses/livelihoods by gender and by returnees or community residents.	Training completion and certification records.  Skills profiling and skills needs assessment report.  Mid-term and final evaluation reports.  Letter agreements with training providers  Training of trainers reports  Training plans/curricula and training materials developed  Delivery and installation receipts of equipments and site inspections.	Political stability and security situation remain stable.  Government’s commitment towards the project remains strong.  Demand for marketable/employable skills does not change rapidly over time.  Availability of qualified training providers willing to cooperate and agree with project conditions.  Timely delivery of required project inputs for refurbishment and provision of equipment.  Availability of micro finance to help the returnees establish their businesses/livelihoods and that the

			business plans are bankable.
<b>Outputs</b>			
Institutional capacities built to provide vocational and entrepreneurship training to returnees and community residents in the project areas.	<p># of training courses developed and conducted.</p> <p># of training providers and staff who have been trained in the TOT.</p>	<p>Baseline study</p> <p>Rapid skills market needs assessment report</p> <p>CDRA report</p>	<p>Political stability and security situation remain stable.</p> <p>Government's commitment towards the project remains strong.</p>
Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services.	<p># training facilities upgraded and equipments provided and used during the training programmes.</p> <p># of returnees and community residents provided with vocational skills and entrepreneurship training.</p> <p># of returnees and community residents completed training and received certificates.</p> <p># of returnees and community residents participated in the learning circles for business mentoring.</p> <p># of returnees and community residents who received job matching services.</p>	<p>Letter agreements with training providers</p> <p>Training programmes and training materials developed</p> <p>Project management information tools</p> <p>Client intake forms</p> <p>Training reports</p> <p>Periodic tracer studies</p> <p>Field visits and interviews with the project beneficiaries</p> <p>Project reports</p> <p>Evaluation report</p>	<p>Demand for marketable/employable skills identified does not change rapidly over time.</p> <p>Returnees are identifiable and they are willing to take part in the project.</p> <p>Returnees are settling in and around Monrovia.</p> <p>Extremely short duration of the project.</p>

**Activities****Output 1: Institutional capacities built to provide vocational and entrepreneurship training to returnees and community residents in the project areas.**

Conduct marketable skills needs assessment and skills profiling of the target beneficiaries.  
 Conduct community demand resource analysis in the project area(s).  
 Identify participating training providers and assess institutional capacity building needs.  
 Conduct TOT for the training providers and address any refurbishment and rehabilitation needs.  
 Develop training programmes and assessment tools.  
 Develop selection criteria for training beneficiaries.  
 Disseminate information on the training programmes.  
 Establish working partnership with micro finance institutions.

**Output 2: Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services.**

Intake profile of the trainees and conduct training programmes.  
 Update the database of the RRERS on the graduates of the training programmes and assist in job matching.  
 Organize learning circles in the communities and provide mentoring services.

**M&E and promotional activities:**

Develop project monitoring and evaluation tools (incl. compiling baseline data).  
 Monitor training programmes.  
 Monitor the performance of graduates and update monitoring tools.  
 Produce PR materials including a project video.  
 Evaluate the project.

## Annex 2: TOC for the Evaluation Report

### **Table of Contents**

Acknowledgements  
Acronyms and Abbreviations  
Glossary of Evaluation Terms  
Map  
Executive Summary

### **Introduction and background**

Introduction  
Background (include a project factsheet, project formulation process, project structure, objectives, donors - and their specific requirements/objectives, e.g. the relevant fund's priorities and guidelines - counterparts, timing, cost etc – everything that is not an 'assessment' and provides background to make the reader understand what the project was/is about. the background to design and management should come under the assessment chapter.)

### **Evaluation purpose, scope and methodology**

Purpose  
Scope  
Methodology  
Limitations of the evaluation

### **Region/country/programme context**

Overall situation and trends (national and regional context, especially as relevant to project area)  
Government strategies and Policies (including local and regional, as relevant)  
UN frameworks (the UNDAF and where the project fits here)  
Initiatives of international cooperation partners (describe relevant info on what donors and agencies are doing)

### **Assessment**

Design (including logframe assessment)  
Relevance and ownership  
Efficiency  
Effectiveness (include the table of results against the project Logframe)  
Sustainability  
Impact  
Management (include details of arrangements and make an assessment)  
Crosscutting issues (gender, environmental sustainability, South/South cooperation, contribution to international development goals)

### **Conclusions, recommendations and lessons learned**

Conclusions  
Recommendations  
Lessons learned

Annex A. Terms of Reference  
Annex B. Organizations visited and persons met  
Annex C. Bibliography  
Annex D. Logframe

Annex E. Evaluation Matrix

Annex F. Interview Guidelines etc.

Annex 3: Job Descriptions: TF/LIR/120459 – international

**UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION  
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE  
AGREEMENT (ISA)**

**SAP: 120459 and 130049**

**Budget Line: 11-00**

**Project Title:**

- 1. “Reintegration of Liberian Returnees through Skills Training and Job Creation”;**
- 2. “From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation”**

<b>Title:</b>	International Project Evaluator
<b>Main Duty Station and Location:</b>	Home-based
<b>Mission/s to:</b>	Vienna, Austria; Monrovia, Liberia
<b>Start of Contract (EOD):</b>	11 July 2014
<b>End of Contract (COB):</b>	31 August 2014
<b>Number of Working Days:</b>	17 work days over the above period

**This Terms of Reference refers to the first mission** (see section 7 titled Time Schedule and Deliverables of the TOR for Joint Terminal Evaluation of UNIDO Projects: TF/GHA/130049 and TF/LIR/120459).

The consultant will evaluate the projects according to the Terms of Reference. S/he will act as leader of the evaluation team and will be responsible for preparing the draft and final evaluation report, according to the standards of the UNIDO Office for Independent Evaluation.

Under the direct supervision of the Evaluation Officer of the UNIDO Office for Independent Evaluation in Vienna and in close coordination with the CTA in Liberia as well as two Project Managers in Agri-Business Development Branch in Vienna HQ, the expert is expected to conduct the following duties:

<b>MAIN DUTIES</b>	<b>Concrete/ measurable Outputs to be achieved</b>	<b>Expected duration</b>	<b>Location</b>
Conduct a desk study of the project document & other relevant documents.	Inception report including evaluation methodology, questionnaires and mis-	2	Home



Design a suitable initial evaluation methodology including a detailed field assessment plan and draft inception report.	sion plan submitted.	3	
Visit Vienna for preparatory meetings; finalise mission plan and appointments and ensure logistical support in place.		2	Vienna
Conduct a field assessment.	Necessary findings collected.	7	Monrovia
Detailed analysis of assessment results and follow-up surveys, as required.	Preliminary results submitted and follow-up surveys conducted.	3	Home
Supervise and provide guidance to the work of National Evaluation Consultant		Ongoing	
Total		17	

**Remarks:** The duties 1, 2 and 3 will be jointly conducted for the two projects, namely, TF/LIR/120459 ‘Reintegration for Liberian Returnees through Skills Training and Job Creation’ and TF/GHA/130049 ‘From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation’. The finalization of the joint evaluation exercise and report for the two projects will be conducted during the second assignment which is scheduled to be carried out between September and October under the project TFGHA130049 ‘From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation’.

