



# GHA/11/01/IBR - Technical Assistance for Capacity Building Support to the Ghana Social Opportunities Project (GSOP)

## Independent Evaluation Report

(May 2013)

<b>Project codes</b>	TC Symbol : GHA/11/01/IBR Project Code : M.250.09.127.040
<b>Project duration</b>	01/09/2011 – 31/08/2013
<b>Geographical coverage</b>	Ghana
<b>Donor</b>	Government of Ghana funded by IDA
<b>Budget</b>	USD 1,479,819.00
<b>Independent Evaluation</b>	May 2013 The evaluation addresses ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability
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## Executive Summary

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### ➔ **Background & Context**

The Ghana Social Opportunities Project (GSOP) funded by the International Development Agency (IDA), is located in the social protection sector with the aim to improve targeting in social protection spending; increase access to cash transfers nationwide; expand employment and cash-earning opportunities for the rural poor during the agricultural off-season; and improve economic and social infrastructure.

The International Labour Organisation (ILO) was asked to provide assistance to the project through the formulation of a labour intensive works policy and through capacity building of project stakeholders involved in the LIPW Component. A partnership agreement was signed between GoG and ILO in 1<sup>st</sup> April 2011. ILO's TA activities commenced in September 2011, 12 months after commencement of the GSOP.

The main aim of the Capacity Building (CB) component of GSOP is to create capacity at the national and local levels and implement the project in forty-nine (49) selected districts, thereby strengthening the Government's decentralization programme to enable the strategy to be scaled-up nationwide. This was to be achieved through the following objectives:

1. Strengthening KTC's capacity to cater for the demand for training within the Project (GSOP).
2. Formulating a National Policy for Labour-Intensive Public Works (LIPW).

### ➔ **Evaluation Purpose, Scope and Clients**

The TOR for the evaluation mission specifies the Purpose as follows:

- i) Give an independent assessment of progress to date (May 2013) of the project; assessing performance as per the foreseen targets and indicators of achievement;
- ii) Provide strategic and operational recommendations as well as highlight lessons learned and approaches to sustain the achievements of project results.

As per the TOR the independent evaluation covers all outcomes of the Technical Assistance (TA) for the ILO's CB Support to the GSOP. The evaluation assesses all key outputs that have been achieved since the start of the project and the capacity building efforts made at all levels.

The primary clients of the evaluation are the Government of Ghana as beneficiary of this assistance, project stakeholders and constituent, including the ILO, IDA and most importantly the concerned communities.

In this respect the evaluation attempts to provide a critical viewpoint to eventually develop recommendations that support i) increasing the degree of meaningful employment creation in the long run, and ii) constructing and maintaining long-lasting quality rural infrastructure.

### ➔ **Evaluation Methodology**

The evaluation has been carried out in principle through a participatory approach through desk review of project documentation, interviews and discussions with stakeholders, site visits, evaluation workshop with KTC staff, consultation workshop with implementation partners and sharing the evaluation workshop with all stakeholders for comments and contributions.

### ➔ **Main Findings**

#### **Relevance and Strategic Fit**

- Capacity building through training of all persons involved in project work is the major initiator for mainstreaming the innovative technology that creates significant and meaningful employment opportunities (→ GSOP created nearly 760,000 worker-days, 3 LI Guides for Practitioners developed, 755 persons trained).
- The CB component of the GSOP with support from the ILO supports the strategy through training of different actors involved in implementation including community members on implementation of LIPW.

- **The formulation and enactment of the LIPW Policy is the fundamental condition for sustainable LI work methods in Ghana. As such it is considered a major achievement in a very short time by the by the GoG!**
- **The training component of the CB project is the main contributor for enabling effective GSOP operations on the ground.**

#### **Validity of Design**

- Due to the evolving nature of GSOP and its objective to improve targeting in social protection spending, increase access to cash transfers nationwide, and expand employment and cash-earning opportunities for the rural poor during the agricultural off-season, the capacity building project became a reactionary training approach with a 'crush' implementation programme.
- The training design did not sufficiently consider the required consequences of the proposed training approach.
- The expected result and the outcome indicators are not sufficiently clear and detailed enough to actually monitor and validate the capacity building targets and actual outcomes that would be relevant with regards to the identified project activities. The project applies a demand driven approach with therefore evolving training activities and thus it was not possible to define accurate indicators during the planning stage of the project.
- It has become obvious to all partners that more and extended support is required to i) satisfy the needs of GSOP, and ii) to develop the capacity of KTC to become a centre of excellence.
- Detailed Trainings Needs Analysis (TNA) could not be carried out prior to the training programme planning due to the immediate requirement of training inputs by GSOP.
- The training approach for contractors to become able LIPW contracting firms is insufficient and the expected impact from the field trainers and coaches is missing.
- The available training capacity of KTC together with the ILO TA for GSOP LIPW is insufficient for a large-scale project.
- **GSOP with the ILO implemented capacity building component provides an ideal starting platform to re-establish KTC.**

#### **Project Effectiveness**

##### ***Achievements:***

- **Fundamental and substantial results have been achieved in the relatively short period of time since the ILO TA started operations for the CB component.**
- There is a predominant appreciation of the training received by all cadres and participants. The quantity of training delivered is significantly above the original targets.
- The capacity at District level to manage LI projects has been appreciably enhanced and a sustainable level of awareness of LI approach has been created.
- The communities' involvement in the project and level of awareness and appreciation of the LI work approach and its benefits have been considerably increased.
- The transfer of skills to communities contributes to an increased capacity of local/village-based maintenance.
- The capacity of local small-scale Contractors to carry out LI work contracts has been improved.
- The project provides the opportunity for a wide audience on LI technology training and as such is a more integrated approach for public infrastructure in general.
- The DFR's effort to revamp the LI technology through the participation as a main actor in GSOP training and work implementation has been given a boost.
- The LI Guides have been developed in close collaboration with the relevant line agencies (DFR and GIDA) as well as with two KNUST Faculties. The result is a very well documented and comprehensive set of Guidelines.
- The training programme (under component 4) with its focus on skill development provides a real opportunity for poor community members to take up economic activities.