### **REQUIRED COMPETENCIES**

#### ***Core values:***

1. Integrity
2. Professionalism
3. Respect for diversity

#### ***Core competencies:***

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

#### ***Management competencies:***

1. Strategy and direction
2. Managing people and performance
3. Judgement and decision making
4. Conflict resolution

**MINIMUM ORGANIZATIONAL REQUIREMENTS**

Advanced university degree in social science related disciplines including development studies, development economics, political science, international relations, and peace studies, with training in social research methodologies;

Minimum 5 years of professional experience in project evaluation of conflict-affected populations and societies and its methodologies in both quantitative and qualitative analysis;

Proven track record in evaluation of UN projects.

The evaluation approach and other details are given in the TOR of the terminal evaluation.

**Absence of Conflict of Interest:**

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the Office for Independent Evaluation.

Annex 3 : Job Descriptions: TF/LIR/120459 – National consultant

**UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION  
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE  
AGREEMENT (ISA)**

**SAP: 120459**

**Budget Line: 17-00**

**Project Title: Reintegration of Liberian Returnees through Skills Training and Job Creation**

<b>Title:</b>	National Evaluation Consultant
<b>Main Duty Station and Location:</b>	Monrovia, Liberia
<b>Mission/s to:</b>	N/A
<b>Start of Contract (EOD):</b>	23 July 2014
<b>End of Contract (COB):</b>	31 August 2014
<b>Number of Working Days:</b>	15 work days over the above period (WAE)

**This Terms of Reference refers to the first phase of the Evaluation** (see section 7 titled Time Schedule and Deliverables of the **TOR for Joint Terminal Evaluation of UNIDO Projects: TF/GHA/130049 and TF/LIR/120459**).

The National Evaluation Consultant will assist the International Project Evaluator in various activities related to the project “Reintegration for Liberian Returnees through Skills Training and Job Creation”.

The consultant will evaluate the projects according to the Terms of Reference. S/he will assist the International Project Evaluator in preparing the draft and final evaluation report, according to the standards of the UNIDO Office for Independent Evaluation.

Under the overall supervision of the Evaluation Officer of the UNIDO Office for Independent Evaluation in Vienna HQ and under the direct supervision of International Project Evaluator in close coordination with the CTA in Liberia, the National Evaluation Consultant is expected to:

<b>MAIN DUTIES</b>	<b>Concrete/ measurable Outputs to be achieved</b>	<b>Expected duration</b>	<b>Location</b>
Assist the International Project Evaluator (IPE) in designing the evaluation methodology including a detailed field assessment plan and draft inception report.	Inception report including evaluation methodology, questionnaires and mission plan submitted	2	Monrovia
Provide the information and docu-	Data, information	Continuous	

ments collected. Provide further data and information as requested by the International Project Evaluator and jointly prepare a project evaluation report.	and documents submitted.		
Organize, coordinate and contribute to the field assessment mission including making necessary arrangements and appointments for the mission.	Expected outputs of the mission achieved.	7 days	
Contribute to the detailed analysis of assessment results and follow-up surveys.	Analysis of assessment result conducted	3 days	
Undertake tasks as directed by the International Project Evaluator.	Project evaluation prepared	Continuous	

### **REQUIRED COMPETENCIES**

#### ***Core values:***

1. Integrity
2. Professionalism
3. Respect for diversity

#### ***Core competencies:***

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

### **MINIMUM ORGANIZATIONAL REQUIREMENTS**

Advanced university degree in social science related disciplines including development studies, development economics, political science, international relations, and peace studies, with training in social research methodologies;

Minimum 5 years of experience in project evaluation of conflict-affected populations and societies and its methodologies in both quantitative and qualitative analysis;

Proven track record in evaluation of international organization projects;

Languages: Fluency in written and spoken English;

Through understanding of socio-economic and political situation in Liberia.

The evaluation approach and other details are given in the project evaluation TOR.

#### **Absence of Conflict of Interest:**

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the Office for Independent Evaluation.



Annex 3cont: Job Descriptions: TF/GHA/130049 - international**International Consultant 11-00****PROJECT:** SAP: 130049**TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)****Project title:** "From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation"**Main Duty station and Location:** Home-based**Mission to:** Vienna, Austria; Accra, Ghana; Monrovia, Liberia**Start of Contract:** 1 September 2014**End of Contract:** 31 October 2014**No. of working days:** 21 working days**Post Title:** International Evaluation Consultant**Counterpart(s):** Ghana Refugee Board**This Terms of Reference refers to project TF/GHA/130049**(see section 7 titled Time Schedule and Deliverables of the TOR for Joint Terminal Evaluation of UNIDO Projects: TF/GHA/130049 and TF/LIR/120459).

The consultant will evaluate the projects according to the Terms of Reference. S/he will act as leader of the evaluation team and will be responsible for preparing the draft and final evaluation report, according to the standards of the UNIDO Office for Independent Evaluation.

Under the direct supervision of the Evaluation Officer of the UNIDO Office for Independent Evaluation in Vienna and in close coordination with the Technical Coordinator of the project as well as two Project Managers in Agri-Business Development Branch in Vienna HQ, the expert is expected to conduct the following duties:

	<b>Activity</b>	<b>Deliverables</b>	<b>Work days (International evaluator)</b>	<b>Location</b>
1	Desk study of project documents & relevant reports on the context (1-2 September)	Inception report - Methodology, questionnaires and mission plan	Covered under ISA Ref No 10627	Home based

2	Design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report (3 September)	completed		
3	Visit Vienna for preparatory meetings; finalise mission plan and appointments and ensure logistical support in place (4-6 September)			Vienna
4	Conduct field assessment in Ghana (29.9.-3.10) and Liberia (4.10-11.10.)	Preliminary findings collected	14	
5	Present (preliminary) findings of the two evaluations in Vienna (xx October)	(Preliminary) findings presented	1	Vienna
6	Detailed analysis of assessment results and potential follow-up surveys		3	
7	Preparation of first draft evaluation report & submission for UNIDO feedback	Final report covering projects TF/GHA/130049 and TF/LIR/120459	3	First draft Report (due by 11 October)
8	Prepare second draft & submit to Office for Independent Evaluation to circulate report among stakeholders for factual verification & feedback			Second draft Report (due by 20 October)
9	Finalization of report upon receipt of stakeholders' feedback and final presentation in Vienna			Final draft Report (due by 8 Nov)
	<b>Total</b>		<b>21</b>	

Remarks: The duties 1, 2 and 3 will be jointly conducted for the two projects, namely, TF/LIR/120459 'Reintegration for Liberian Returnees through Skills Training and Job Creation' and TF/GHA/130049 'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation'.

### **REQUIRED COMPETENCIES**

#### ***Core values:***

1. Integrity
2. Professionalism

3. Respect for diversity

***Core competencies:***

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

***Management competencies:***

1. Strategy and direction
2. Managing people and performance
3. Judgement and decision making
4. Conflict resolution

**MINIMUM ORGANIZATIONAL REQUIREMENTS**

Advanced university degree in social science related disciplines including development studies, development economics, political science, international relations, and peace studies, with training in social research methodologies;

Minimum 5 years of professional experience in project evaluation of conflict-affected populations and societies and its methodologies in both quantitative and qualitative analysis;

Proven track record in evaluation of UN projects.