- **The TA support has been appreciated by all project stakeholders and is evident from the achieved outputs.**

#### ***Overall GSOP Challenges:***

- Standards appropriate for LI work implementation are not sufficiently developed/specified and mainstreamed.
- The bidding and contract documents currently in use are not yet appropriate for LI contract works.
- The capacity to design road and dam projects, prepare bidding and contract documents as well as supervising contract works is still weak and Contracts are poorly managed at district level.
- Supervision on site by the Client-Supervisors is weak.
- Approval of works by Regional Coordinators (GSOP), line agency engineers and district engineers also appears to be without sufficient understanding of the required quality standards and LI work methods.
- Appropriate work and contract management by contractors on site is in most cases lacking.
- Handtools for LI works are partly lacking or are inappropriate and measuring and quality control equipment are rarely seen on site.
- **One of the most challenging technical issues is the lack of proper compaction.**

#### ***Training Related Challenges:***

- The selection criteria for trainees were not necessarily based on minimal educational requirements, work experience and defined job-descriptions. The selection was carried out by GSOP and KTC was not directly involved.
- The crash-training programme (due to the demand driven project approach) led to overcrowded classes with high numbers of participants.
- A structured follow-up by the guest trainers (resource persons) has not been adequate due to various reasons. KTC does not have its own cadre of permanent trainers / instructors.
- KTC does not have its own model/training site where practical exercises can be carried out and demonstrations organised.

#### ***Efficiency of Resource Use***

- With respect to achieving the expected results and within the given demand driven framework, the resources have been very well allocated.
- The project has been following the original activity list as stipulated in the Agreement. Establishing annual work plans and actually implementing them has not been possible, as the GSOP implementation process requires continuous adaptations to respond to changing demands.
- With respect to the ILO TA component the project expenditures are within the budgetary limits and the funds have been used very efficiently and well targeted.

#### ***Effectiveness of Management Arrangements***

- Under the current circumstances the project's reporting and monitoring system and reporting routine are considered elaborative and sufficient.
- The ILO management back-up support is important and indispensable. The limited financial authority of the CTA is considered insufficient for efficient operations.
- **The collaboration among all partners involved in the training development and delivery has been exemplary.**
- One of the obvious strong elements of the GSOP is the effective inclusion and participation of communities.

#### ***Impact Orientation and Sustainability***

- The Draft LIPW Policy Framework was completed last year and will soon be forwarded for Cabinet approval.
- For KTC to become a fully capacitated and effective national training institution with a potential international outreach the strategy in terms of what is desired is obviously in place. The Principal

of KTC and the ILO CTA are now preparing plans for continued and concentrated support based on a clear understanding what the development path should be.

## ➔ **Conclusions and Recommendations**

### **Conclusions:**

#### **Relevance and strategic fit**

- The successful formulation of the LIPW Policy Framework by GoG was triggered by the ILO TA component and is a fundamental achievement to mainstreaming LIPW on a national scale.
- The support for developing a sustainable LI training capacity at KTC is an essential contribution to the operationalization of the LIPW Policy Framework.

#### **Validity of design**

- Although the delivered training has been a 'reactive crash-programme' (the ILO TA component only became effective in September 2011, almost one year after commencement of GSOP) and had to be delivered before sufficient training capacity was achieved, it has still managed to create a wide-ranging starting platform of positive awareness and motivation for the adoption of LI work methods at local and national levels.

#### **Project effectiveness**

- The training programme significantly supports the GSOP in terms of enabling cash transfer through meaningful employment creation and construction of rural infrastructure.
- The new Guidelines for Practitioners for roads, dams and climate change are comprehensive and will be very useful for a replication of the project/approach. As such they are also important instruments for the operationalization of the LIPW Policy Framework.

#### **Efficiency of resource use**

- The resources have been well allocated and managed in respect of achieving the expected results and considering the given demand driven approach.

#### **Effectiveness of management arrangements**

- The collaboration with the various project partners has been exceptionally good and fruitful.
- Active community participation, community awareness about LIPW opportunities and skill transfer through training is evident.

#### **Impact orientation and sustainability**

- In general much has been achieved in a relatively short period of time. This provides an excellent platform for further developments and mainstreaming LIPW approaches in Ghana.

### **Recommendations for immediate TA follow up (before Dec 3013) :**

1. It will be important to now provide high quality training to further enhance the competency level of all involved actors. This should immediately start with refresher training for supervisors and contractor staff currently operating.
2. For the remaining period of the ILO's TA input (till end Dec 13) the following priority activities are recommended:
  - Carry out the planned courses for climate change projects
  - Carry out 6 refresher (problem-oriented) courses in selected regions for Client and Contractor Supervisors plus coaches (each two weeks)
  - Finalise the L.I. practitioner guides
  - Assist the Principal in developing a project proposal to further strengthen KTC
  - Prepare final project report
3. It is strongly recommended to also train Contractors/MDs in LI technical matters, work management, contract management and business management.
4. DFR and other line agency staff who are involved in LIPW must receive thorough orientation training.
5. KTC to further strengthen and institutionalise collaboration with KNUST. It is also suggested for KTC to consider a more 'mobile training approach' and to develop the respective capacity for it.

Retain the two local ILO training engineers at KTC.

**Recommendations for KTC support project (past Dec 2013):**

6. It is strongly recommended to continue supporting the development of KTC to becoming a centre of excellence for LIPW training. Model training sites for roads and dams at KTC are a must.

**Recommendations for follow-up by GSOP**

7. Develop a concept for road and dam maintenance including the necessary management systems applicable for use by LI methods at local level.
8. To further develop the DAs to be able to manage LIPW it is recommended to assemble a 'District toolkit' containing all standard documentation and simple testing and control equipment coupled with appropriate training.
9. It is strongly recommended to urgently review the contract documents for road and dam works to align them with LI construction methods and management requirements of small-scale contractors, DAs' contract management capacity and legally sound contract requirements.
10. It is strongly recommended to develop and introduce a tailor-made LI-friendly Quality Assurance system.
11. Provide through the project adequate compaction equipment, e.g. plant hire pool at Regional level.
12. Establish at each district/region a pool of qualified and certified Site Supervisors from which contractors can hire.

**➔ Important Lessons Learned and Good Practices**

1. GSOP as a social protection project using a multi-sector LIPW approach shows adequate substance to generate a national labour-intensive police framework that receives political and public ownership.
2. Effective collaboration with all partners in a large-scale project like GSOP pays out not only for managing the project but also for training.

*The well-managed and effective collaboration in the GSOP demonstrates good practice in achieving common goals in a large-scale and multi-sector programme.*

3. Active community participation is a cornerstone of GSOP and shows good results.
4. Although GSOP is conceived as a cash transfer project contributing to overcome extreme poverty within the project period, good quality infrastructure in the long term is an even more important factor to enhance the livelihood of the concerned communities.
5. The evaluation has clearly demonstrated that only planned and well-prepared training by sufficient and professional trainers can achieve the desired training effects.
6. For LIPW operations well-developed LI work standards and methods, appropriate contract documentation, good supervision and appropriate quality control measures are indispensable success factors.
7. The commitment demonstrated by the originating Ministry of Employment and Labour Relations and the participating stakeholders in developing the LIPW Policy has achieved an excellent result and as such is the fundamental condition for sustainable LI work methods for public infrastructure in Ghana.
8. The successful formulation of the LIPW Policy Framework by GoG was triggered by the ILO Capacity Building component and demonstrates good practice.

The District Chief Executive said:

*"The GSOP is not only here as project for earning money, but the infrastructure remains and is owned by the community!"*



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# Acknowledgement

The evaluation of the ILO Capacity Building Component of GSOP has been a participatory process and thus thanks goes to all GSOP implementation partners involved. Their contributions have greatly supported the evaluation process. The discussions held were always open, fair and oriented towards achieving improvements.

Particular thanks go to the ILO CTA Htun Hlaing and his team, the Principal KTC Ernest Kwame Obeng, GSOP management team for facilitating the evaluation and the ILO support team for their valuable inputs and guidance.

Andreas Beusch, Chur 31 May 2013

# Acronyms

CB	Capacity Building
CBO	Community Based Organization
CTA	Chief Technical Advisor
DAs	District Assemblies
DCP	Dynamic Cone Penetrometer
DFR	Department of Feeder Roads
DSW	Department of Social Welfare
DWCP	Decent Works Country Programme
GIDA	Ghana Irrigation Development Authority
GoG	Government of Ghana
GSGDA	Medium Term Development Framework, Ghana Shared Growth Development Agenda
GSOP	Ghana Social Opportunities Project
IDA	International Development Agency
ILO	International Labour Organization
KTC	Koforidua Training Centre
KNUST	Kwame Nkrumah University of Science and Technology
LABCA	Labour-based Contractors Association
LB	Labour Based
LI	Labour Intensive
LIPW	Labour Intensive Public Works
LEAP	Livelihood Empowerment Against Poverty
MD	Managing Director
MELR	Ministry of Employment and Labour Relations
MESW	Ministry of Employment and Social Welfare
MLGRD	Ministry of Local Government and Rural Development
MRH	Ministry of Roads and Highways
TA	Technical Assistance
TNA	Training Needs Analysis
TOR	Terms of Reference
USD	United States Dollar
WB	The World Bank

# 1 Description of the Project

## 1.1 Project Background

The Government of Ghana (GoG) has secured a loan from the World Bank (WB) to support its initiative to i) improving targeting in social protection spending, ii) increased access to cash transfers nationwide and iii) expanding employment and cash-earning opportunities for the rural poor. The five-year initiative is funded by the loan from the WB with an overall allocation of about USD 90 million and has five components (see components below).

The Ghana Social Opportunities Project (GSOP) funded by the International Development Agency (IDA), is located in the social protection sector with the aim to improve targeting in social protection spending; increase access to cash transfers nationwide; expand employment and cash-earning opportunities for the rural poor during the agricultural off-season; and improve economic and social infrastructure.