The evaluation approach and other details are given in the TOR of the terminal evaluation.

**Absence of Conflict of Interest:**

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the Office for Independent Evaluation.



Annex 4: Check List on Evaluation Report Quality

<b>Report quality criteria</b>	<b>UNIDO Office for Independent Evaluation Assessment notes</b>	<b>Rating</b>
<b>Report Structure and quality of writing</b>		
The report is written in clear language, correct grammar and use of evaluation terminology. The report is logically structured with clarity and coherence. It contains a concise executive summary and all other necessary elements as per TOR.		
<b>Evaluation objective, scope and methodology</b>		
<p>The evaluation objective is explained and the scope defined.</p> <p>The methods employed are explained and appropriate for answering the evaluation questions.</p> <p>The evaluation report gives a complete description of stakeholder's consultation process in the evaluation.</p> <p>The report describes the data sources and collection methods and their limitations.</p> <p>The evaluation report was delivered in a timely manner so that the evaluation objective (e.g. important deadlines for presentations) was not affected.</p>		
<b>Evaluation object</b>		
<p>The logic model and/or the expected results chain (inputs, outputs and outcomes) of the object is clearly described.</p> <p>The key social, political, economic, demographic, and institutional factors that have a direct bearing on the object are described.</p> <p>The key stakeholders involved in the object implementation, including the implementing agency(s) and partners, other key stakeholders and their roles are described.</p> <p>The report identifies the implementation status of the object, including its phase of implementation and any significant changes (e.g. plans, strategies, logical frameworks) that have occurred over time and explains the implications of those changes for the evaluation.</p>		
<b>Findings and conclusions</b>		

<p>The report is consistent and the evidence is complete (covering all aspects defined in the TOR) and convincing.</p> <p>The report presents an assessment of relevant outcomes and achievement of project objectives.</p> <p>The report presents an assessment of relevant external factors (assumptions, risks, impact drivers) and how they influenced the evaluation object and the achievement of results.</p> <p>The report presents a sound assessment of sustainability of outcomes or it explains why this is not (yet) possible.</p> <p>The report analyses the budget and actual project costs.</p> <p>Findings respond directly to the evaluation criteria and questions detailed in the scope and objectives section of the report and are based on evidence derived from data collection and analysis methods described in the methodology section of the report.</p> <p>Reasons for accomplishments and failures, especially continuing constraints, are identified as much as possible.</p> <p>Conclusions are well substantiated by the evidence presented and are logically connected to evaluation findings.</p> <p>Relevant cross-cutting issues, such as gender, human rights, and environment are appropriately covered.</p>		
<b>Recommendations and lessons learned</b>		
<p>The lessons and recommendations are based on the findings and conclusions presented in the report.</p> <p>The recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?').</p> <p>Recommendations are implementable and take resource implications into account.</p> <p>Lessons are readily applicable in other contexts and suggest prescriptive action.</p>		

#### Rating system for quality of evaluation reports

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.

Annex 5: List of Reference Documents

Project documents, inception and progress reports, and relevant reports

Other documents and materials related to the outcome to be evaluated (from the government, partner UN agencies etc)

UNIDO Evaluation Policy

UNIDO Thematic Evaluation of UNIDO Post-Crisis Projects

Annex 6: UNIDO Procurement Process**UNIDO Procurement Process  
Generic Approach and Assessment Framework –****Introduction**

This document outlines an approach and encompasses a framework for the assessment of UNIDO procurement processes, to be included as part of country evaluations as well as in technical cooperation (TC) projects/programmes evaluations.

The procurement process assessment will review in a systematic manner the various aspects and stages of the procurement process being a key aspect of the technical cooperation (TC) delivery. These reviews aim to diagnose and identify areas of strength as well as where there is a need for improvement and lessons.

The framework will also serve as the basis for the “thematic evaluation of the procurement process efficiency” to be conducted in 2015 as part of the ODG/EVA work programme for 2014-15.

**2. Background**

Procurement is defined as the overall process of acquiring goods, works, and services, and includes all related functions such as planning, forecasting, supply chain management, identification of needs, sourcing and solicitation of offers, preparation and award of contract, as well as contract administration until the final discharge of all obligations as defined in the relevant contract(s). The procurement process covers activities necessary for the purchase, rental, lease or sale of goods, services, and other requirements such as works and property.

Past project and country evaluations commissioned by ODG/EVA raised several issues related to procurement and often efficiency related issues. It also became obvious that there is a shared responsibility in the different stages of the procurement process which includes UNIDO staff, such as project managers, and staff of the procurement unit, government counterparts, suppliers, local partner agencies (i.e. UNDP), customs and transport agencies etc..

In July 2013, a new “UNIDO Procurement Manual” was introduced. This Procurement Manual provides principles, guidance and procedures for the Organization to attain specified standards in the procurement process. The Procurement Manual also establishes that “The principles of fairness, transparency, integrity, economy, efficiency and effectiveness must be applied for all procurement transactions, to be delivered with a high level of professionalism thus justifying UNIDO’s involvement in and adding value to the implementation process”.

To reduce the risk of error, waste or wrongful acts and the risk of not detecting such problems, no single individual or team controls shall control all key stages of a transaction. Duties and responsibilities shall be assigned systemically to a number of individuals to ensure that effective checks and balances are in place.

In UNIDO, authorities, responsibilities and duties are segregated where incompatible. Related duties shall be subject to regular review and monitoring. Discrepancies, deviations and exceptions are properly regulated in the Financial Regulations and Rules and the Staff Regulations and Rules. Clear segregation of duties is maintained between programme/project management, procurement and supply chain management, risk management, financial management and accounting as well as auditing and internal oversight. Therefore, segregation of duties is an important basic principle of internal control and must be involved in carrying out the procurement process.

The functions are segregated among the officials belonging to the following functions:

**Procurement Services:** For carrying out centralized procurement, including review of technical specifications, terms of reference, and scope of works, market research/surveys,