The overall GSOP cost is estimated at USD 89.1 million (USD 88.6 million from IDA and USD 0.5 million from Government of Ghana). The Ministry of Local Government and Rural Development (MLGRD) has the overall responsibility for the project implementation. GSOP is a five-year project that attained effectiveness on October 2010. The GSOP comprises of five (5) components as follows:

1. Rationalization of National Social Protection Spending (USD 2.5 million);
2. Labour Intensive Public Works (LIPW) (USD 56 million);
3. Livelihood Empowerment Against Poverty Programme (LEAP) (USD 20 million);
4. Capacity Building (USD 4.1 million); and
5. Project Management and Coordination (USD 6.5 million).

The International Labour Organisation (ILO) was asked to provide assistance to the project through the formulation of a labour intensive public works policy and through capacity building of project stakeholders involved in the LIPW Component.

A partnership agreement was signed between GoG and ILO on 1<sup>st</sup> April 2011. ILO's TA activities commenced in September 2011, 12 months after commencement of the GSOP.

The International Labour Organisation intervention falls under the capacity building (CB) component – Capacity Building to Labour Intensive Public Works. As per the Agreement between GoG and the ILO, the ILO CB component is planned to be implemented over two years (2011 – 2013) at a cost of USD 1,479,819 million.

Table 1

<b>Project codes</b>	TC Symbol : GHA1101MIBR Project Code : M.250.09.127.040
<b>Project duration</b>	01/09/2011 – 31/08/2013
<b>Geographical coverage</b>	Ghana
<b>Donor</b>	Government of Ghana funded by IDA
<b>Budget</b>	USD 1,479,819.00

Before the partnership agreement was signed by the GoG and the ILO, a mission was undertaken in September 2010 to define better the services requested by the GSOP. The main conclusions and recommendations of the mission that are reflected in the partnership agreement are as follows:

### **Conclusion 1 - Policy a prerequisite**

The past has clearly shown that there is a need for a policy on labour-based public works in Ghana. Unanimously, all stakeholders consulted realise the need for such a policy should the government's drive of creating employment and empowering the rural areas be effective.

### **Recommendation 1**

Support to Ministry of Employment and Social Welfare to form a task force group to drive the drafting of the policy. The ILO, with its vast experience of such work, is an ideal partner as it has a vast portfolio covering the fields of such policy.

## **Conclusion 2 - Building capacity**

There is a huge imbalance in the demand for and supply of training. Both the public and the private sectors are in need of training as the capacities are low in the field of labour intensive approaches. The project's identified training provider, Koforidua Training Centre, is, however, currently not geared-up to meet this demand, as the project has a much wider scope of the application of labour intensive approaches to public works than the roads related training on offer from the centre.

## **Recommendation 2**

There is a need to fast-track the training and for this technical assistance is needed to cater for:

- A shift in training from the more traditional way of undertaking training from the class-room to the field - to more "live" training using coaches and field trainers at the work sites applying the "learning-by-doing" approach.
- An expansion of the application of labour intensive works into fields such as watershed management, which includes land soil conservation, irrigation, tree planting, dams
- Environmental and social safeguards

During the formulation of the ILO's Capacity Building (CB) component (Sep 2010), it was estimated that the need of people to be trained was as followed:

Table 2

Total number of persons to be trained	
Recipients of training	No.
Field trainers	20
Coaches	10
Implementing client and project staff	250
Clients' planners and monitoring staff	30
Consultants - engineers	20
Consultants - technicians	20
Contractors - technicians	20
Contractors - engineers/managers	20
CBOs- project related staff	200
<b>TOTAL</b>	<b>590</b>
<b>Rounded figure</b>	<b>600</b>

This is a huge number of people to be trained within a relatively short period of time available, especially also since there are a number of different courses needed in various fields. Moreover, it was assessed that some courses may preferably be broken up into suitable and appropriate modules so that execution of project activities would not be held up due to training. It should also be noted that **training was to be staged based on project demand and figures in the above table are indicative only.**

GSOP, similar to other major projects in this category of LIPW (contributing to Social Protection), implemented in various countries such as India, Ethiopia, South Africa etc. are in fact demand-driven projects and training needs are evolving during implementation, which is not an ideal situation for planning and conducting effective trainings.

## **1.2 The ILO Technical Assistance Component for Capacity Building**

### **1.2.1 Objectives**

As described in the GoG – ILO Agreement the **Objectives of the project** are:

The input serves to strengthen the capacity of the Koforidua Training Centre (KTC) to enable it to cater for the demand for training within the project. The long-term objective of developing KTC should be to have an expanded repertoire of labour intensive works training on offer, and training of excellent quality catering for the entire country and also attracting regional interest.

The main aim of the Capacity Building component of GSOP is to create capacity at the national and local levels to implement the project in forty-nine (49) selected districts and thereby strengthening the Government's decentralization programme to enable the strategy to be scaled-up nationwide. This was to be achieved through the following objectives:

3. **Strengthening KTC's capacity** to cater for the demand for training within the Project (GSOP).
4. **Formulating a National Policy** for Labour-Intensive Public Works (LIPW).

*Note: The Ministry of Employment and Labour Relations (formally known as Ministry of Employment and Social Welfare) has taken full responsibility of this after the initial preliminary work carried out by the ILO. As a result this objective has been removed from ILO's tasks.)*

The ILO is also responsible for enhancing the capacity of the staff of public and private stakeholders in Labour-Intensive Public Works.

### 1.2.2 Expected Outcome

The project objective is pursued through the following **Main Outcome**:

**Koforidua Training Centre's capacity is strengthened** to enable it to cater for the demand for training within the project in the fields of feeder road rehabilitation, small earth dams and dugouts rehabilitation, integrated watershed management and climate change adaptation activities using labour intensive work methods and knowledge development in the area of environmental protection.

### 1.2.3 Linkage to the Decent Work Country Programme

The project supports the realization of the following DWCP outcome (Draft Ghana Decent Work Country Programme II 2011-2014):

→ Outcome 1.5: More jobs created through Labour-Intensive Public Works

### 1.2.4 Project Management Arrangements

The project is managed by an International Chief Technical Advisor (CTA) based in the project office in Koforidua and reports to the Director of the ILO office in Abuja. The CTA is the principal staff responsible for Programme implementation, supervising staff, allocating programme budgets, preparing progress reports and maintaining programme relations with institutional partners. He is also responsible for elaborating the final programme document and gathering supporting information and developing preliminary work plans.

The CTA works in very close collaboration with the GSOP Project Unit and is supported by two National Training Engineers (ILO) based in the project office in Koforidua. The project is technically backstopped by the EIIP Senior Technical Expert based in the ILO Regional Office for Africa at Addis-Ababa in Ethiopia and the Senior Technical Adviser based in the EIIP Department of ILO Geneva (EMP/INVEST).

## **2 Purpose, Scope and Clients of the Evaluation**

### **2.1 Rational for Evaluation**

The overall objective of the independent evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the remaining project duration.

The evaluation mission has been cautioned to take into consideration the evolving nature of GSOP and therefore specifically tailored approach to capacity building through the ILO support.

The independent evaluation of this ILO CB component is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice.

### **2.2 Purpose of the Evaluation**

The TOR for the evaluation mission specifies the Purpose as follows:

1. Give an independent assessment of progress to date (May 2013) of the ILO's CB Support to the GSOP project; assessing performance as per the foreseen targets and indicators of achievement;
2. Provide strategic and operational recommendations as well as highlight lessons learned and approaches to sustain the achievements of project results.

In particular, the evaluation makes recommendations regarding:

- Progress made towards achieving the project outcomes
- How to ensure the achievement of all results (outputs and outcomes) within the project period
- Internal and external factors that influence the speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

*(The particular evaluation criteria and questions are presented in the TOR Section 4, Annex I.)*

### **2.3 Scope of the Evaluation**

As per the TOR the independent evaluation covers all outcomes of the TA for the ILO's CB Support to the GSOP. The evaluation assesses all key outputs that have been achieved since the start of the project (September 2011 to May 2013) and the capacity building efforts made at all levels.

### **2.4 Clients of the Evaluation**

The primary clients of the evaluation are the Government of Ghana as beneficiary of this assistance, project stakeholders and constituents, the ILO as implementing agency and IDA as the funding agency that will benefit from the lessons learned. Participating ILO offices, staff involved in the implementation of this initiative (CO Abuja, Regional Office for Africa and ILO departments at HQ, first and foremost EMP/INVEST).

It is the evaluators strong opinion that the concerned communities involved in the GSOP are to be in the focus, as they are the main beneficiaries and thus that this evaluation may contribute to a better livelihood

of those who most need it. In this respect the evaluation attempts to provide a critical viewpoint to eventually develop recommendations that support i) **increasing the degree of meaningful employment creation in the long run, and ii) constructing and maintaining long-lasting quality rural infrastructure.**

### 3 Methodology

The evaluation has been carried out in principle through a participatory approach by involving all key-partners involved in the implementation of the GSOP, including project partners (line departments) of GoG, the World Bank Representative in Ghana, GSOP Project Management and Regional Staff, ILO TA project staff and ILO representatives, DA representatives with their staff, concerned communities, private construction contractors with their staff, KTC with staff and KNUST Departments.

The evaluation has been carried out through a stepwise approach:

- a. Desk review of background and project specific documentation,
- b. Interviews and discussions with relevant ILO staff and stakeholders (in Accra and Kumasi),
- c. Site visits to on-going projects in Bolgatanga and Tamale with problem-oriented discussions and exchange of views and ideas at project implementation level,
- d. Evaluation workshop with KTC on achievements, challenges and future developments (minutes see Annex III),
- e. Analysis of results from above findings,
- f. Consultation workshop with key implementation partners; presentation of findings, discussion, comments and conclusion (minutes see Annex IV), and
- g. Report drafting and distribution for comments

The preliminary discussions (b. above) were mainly meant to establish overall project facts, opinions and expectations and thus were important inputs for the evaluation mission to receive a clear picture of the project's framework conditions. The site visits to construction and training sites (c. above) provided first-hand checks on actual operations and performance and were utilised to review the physical project conditions, achievements and challenges on the ground as well as to exchange views and information with the people who implement the project in the Districts. (A list of 'People Met' is attached in Annex II).

The site visits also enabled the mission to interact with involved community members. A review of curricula, training plans, training material and reports plus workshop-discussions with KTC staff (d. above) allowed for a thorough analysis of status and quality of the training and to formulate the way ahead.

The external evaluator carried out the evaluation mission and was accompanied and supported by the ILO CTA and the GSOP Regional Office team members (for field visits).

The degree of participation by all partners is highly appreciated; opinions were freely voiced and all required information spontaneously and fully provided.



## 4 Evaluation Findings

### 4.1 Evaluation Framework

The principal evaluation questions as detailed in the TOR are related to the two main services to be provided by the ILO:

- a) Support to the development of a policy on labour-based public works in Ghana and
- b) Building capacity to enhance the training provided by KTC and training of stakeholders involved in the LIPW Component of GSOP.