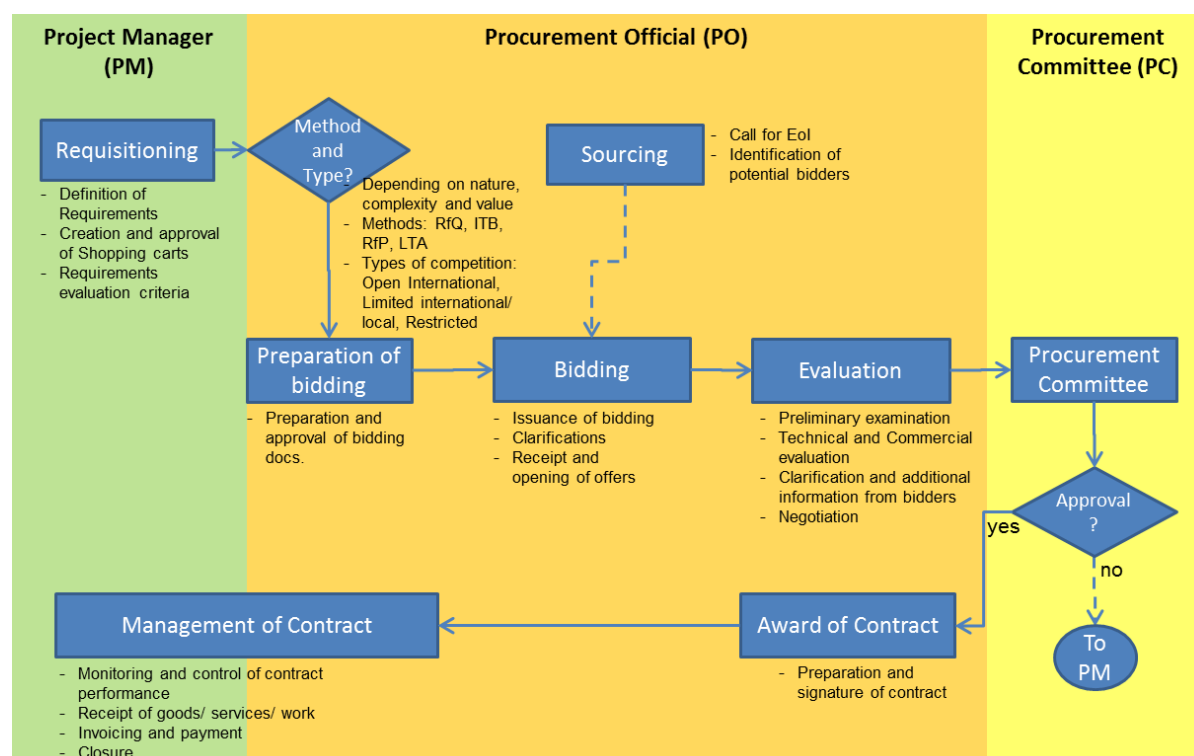
sourcing/solicitation, commercial evaluation of offers, contract award, contract management;

**Substantive Office:** For initiating procurement requests on the basis of well formulated technical specifications, terms of reference, scope of works, ensuring availability of funds, technical evaluation of offers; award recommendation; receipt of goods/services; supplier performance evaluation. In respect of decentralized procurement, the segregation of roles occurs between the Project Manager/Allotment Holder and his/her respective Line Manager. For Fast Track procurement, the segregation occurs between the Project Manager/Allotment Holder and Financial Services;

**Financial Services:** For processing payments.

Figure 1 presents a preliminary “Procurement Process Map”, showing the main stages, stakeholders and their respective roles and responsibilities. During 2014/2015, in preparation for the thematic evaluation of the procurement process in 2015, this process map/ workflow will be further refined and reviewed.

Figure 1: UNIDO Procurement Process Map



## Purpose

The purpose of the procurement process assessments is to diagnose and identify areas for possible improvement and to increase UNIDO's learning about strengths and weaknesses in the procurement process. It will also include an assessment of the adequacy of the 'Procurement Manual' as a guiding document.

The review is intended to be useful to managers and staff at UNIDO headquarters and in the field offices (project managers, procurement officers), who are directly involved in procurement and to UNIDO management.

## Scope and focus

Procurement process assessments will focus on the efficiency aspects of the procurement process, and hence it will mainly fall under the efficiency evaluation criterion. However, other criteria such as effectiveness will also be considered as needed.

These assessments are expected to be mainstreamed in all UNIDO country and project evaluations to the extent of its applicability in terms of inclusion of relevant procurement related budgets and activities.

A generic evaluation matrix has been developed and is found in Annex B. However questions should be customized for individual projects when needed.

## Key Issues and Evaluation Questions

Past evaluations and preliminary consultations have highlighted the following aspects or identified the following issues:

Timeliness. Delays in the delivery of items to end-users.

Bottlenecks. Points in the process where the process stops or considerably slows down.

Procurement manual introduced, but still missing subsidiary templates and tools for its proper implementation and full use.

Heavy workload of the procurement unit and limited resources and increasing "procurement demand"

Lack of resources for initiating improvement and innovative approaches to procurement (such as Value for Money instead of lowest price only, Sustainable product lifecycle, environmental friendly procurement, etc.)

The absence of efficiency parameters (procurement KPIs)

On this basis, the following evaluation questions have been developed and would be included as applicable in all project and country evaluations in 2014-2015

To what extent does the process provide adequate treatment to different types of procurement (e.g. by value, by category, by exception...)

Was the procurement timely? How long the procurement process takes (e.g. by value, by category, by exception...)

Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)?

Were the procured good(s) acquired at a reasonable price?

To what extent were the procured goods of the expected/needed quality and quantity?

Were the transportation costs reasonable and within budget. If no, please elaborate.

Was the freight forwarding timely and within budget?. If no, please elaborate.

Who was responsible for the customs clearance? UNIDO FO? UNDP? Government? Other?

Was the customs clearance handled professionally and in a timely manner? How many days did it take?

How long time did it take to get approval from the government on import duty exemption?

Which were the main bottlenecks / issues in the procurement process?

Which good practices have been identified?

To what extent roles and responsibilities of the different stakeholders in the different procurement stages are established, adequate and clear?

To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders.

### **Evaluation Method and Tools**

These assessments will be based on a participatory approach, involving all relevant stakeholders (e.g. process owners, process users and clients).

The evaluation tools to be considered for use during the reviews are:

**Desk Review:** Policy, Manuals and procedures related to the procurement process. Identification of new approaches being implemented in other UN or international organizations. Findings, recommendations and lessons from UNIDO Evaluation reports.

**Interviews:** to analyze and discuss specific issues/topics with key process stakeholders

**Survey to stakeholders:** To measure the satisfaction level and collect expectations, issues from process owners, user and clients

**Process and Stakeholders Mapping:** To understand and identify the main phases the procurement process and sub-processes; and to identify the perspectives and expectations from the different stakeholders, as well as their respective roles and responsibilities

**Historical Data analysis from IT procurement systems:** To collect empirical data and identify and measure to the extent possible different performance dimensions of the process, such as timeliness, re-works, complaints, ..)

An evaluation matrix is presented in Annex A, presenting the main questions and data sources to be used in the project and country evaluations, as well as the preliminary questions and data sources for the forthcoming thematic evaluation on Procurement process in 2015.

**ANNEX A: Evaluation Matrix for the Procurement Process**

No.	Area	Evaluation Question	Indicators <sup>18</sup>	Data Source(s) For Country / Project Evaluations	Additional data Source(s) For Thematic Evaluation of procurement process in 2015.
	<b>Timeliness</b>	Was the procurement timely? How long the procurement process takes (e.g. by value, by category, by exception...)	(Overall) Time to Procure (TTP)	Interviews with PMs, Government counterparts and beneficiaries	Procurement related documents review SAP/Infobase (queries related to procurement volumes, categories, timing, issues) Evaluation Reports Survey to PMs, procurement officers, beneficiaries, field local partners. Interviews with Procurement officers
		Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)?	Time to Delivery (TTD)	Interviews with PM, procurement officers and Beneficiaries	
		Was the freight forwarding timely and within budget? If no, please elaborate.			
		Was the customs clearance timely? How many days did it take?		Interviews with PMs, Government counterparts and beneficiaries	
		How long time did it take to get approval from the government on import duty exemption	Time to Government Clearance (TTGC)	Interviews with beneficiaries	
	<b>Roles and Responsibilities</b>	To what extent roles and responsibilities of the different stakeholders in the different	Level of clarity of roles and responsibilities	Procurement Manual Interview with PMs	Procurement related documents review Evaluation Reports

<sup>18</sup> These indicators are preliminary proposed here. They will be further defined and piloted during the Thematic Evaluation of UNIDO procurement process planned for 2015.