The evaluation was carried out with the aim of answering the key issues as detailed in the TOR under the following evaluation criteria:

1. Relevance and strategic fit
2. Validity of design
3. Project effectiveness
4. Efficiency of resource use
5. Effectiveness of management arrangements
6. Impact orientation and sustainability

### 4.2 Relevance and Strategic Fit

The findings for the following key questions are:

1. *Is the project relevant in supporting the GoG's policy to provide gainful employment opportunities to the citizenry as enshrined in the Medium Term Development Framework, Ghana Shared Growth Development Agenda (GSGDA)?*

The GSGDA (2010-2013) is the medium-term policy-framework responds to the context of the Better Ghana Agenda. The "Better Ghana Agenda" encompasses, various economic goals of among others:

- Ensuring environmental sustainability in the use of natural resources through science, technology and innovation;
- Pursuing an employment-led economic growth strategy that will appropriately link agriculture to industry, particularly manufacturing;

The GSOP is a direct contributing project to both of these goals. Although GSOP is a project with a time horizon of only 5 years, its outreach in terms of being active in 49 of the poorer districts and with its multi-sector approach for LIPW it is an ideal pilot project for national replication. GSOP is not only creating meaningful employment, but also contributes to environmental sustainability through the use of locally available resources and innovating appropriate technologies for LIPW.

Capacity building through training (ILO TA component) of all persons involved in project work is the major initiator for mainstreaming the innovative technology that creates significant and meaningful employment opportunities.

This is evident by three major achievements:

- i.) Since the start of physical works in September 2011 until March 2013 (18 months) GSOP has already created nearly 760,000 worker-days of meaningful employment (equivalent to about 2,300 full-time jobs for the duration by assuming 220 working days per year).
- ii.) Three comprehensive Guidelines for Practitioners (roads, dams and climate change) with innovative LI technology and work approaches have been developed and are being used for training.
- iii.) 755 persons have received training as part of the capacity building efforts.

2. *Is the capacity building (CB) component implemented by the ILO relevant for the National Strategy for Social Protection?*

The National Social Protection Strategy (NSPS) together with the Ghana Poverty Reduction Strategy (GPRS) are the two key GoG strategies aiming to ameliorate the situation of vulnerable groups in Ghana.

The Livelihood Empowerment Against Poverty (LEAP) Social Grant Scheme is a (measure) programme of Ghana's Ministry of Manpower, Youth and Employment (MMYE) which is supposed to decrease the poverty in Ghana and to provide a better life for the Ghanaian population. It started as a 5-year-pilot programme from 2008 to 2012.

The CB component of the GSOP with support from the ILO, supports the strategy through training of community members in LIPW. As such it provides opportunities for meaningful employment, skill transfer and community participation in infrastructure development in poor rural areas. The project, and as such the training, does not directly address the most vulnerable of society, e.g. orphan/ vulnerable children, people over 65 years and people with disabilities, but by providing CB to the communities coupled with employment opportunities the vulnerable group may also be indirectly supported through a general better economic situation and improved public infrastructure.

3. *Does the policy framework for Labour-Intensive Public Works that was prepared in the 2nd half of 2011 by MESW fits well with the national priorities in terms of employment/social protection?*

The sub-component 'formulation of a national policy for LIPW' was originally part of the ILO's responsibility. After the first fact-finding and consultation exercise by an ILO expert together with the then Ministry of Employment and Social Welfare (MESW), the Ministry of Employment and Labour Relations (MELR) took over full responsibility for the development of the LIPW Policy Framework. The formulation exercise was carried out by a technical policy formulation team in collaboration with all concerned stakeholders including Regional Ministers, District Chief Executives, traditional/opinion leaders, youth groups, line agencies and others.

This broad-based consultative approach facilitated the development of a very comprehensive and integrated policy that is not only owned by the originating Ministry but by all partners in this process.

The draft policy paper is an ideal example of how employment and social protection issues can be accommodated in a national policy framework to stimulate and enable local economic growth and development through the application of LI techniques and optimum use of locally available resources.

The policy paper is now at an advanced stage of the endorsement process and will soon be forwarded to the Cabinet for approval and enactment.

➔ The formulation and enactment of the LIPW Policy is the fundamental condition for sustainable LI work methods in Ghana. As such it is considered a major achievement in a very short time by the GoG!

4. *Is the CB project relevant to the achievements of the outcomes in GSOP, in particular the LIWP?*

The training component of the CB project is the main contributor for enabling effective GSOP operations on the ground. The training programme is demand based and as such meant to directly capacitate all levels of project personnel in the application of LIPW methods and activities.

Besides carrying out training LIPW work methods, standards and management systems have been developed through the CB component. This is evident by the fact that the Guidelines for Practitioners for roads, dams and climate change have been developed under the ILO TA component, which are the base for LIPW project design and implementation.

### 4.3 Validity of Design

The findings for the following key questions are:

1. *Has the design of the CB project taken sufficiently into consideration the huge needs in terms of training?*

By answering the above questions it is important to have a common understanding of what is required to make a CB (training) project effective. These prerequisites are fundamental for appropriately designing training for proficiency and adult education.

Establishing the enabling conditions for effective and efficient training delivery and training impact for the GSOP, based on ILO experiences in many other projects, is required for an objective and relevant identification of the training results and impacts. Also the current project framework conditions need to be considered for an impartial assessment.