No.	Area	Evaluation Question	Indicators <sup>18</sup>	Data Source(s) For Country / Project Evaluations	Additional data Source(s) For Thematic Evaluation of procurement process in 2015.
		procurement stages are established, adequate and clear?			Survey to PMs, procurement officers, beneficiaries, field local partners. Interviews with Procurement officers
		To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders?		Procurement Manual Interview with PMs	
		How was responsibility for the customs clearance arranged? UNIDO FO? UNDP? Government? Other?		Procurement Manual Interview to PMs Interviews with local partners	
		To what extent were suppliers delivering products/ services as required?	Level of satisfaction with Suppliers	Interviews with PMs	
	<b>Costs</b>	Were the transportation costs reasonable and within budget. If no, please elaborate.		Interviews with PMs	Evaluation Reports Survey to PMs, procurement officers, beneficiaries, field local partners. Interviews with Procurement officers
		Were the procured goods/services within the expected/planned costs? If no, please elaborate	Costs vs budget	Interview with PMs	
	<b>Quality of Products</b>	To what extent the process provides adequate treatment to different types of procurement (e.g. by value, by		Interview with PMs	Evaluation Reports Survey to PMs, procurement officers, beneficiaries,

No.	Area	Evaluation Question	Indicators <sup>18</sup>	Data Source(s) For Country / Project Evaluations	Additional data Source(s) For Thematic Evaluation of procurement process in 2015.
		category, by exception...)			field local partners.
		To what extent were the procured goods of the expected/needed quality and quantity?.	Level of satisfaction with products/services	Survey to PMs and beneficiaries Observation in project site	Interviews with Procurement officers
	<b>Process / work-flow</b>	To what extent the procurement process is fit for purpose?	Level of satisfaction with the procurement process	Interviews with PMs, Government counterparts and beneficiaries	Procurement related documents review Evaluation Reports
		Which are the main bottlenecks / issues in the procurement process?		Interviews with PMs, Government counterparts and beneficiaries	Survey to PMs, procurement officers, beneficiaries, field local partners.
		Which part(s) of the procurement process can be streamlined or simplified?		Interview with PMs	Procurement related documents review Evaluation Reports Survey to PMs, procurement officers, beneficiaries, field local partners. Interviews with Procurement officers

## **Annex 2: Organizations visited and persons met**

### ***Inception Mission to UNIDO HQ 22 -23July 2014 (by International Consultant):***

#### Tuesday 22 July 2014:

- 10.25-11.25 Virpi Stucki, Project Manager of the TFGHA130049 project
- 11.30-12.00 Philippe Scholtes, Managing Director of AIT, PTC Director of the Agribusiness Development Branch
- 14.00-15.00 Noriko Takahashi, Project Manager of the LIR120459 project
- 15.15-15.45 Marlen Bakalli, Officer in Charge of the – Rural Entrepreneurship Development and Human Security Unit
- 16.00-17.00 Karin Margareta De Goys de Mezeyrac, Director of ODG/EVA
- 17.00-17.30 Matilda Muweme, Programme Officer in Africa Bureau responsible for Liberia
- 17.45-18.15 Zilha Pinjo, OiC of the Procurement Services Unit

#### Wednesday 23 July 2014:

- 09.30-10.00 Iva Bernhardt, Evaluation Consultant
- 10.00-11.00 Massoud Hedeshi, Evaluation Officer

### ***Field Mission to Liberia 28 July – 2 August, 2014 (by International and National Consultants):***

#### Monday 28 July 2014:

- 09.00-10.30 Peewee Culaton Viray, CTA
- 10.30-12.00 National Project Staff:
- Joseph S. Kwiwalazu, EDP Project Officer
- Munda Cuput, Project Civil Engineer
- J. Momo Johnson, Assistant Project Officer, skills Training
- 14.00-15.30 LRRC Officials:
- Cllr. Abia Gadegbeku Williams, Executive Director
- Kojoe N. Ross, Deputy Executive Director
- Jimmie T. Toe, Sr. Program Officer (assigned as direct counterpart to work with the project)
- 16.00-17.30 Liberia Returnee Network (LRN) Board:
- E. Tyrone Marshall, Executive Director
- Edith T. Hodge, Administrative Asst.
- Alexander Nyannepo, Finance Officer
- Rachel B. Collins, Board Member
- Constant C. Pee, Education Coordinator
- Emmanuel Nunneh, Agriculture Coord.
- Anthony Nimley, M & E
- Mona Peters, EDP Trainer/LRN
- Musu Sannoh, Office Assistant

Cornelus Weah, Chairman of the Board

Tuesday 29 July 2014:

10.00-12.00 Focus Group Discussion – EDP trainers:

17 Participants – of whom: 12 from LRN  
3 from LRRRC  
1 from Tohnlo Women and Youth  
1 from Mercy corp Liberia)

14.00-15.00 Monrovia Vocational Training center (MVTC):

David Payedoe, Acting Director  
Varney Roberts, Acting Deputy Director/Training  
Hannah K. J. Benjamin, Secretary/Focal Person to UNIDO Program/MVTC  
Danielette Hampton, Secretary/Secretary UNIDO Program

15.30-16.30 Tohnlo women and Youth Empowerment Training:

Annie Y. Woheel, Executive Director  
Saybah M. Wright, Administrator

17.00-18.00 Validation of initial findings:

Peewee Culaton Viray, CTA

Wednesday 30 July 2014:

09.30-10.30 Liberia Opportunities and Industrialization Center (LOIC):

W. Tolbo Weay, Monrovia Program Manager  
Marie Kolenky, Deputy Director

11.15-12.30 Business and Domestic Occupational Training Center (BDOTC):

Morris Kofa, Accountant/Project Coordinator  
Kaema J. Jones, Asst. Director  
Faiquen N. Gweh, Director

14.00-16.00 Focus Group Discussion – EDP trainees:

12 Participants (randomly selected from EDP Batch 3)

16.30-17.30 Focus Group Discussion – Zenith Self-help Group (formed by beneficiaries):

7 Participants (selected by Zenith Self-help Group)

Thursday 31 July 2014:

09.00-11.30 Returnee Reintegration Training Center (RRC), LRRRC, Johnsonville:

Munda Bill Cuput, Civil Engineer/UNIDO  
Roland King Zean, Site Planner/LRRC

13.00-15.00 Focus Group Discussion – Skills trainees (non-technical: baking, catering, hair care, beauty care, and sewing):

5 Participants (randomly selected from data base)

15.30-17.30 Focus Group Discussion – Skills trainees (technical):

7 Participants (randomly selected from data base)

18.00-19.00 Validation of findings – national project staff:

Joseph S. Kwiwalazu, EDP Project Officer, and J. Momo Johnson, Assistant Project Officer, skills Training

Friday 1 August 2014:

10.00-12.00 Focus Group Discussion – EDP trainees:

Cancelled due to emergency state announced by the President of Liberia.

10.00-12.00 Validation of findings - Peewee Culaton Viray, CTA

***Field Mission to Ghana 29 September – 3 October, 2014 (by International Consultant):***

Monday 29 September 2014:

08.00-09.30 National Vocational Training Institute (NVTI):

John Ocran, Commissioner, Head of Testing Department

10.00-11.00 Ghana Refugee Board:

Barbara (replacing Tetteh Padi, Programme Coordinator)

11.30-12.30 IOM:

Marielle Tra, Chief Operation Unit

14.00-15.30 UNHCR;

Aba Opoku Mensah, Assistant Durable Solution Officer

Edmund Quartey, Assistant Protection Officer

Tuesday 30 September 2014:

09.00-10.30 National Vocational Training Institute (NVTI):

Maxwell Zanu, Manager of NVTI Pilot Center

11.00-12.00 NADMO:

Gavivina Tamaklow, Camp Manager (Buduburam camp)

14.00-15.30 Embassy of Japan:

Noriaki Sadamoto, First Secretary (Chief of Economic Cooperation)

Yoshihiko Higuchi, First Secretary (in charge of Liberia matters)

16.00-17.30 Validation of findings:

Takaaki Miura, CTA

Wednesday 1 October 2014:

10.00-11.00 National Vocational Training Institute (NVTI):

Stephen Amponsah, Executive Director

12.00-13.30 AGREDS:

Joseph Wumbee, Executive Director

14.00-15.30 Focus Group Discussion – Directors/Executive Directors of training providing CBOs (in Buduburam camp):

Nancy NB Tarlue, Women of Destiny (WoD)

Kebbe Freeman, Women of Glory (WoG)

Josephine Bedell, Unique Charity

Fatu Sankey Morris, WEDO

Onikey K Livingstone, Peculiar Touch

Ma Jay J Zeo, Holistic Perfect Look

Elizabeth Deddeh, Harmony Disability Centre

15.30-16.30 Focus Group Discussion – Instructors (in Buduburam camp):

10 Participants – of which: 4 from AGREDS  
1 from Women of Destiny  
2 from Harmony Disability Centre  
1 from WEDO  
2 from Women of Glory

Thursday 2 October 2014:

10.00-11.00 Focus Group Discussion – Secretaries (in Buduburam camp):

8 Participants – one each from:  
Harmony Disability Centre  
Holistic Perfect  
Peculiar Touch  
Samvikos  
Unique Charity  
WEDO  
Women of Destiny  
Women of Glory

11.00-12.30 Focus Group Discussion – Trainees from AGREDS

10 Participants (randomly selected from data base)

12.30-14.00 Focus Group Discussion – Trainees from WEDO:

10 Participants (randomly selected from data base)

14.30-16.00 Focus Group Discussion – Trainees from Women of Glory:

10 Participants (randomly selected from data base)

Friday 3 October 2014:

10.00-11.30 Robert, Entrepreneurship Consultant (in Buduburam camp)

11.30-12.30 Manager of Buduburam camp

13.30-15.00 Validation of findings:

Takaaki Miura  
Kwame Asante  
Edem

***Focus Group Discussions by National Consultant in Monrovia, Liberia, 29 September–3 October 2014 (by National Consultant):***

Monday 29 September- Thursday 2 October:

Focus Group Discussions

3 groups with totally 18 trainees located in Monrovia  
(randomly selected from data base)

Individual Interviews by Phone

5 trainees located outside Monrovia  
(randomly selected from data base).

## Annex 3: Bibliography

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UNIDO (2013): *Project Document: Reintegration for Liberian Returnees through Skills Training and Job Creation*, Vienna.

UNIDO (2013): *Project Document: 'From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation', TF/GHA/130049*, Vienna.

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## Annex 4: Logical Framework (TF/GHA/130049)

**‘From Ghana to Liberia: Reintegration of Liberian refugees through multi-skills training for sustainable livelihoods and poverty alleviation’ (revised following inception mission)**

Results	Intervention logic	Objectively verifiable Indicators	Sources of verification	Assumptions
<b>Development goal</b>	Contribute to the efforts of Ghanaian Government aimed at (i) the reintegration of former refugees in Ghana and their families into life in Liberia and/or (ii) local integration of former refugees into the productive sectors of the society in Ghana	The amount of refugees that return to Liberia and their income levels  Income levels of refugees that opted for local integration and benefited from the training programmes	Surveys: beneficiary baseline and follow-up during the independent evaluation	Beneficiaries give correct information during the baseline surveys
<b>Immediate objective</b>	Provide former Liberian refugees and Ghanaian host communities with marketable skills for increased self-employment and income generation opportunities and sustainable livelihoods	Increased percentage of Liberians employed  Increased incomes among the target beneficiaries	Country statistics  Surveys (beneficiary baseline and follow-up during the independent evaluation)	The security situation remains supportive for the Liberian refugees to return to their country  Liberians who opted for local integration will be granted work permits in Ghana
<b>Outputs (results)</b>				
	Output 1: Target beneficiaries are mobilized and baseline survey carried out  Output 2: A minimum of 500 beneficiaries are provided with multi-skills and advanced skills training	# of beneficiaries mobilized out of which 50% women  # of beneficiaries trained # of curricula developed # of training programmes organized	Buduburam camp registration records  Graduation records Curricula developed Attendance records, course programmes	Sufficient number of refugees willing to return to Liberia will be mobilized  Sufficient training facilities exist in and around Buduburam

Results	Intervention logic	Objectively verifiable Indicators	Sources of verification	Assumptions
	Output 3: A minimum of 250 beneficiaries are provided with sustainable livelihood opportunities through job creation and start-up capital	# of micro-industries started # of micro-industries upgraded	Market surveys Surveys among the beneficiaries	camp that can be utilized by the project
<b>Activities</b>	<ul style="list-style-type: none"> <li>Developing marketable technical skills of the beneficiaries through non-formal product oriented training;</li> <li>Developing entrepreneurial skills to assist the beneficiaries in starting micro-scale industries and production units;</li> <li>Providing incentive packages for repatriation from Ghana to Liberia</li> </ul>	NA	NA	

**Logical Framework (TF/LIR120459): 'Reintegration for Liberian Returnees through Skills Training and Job Creation' (revised following inception mission)**

Results	Indicators	Means of verification	Assumptions & Risks
<b>Development Objective</b>			
To enhance socio-economic reintegration of Liberian returnees.	1) 400 graduates out of 600 trained in EDP and Skills training are engaged in productive activities using the skills obtained through training programmes and have managed to settle down into local communities; 30% of these are female	Baseline study/Survey  Tracer studies.	Political stability and security situation remain stable.  Macroeconomic situation and business environment remain favorable.
<b>Outcome</b>			
Employability of returnees and community residents in the job market increased and/or self-employment initiatives enhanced.	<ul style="list-style-type: none"> <li>• 100 trained beneficiaries have found jobs in paid employment upon completing of the technical and entrepreneurial skills training; 20% of whom are women</li> <li>• 300 trained beneficiaries have established their own businesses using the technical and entrepreneurial skills acquired from the training; 30% of whom are women</li> </ul>	Training completion and certification records.  Skills profiling and skills needs assessment report.  Training of trainers reports  Tracer studies  Monitoring reports  Mid-term and final evaluation reports.  .	Political stability and security situation remain stable.  Government's commitment towards the project remains strong.  Demand for marketable/employable skills does not change rapidly over time.  Availability of qualified training providers willing to cooperate and agree with project conditions.  Starter tool kits complete enough to help them start their business/livelihood in the absence of micro finance
<b>Outputs</b>			