In general the results and the impact of a training programme may be assessed keeping in mind that:

*'Education and training alone do not guarantee performance but are prerequisites'*

In other words for a training programme as the main vehicle for effective capacity building in the GSOP the following prerequisites would have to be in place:

- Well prepared Training Needs Analysis (TNA) consisting of:
  - identified target groups and numbers,
  - established job-profiles and agreed job descriptions,
  - defined and agreed (training) entry and expected end competency levels.
- Developed and agreed overall training plan in response to the TNA requirements in terms of training content, duration, organisation, and methodology. This would include the overall training curriculum, course programmes, training material, assessment method as well as the certification and training monitoring and evaluation systems.
- Agreed and approved construction and labour-management standards tailored to suit labour-intensive (LI) work methods for the construction sector.
- Agreed and approved standard contract documentation tailored to suit LI work methods and locally based small-scale contractors as well as the DA's contract management capacity.
- Availability of sufficient well capacitated trainers, both guest lecturers and full-time instructors.
- Availability of well managed model-training sites for road and dam works including all required tools and equipment.
- Provision for sufficient and capacitated mentorship during at least the first contract.

In order to ensure that all these conditions fully apply, a project would have to have sufficient time and resources at hand to carry out all the required preparations, test all systems and establish the necessary arrangements at all project levels. However, this might remain a rather theoretical assumption. In practice the situation is usually different as training is part of an evolving development process and thus contributes to the development of systems, standards and work procedures. In addition the given time frame as well as resources at hand may not allow for a holistic approach and thus 'limiting factors' need to be taken into account.

The objective of GSOP is to improve targeting in social protection spending, increase access to cash transfers nationwide, and expand employment and cash-earning opportunities for the rural poor during the agricultural off-season. To achieve this objective GSOP in operational terms is a multispectral project by applying LI work methods for the construction / rehabilitation and maintenance of rural public infrastructure.

The only training institute with a practical LI background is KTC through its expertise in road works. However, KTC's capacity to deliver quality training has diminished in the recent years and was focused on road works only. The training delivery capacity for a large scale and multi-sector LI programme of the magnitude of the GSOP was thus only remotely available in Ghana.

At the same time the evolving nature of the GSOP with a limited timeframe and significant employment targets to be met requires a demand driven training approach. Moreover the delayed start of the ILO TA component created a situation where the training had to be delivered in a rush, which did not allow for careful planning, development of LI work systems and development of the required training capacity.

- ➔ As such the capacity building project **became a reactionary training approach with a 'crush' implementation programme.**
- ➔ **The training design did not sufficiently consider the required consequences of the proposed training approach.** The fact-finding mission in September 2010 acknowledged the immense training task ahead: 'a huge number of people to be trained within a relatively short period of time'. However, the recommended approach did not sufficiently consider the development process that is required to attain adequate training implementation capacity and did also not sufficiently describe prerequisites and modalities for ensuring effective training, especially in the situation where KTC had to be considered 'incapable' of training delivery. Instead the proposed approach suggested that 'live' training on site using field trainers and coaches would be able to provide the necessary training. This assumption however did not consider the effort and time that is required to develop independent capacitated field trainers (20) and coaches (10).

2. *Has the design clearly defined realistic performance indicators?*

With regards to the overall GSOP monitoring and evaluation system, the result framework describes for Component 4, Capacity Building the following results and outcome indicators of achievement that contribute to the project goal:

Result 4: Capacity Building	Outcome Indicators
Strengthened institutional, administrative and technical capacity at national and selected district levels to implement the NSPS.	<ul style="list-style-type: none"><li>– <i>LIPW supportive policy and institutional framework established (yes/no).</i></li><li>– <i>Private contractors technically capable to implement and supervise LIPW (number).</i></li></ul>

The evaluation consultant is of the opinion that both, the expected result and the outcome indicators are not sufficiently clear and detailed enough to actually monitor and validate the capacity building targets and actual outcomes that would be relevant by the list of activities.

For better project result monitoring the TA developed on the basis of the activity agreement's activity list a result-monitoring framework that consists of:

- 6 expected results (outcomes) for the Immediate Objective 1: Strengthened capacity of KTC for training within GSOP, and
- 3 expected results for the Immediate Objective 2: Operational National LIPW Policy (enacted)

Consequently the evaluation of the training component delivered by the ILO TA in collaboration with KTC and the involved line agencies goes beyond the official GSOP results framework.

3. *Is a two years' period allocated to deliver project outcomes sufficient?*

The ILO's limited TA input over only two years is rather an 'emergency exercise' than a comprehensive and well-designed capacity development project. The expected outcome 'Building capacity to enhance the training provided by KTC and training of stakeholders involved in the LIPW Component of GSOP' cannot be achieved within the given resource and time framework. KTC was in operational terms not been existent when the ILO TA project started. It is only now that the current Principal has concrete plans to actually develop KTC to becoming an operational and capacitated training institution.

In terms of delivering services to the GSOP the ILO TA component has managed within the given constraints to deliver what is possible. However, the available time frame for training was too short to achieve satisfactory training results in terms of required job competency levels. Examples from other countries show significant longer periods of training. In any case, the required training duration would be determined by a proper TNA and curriculum.

➔ **It has become obvious to all partners that more and extended support is required to i) satisfy the needs of GSOP, and ii) to develop the capacity of KTC to become a centre of excellence.**

4. *Considering the results that were achieved so far, was the project design realistic?*

There was in fact no sufficient training design in what would be considered scientific and professional training design. In fact the training design was more based on assumptions than on proper analysis and conventional training planning. However, it was acknowledged right from the onset that the training would be on a demand base and would have to respond to the evolving nature of the GSOP implementation process.