Results	Indicators	Means of verification	Assumptions & Risks
<b>Development Objective</b>			
➤ Institutional capacities built to provide entrepreneurship and vocational training to returnees and community residents for employment or self-employment	<ul style="list-style-type: none"> <li>• 5 training provider institutions agree to work with the project</li> <li>• EDP Training Curricula with Training Guide adapted for Liberia</li> <li>• TOT on EDP conducted for 40 participants from the partner training providers and other project partners: 20% of the participants are women</li> <li>• 90% of the EDP trainers conducting EDP training in their respective institutions/associations</li> <li>• 10 targeted skills training curricula developed using the CBT approach and being taught to the returnees.</li> <li>• Equipment required for the training provided and used during the training programme</li> <li>• Center offering upgraded and rationalized services to the returnees</li> <li>• Data base programme on returnees operational and updated</li> <li>• Training facilities provided by the project had been installed/upgraded and used during the training programmes</li> <li>• 2 targeted skills training not of-</li> </ul>	<p>Tripartite agreement; letter agreement</p> <p>EDP Training Manual</p> <p>Training Report</p> <p>Tripartite agreement with the institutions</p> <p>Courses offered in the training institutions</p> <p>Curricula/training plans/materials</p> <p>Client intake forms</p> <p>Delivery and installation receipts of equipment and site inspection, Asset Inventory</p> <p>Strategic Business and Financial Sustainability Plan</p> <p>Data base generated report</p> <p>Subcontract agreements/purchase orders; Asset Inventory</p> <p>Curricula/training plan/materials</p>	<p>Political stability and security situation remain stable.</p> <p>Government's commitment towards the project remains strong.</p> <p>Demand for marketable/employable skills identified does not change rapidly over time.</p> <p>Availability of qualified training providers willing to cooperate and agree with project conditions</p> <p>Timely delivery of purchased equipment</p> <p>Returnees are settling in and around Monrovia.</p> <p>Continues budget support from the government for the operations of the Returnee Reintegration Center</p> <p>Returnees willing to join the network</p>

Results	Indicators	Means of verification	Assumptions & Risks
<b>Development Objective</b>			
	<p>ferred in other training institutions being offered by the Returnee Reintegration Center</p> <ul style="list-style-type: none"> <li>• Center staff conducting EDP training for the trainees of the center</li> <li>• Center conducting its core training activity on animal husbandry and crop production and settling the graduates of the training in other counties</li> <li>• Job Referral Services linked with the Bureau of National Employment</li> <li>• Liberia Returnee Network registered as a formal association and working closely with LRRRC in disseminating info to the returnees</li> <li>• Network establish self-help</li> <li>• activities among the returnees</li> </ul>	<p>Client training intake forms</p> <p>training Reports</p> <p>Tracer Studies</p> <p>Profiles of returnees submitted to the database of the Bureau of National Employment</p> <p>Articles of Incorporation and registration papers; meeting reports</p> <p>Project Development Plans</p>	
➤ Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services	<ul style="list-style-type: none"> <li>• A total of 600 people trained in EDP, 30% whom are women; 90% are returnees and 10% are from the local community</li> <li>• 300 people trained in targeted vocational skills and EDP training; 30% are women; 90% returnees and 10% are from the local community</li> <li>• 100 returnees have found a job</li> </ul>	<p>Trainee Intake Forms</p> <p>Tracer studies</p> <p>Monitoring reports</p> <p>training reports</p> <p>Field visits and interviews with the beneficiaries</p>	

Results	Indicators	Means of verification	Assumptions & Risks
<b>Development Objective</b>			
	through the referral services or job matching • 150 of those established their own business have been given mentoring services through the learning circles	Project Reports  Evaluation Reports	

### Activities

#### **Output 1: Institutional capacities built to provide vocational and entrepreneurship training to returnees and community residents in the project areas.**

- 1) Conduct rapid market needs assessment and skills profiling of the returnees
- 2) Develop/Refine/Adapt UNIDO EDP training programme to the Liberian context
- 3) Identify partner training providers, assess institutional capacities and agree on partnership modalities
- 4) Conduct EDP Training of Trainers
- 5) Develop market driven and targeted skills training curricula based on market needs and livelihood aspirations of the returnees including selection criteria and assessment tools
- 6) Provide small equipment support to conduct skills training
- 7) Disseminate information on the training programmes
- 8) Develop and install data base programme on returnees; train LRRRC staff to use the programme
- 9) Conduct Strategic Planning Workshop to institutionalize the Returnee Reintegration Center
- 10) Develop the business plan for the financial sustainability of the center
- 11) Develop targeted skills training not offered by training institutions in Montserrado
- 12) Provide equipment and facilities support
- 13) Conduct training on “Essentials of Managing an Association” for the Liberian Returnee Network
- 14) Assist the Network in planning and implementing self-help initiatives of the returnees

#### **Output 2: Liberian returnees and community residents in the project area trained with specific vocational and entrepreneurial skills and provided job matching or business mentoring services.**

- 15) Selection of trainees
- 16) Intake profile of trainees and conduct training programmes (EDP and skills training)
- 17) Update data base of the RRERS on the graduates of the training programmes and assist in job matching

18) Organize learning circles and provide mentoring services

**M&E and promotional activities:**

19) Develop project monitoring and evaluation tools (including compiling baseline data)

20) Monitor training programmes

21) Monitor performance of graduates

22) Produce PR materials including a project video

23) Evaluate the project

**Project closure: Clean up unliquidated obligations, hand-over/dispose project properties, close the project office, and prepare a terminal report.**

**Evaluation Framework**

Criteria/Issues	Questions	Indicators	Sources of Information	Data Collection /Analysis Methods
Relevance of objectives and ownership of project	Are the objectives of the project/programme consistent with UNIDO policies and strategies and UNIDO lessons learned?	- Objectives consistent with UNIDO policies and lessons learned	- UNIDO policies - Previous relevant evaluations	- Document review
	Are the objectives of the project/programme consistent with partner policies and priorities?	- Objectives consistent with partner policies and priorities	- Partner policies	- Document review
	Are the objectives of the project/programme consistent with target group needs and priorities?	- Target group needs being met	- Beneficiaries	- Focus Group Discussions - Interviews
	Who initiated and formulated the project?	Governments involved in formulation of project document	- Government counterpart - UNIDO Project Manager	- Interviews/meetings
Effectiveness: Output to Outcome	What have been the positive and negative outcomes in the target area since the beginning of the project programme?	- Increased percentage of Liberians (Ghanaians) employed	- Country statistics	- Review of statistics
	What have been the positive and negative outcomes for target beneficiaries since the beginning of the project/programme?	- Increased income among the target beneficiaries	- Beneficiaries	- Focus Group Discussions - On-site visits to beneficiaries (Ghana-Liberia project only)
	To what extent can these outcomes be attributed to the project/programme?	- Increased income among the target beneficiaries	- Beneficiaries	- Focus Group Discussions - On-site visits to beneficiaries (Ghana-Liberia Project only)



Criteria/Issues	Questions	Indicators	Sources of Information	Data Collection /Analysis Methods
	How should failure in bringing about intended outcomes be explained? Were the assumptions underpinning the project/programme not correct?	<ul style="list-style-type: none"> <li>- Project logic adequate</li> <li>- Assumptions realistic</li> </ul>	<ul style="list-style-type: none"> <li>- Project document narrative</li> <li>- Previous relevant evaluations</li> </ul>	<ul style="list-style-type: none"> <li>- Review of logical framework against project document narrative</li> <li>- Review of logical framework against lessons learned from previous evaluations</li> </ul>
Effectiveness: Outcome to Impact	What are the positive developments to which the project/programme is likely to contribute?	<p>Ghana-Liberia project only:</p> <ul style="list-style-type: none"> <li>- The amount of refugees that return to Liberia and their income levels</li> <li>- Income levels of refugees that opted for local integration and benefited from the training programmes</li> </ul> <p>Both projects:</p> <ul style="list-style-type: none"> <li>- # of graduates, who are self-reliant by being engaged in productive activities using the skills obtained through training programmes and manage to settle down into local communities</li> </ul>	<ul style="list-style-type: none"> <li>- Project data bases</li> <li>- Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>- Analysis of information in data bases</li> <li>- Focus Group Discussions</li> <li>- On-site beneficiary visits (Ghana-Liberia project only)</li> </ul>
	What are the actual or possible negative consequences of the project/programme?	<ul style="list-style-type: none"> <li>- Tension in the communities between returnees and non-returnees and/or between locally integrated and the communities (Ghana only)</li> </ul>	<ul style="list-style-type: none"> <li>- Beneficiary (returnees and non-returnees)</li> </ul>	<ul style="list-style-type: none"> <li>- Focus Group Discussions</li> <li>- On-site beneficiary visits (Ghana-Liberia project only)</li> </ul>

Criteria/Issues	Questions	Indicators	Sources of Information	Data Collection /Analysis Methods
Sustainability of benefits	What is the expected duration of the different project/programme benefits after project/programme completion?	- The positive developments above (from outcome to impact) are sustained	- As above (from outcome to impact)	
	What are the main risks to the expected sustainability of the benefits?	- Assumptions and risks assessment adequate	- Project document and logical framework - Government counterpart - Project Manager	- Document review - Discussions/Meetings
Efficiency (including procurement)	Were project funds available in a timely manner?	- Funds available in timely manner	- Field-based project management - UNIDO HQ Project Manager	- Discussions/briefings
	Was the quality and quantity of administrative and technical support by UNIDO HQ adequate and timely?	- Quality and quantity of administrative and technical support from UNIDO HQ was adequate and timely	- Field-based project management - UNIDO HQ Project Manager	- Discussions/meetings
	Was project monitoring and reporting adequate?	- Project monitoring and reporting was adequate	- Progress reports - Steering Committee Reports - UNIDO HQ Project Manager - Field-based project management	- Document review - Discussions/Meetings
Cost-effectiveness (inputs assessed in relation to outcomes)	Expenditure pattern as compared to budget?	- Budget use and transparency and justification of budget revisions	- Project monitoring and reporting - Financial reporting - Project management	- Document and financial statement review - Discussions/Meetings
Gender mainstreaming (these specific questions will be covered as an integral part of relevant issue above)	How was gender considered in project design?	- Gender analysis in project documents	- Project documents - Project databases (baselines)	- Document review - Analysis of project databases (baselines)

Criteria/Issues	Questions	Indicators	Sources of Information	Data Collection /Analysis Methods
	How has gender been considered in implementation?	- Gender disaggregated data available	- Project databases - Project reporting	- Analysis of project data-bases - Review of project reporting
	Have women and men benefitted equally from project interventions?	- Women and men benefitted equally from access to project opportunities and from project budget allocation	- Project databases - Project reporting - Financial reporting	- Analysis of project data-bases - Review of project reporting - Analysis of financial reporting
Complementarities and synergies between the two projects	Which complementarities and synergies were created between the two projects?	- Shared office and support staff - Management meetings and consultations (field and HQ) - Joint activities in implementation	- Project Management in field and HQ	- Discussions/Meetings
Lessons learned	Which are the lessons learned?	- Not known – will be evolving and follow from evaluation findings and assessment	- Evaluation findings	- Overall analysis of evaluation findings

## Annex 5: Interview Guidelines

### Focus Group Discussion with Beneficiaries Reintegration for Liberian Returnees through skills training and job creation

- **Location**

Name of independent evaluator(s):	Date:
Time at start of interview:	Name of community:
Class batch #:	Total number of beneficiaries in community:

- **Characteristics of FDG Participants**

#	Name*	Sex	Age	Literacy status	Marital status	Occupation

\*The names could be coded and identity of respondents kept confidential if the nature of information is sensitive and respondents prefer that way.

\*\*Confirm consent is obtained by ticking the box ☐

Thank you for coming to this Focus Group Discussion. This discussion with you has been organized to monitor the progress of the skills training and job creation program you are benefiting from. We will be asking you a few questions now. You are not required to provide sensitive and personal information to us but if you feel it is important for us to know, we will be happy to speak to you after this discussion. We would like to propose that all views shared in this meeting will not be shared outside by anybody.

#	Questions	Response of the FDG participants
1	<p>How do you and your families feel about this skills training and job creation project?</p> <p><b>Probe:</b></p> <ul style="list-style-type: none"> <li>• What were your conditions before and after your participation in this program?</li> <li>• How has it benefited your lives</li> <li>• Have you seen positive or negative changes the project has brought about? Give examples</li> <li>• Do you see the skills you have acquired to be useful to</li> </ul>	

#	Questions	Response of the FGD participants
	your life? Why?	
2	<p>Are there good things about this project that you want to share with us?</p> <p><b>Probe:</b></p> <ul style="list-style-type: none"> <li>➤ Are trainings offered on a regular and timely basis</li> <li>➤ How do you rate the training environment? Quality of trainers; teaching methodology;</li> <li>➤ Do you understand the training materials</li> </ul>	
3	<p>Are you now using knowledge acquired to generate some income for you and your families?</p> <p><b>Probe:</b></p> <ul style="list-style-type: none"> <li>➤ Are you earning more money than before your participation in this project?</li> <li>➤ What are some things that you spend your money on? (health, food, school, business, etc.)</li> <li>➤ Do you save some of your money? If yes, where: (bank, susu, etc.)</li> </ul>	
4	<p>Do you have child care facilities or training centers that look after your children (especially for baby mothers) during training hours?</p> <p><b>Probe:</b></p> <ul style="list-style-type: none"> <li>➤ How do you take care of your children during training hours?</li> <li>➤ What would you recommend to facilitate for mothers with young children to participate in trainings in future training projects?</li> </ul>	
5	<p>How would you evaluate different aspects of the training processes:</p> <ul style="list-style-type: none"> <li>➤ Training rooms spacious and materials are available</li> <li>➤ Training is interactive and hands-on</li> <li>➤ Training facilities are accessible</li> </ul>	
6	<p>What recommendations would you suggest to improve this project should it be replicated to different communities in the future?</p>	

Thank the participants for their time and participation

Time at end of interview:

Interviewer to summarize (on the same day after the interview):

Three key findings	1.
	2.
	3.
Three major challenges	1
	2

	3
Three key suggested action points	1
	2
	3