➔ **No detailed Trainings Needs Analysis (TNA) could be carried out before the training programme was planned** due to the immediately required training inputs by GSOP. Consequently the training took place without clearly establishing job-profiles, entry and exit competencies and qualification indicators for certification. Training without a TNA means training without a base and thus all training inputs were more or less based on assumptions.

As mentioned above, the training design did not and could not sufficiently take into account the actual training requirements due to the immediate demands of the project. As a consequence of the demand driven 'training design' the following shortcomings were noted:

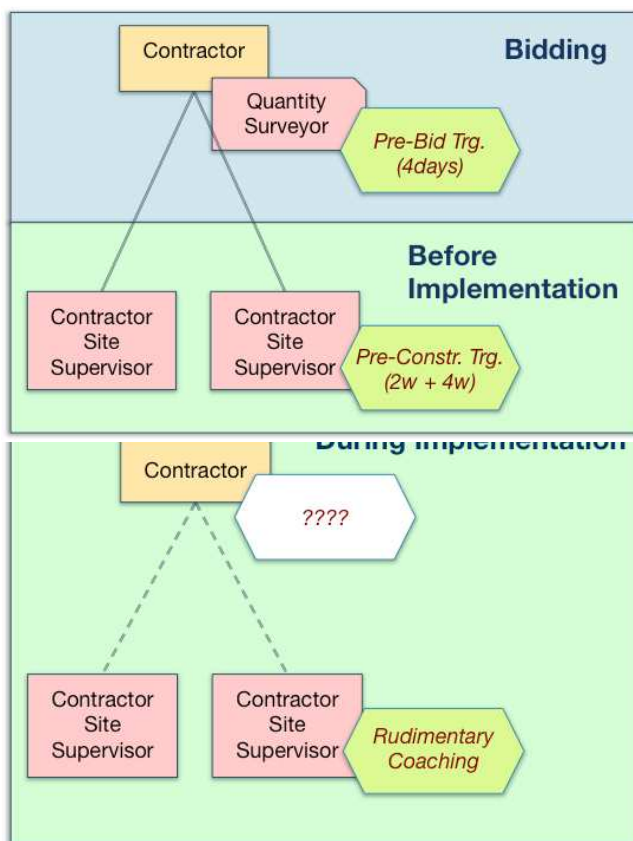
- **The training approach for contractors to become able LIPW contracting firms is insufficient.** The principle approach to train firms on-the-job through the three stages of bidding, contract award and implementation and thus concentrating on the issues that are required to actually carry out the given job is correct. However, the training as carried out did omit some fundamental requirements.

During the pre-bid training phase of 4 days only Quantity Surveyors, who are not regular staff of the contractors, but are just hired to prepare the bid, received some training on how to interpret the bidding document and how to price. The contractors (owners of firms) themselves or their managing directors (MD) did not attend the training and thus were not made aware of the contract requirements due to budget constraint. Each two Site Supervisors of those firms who were awarded contracts received

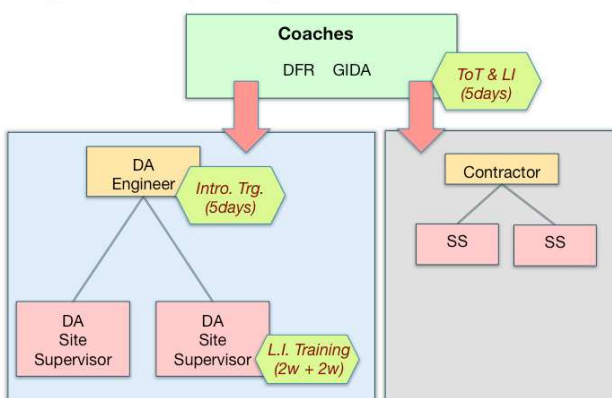
six weeks of training (2 weeks classroom, 4 weeks practical) while neither the contractor nor his/her MD received any kind of training. Therefore there is very limited appreciation and understanding of LI work methods, resource requirements, labour management and contract management. These are fundamental shortcomings if the aim is to develop capable LIPW construction contractors.

- **The expected impact from the field trainers and coaches is missing.** The original plan was that field trainers and coaches would carry out the necessary on-the-job training for the contractors and their staff during the contract implementation phase. However, both the field trainers and coaches were selected from among the client's supervisory staff by GSOP, which means that they are neither impartial trainers (dual role as supervisors and trainers) nor trainers with sufficient time to carry out the training tasks appropriately. Their training to become trainers was far too rudimentary and thus their training capacity and impact so far has to be considered insignificant.

In addition, the on-the-job training part became more or less detached (out of control) from KTC/ILO training, a) because of KTC/ILO's limited resources and time to carry out a professional follow-up in the field, and b) because the field trainers and coaches were not part and parcel of KTC/ILO's training staff. (Annex VII presents an overview of the training scope for contractors as carried out)



#### Applied Training Concept for DAs and Coaches



5. *Has the project integrated an appropriate strategy for sustainability/continuity, in particular training capacity of KTC to continue beyond the project period?*

It has to be understood that KTC on the onset of GSOP operations only existed as an institution consisting of infrastructure (classrooms and hostels), catering services and administration. There was ab-

solutely no training capacity available apart from being able of hiring guest lecturers from mainly DFR. As such there was and still isn't a capacity to deliver training beyond the (ILO TA) project period. The project design underestimated the real requirements for developing a sustainable training capacity. The following fact may illustrate this finding:

- ➔ **Standardised and professional curricula for KTC's training services are not yet completed.** So far course plans with identified learning objectives for the various GSOP trainings have been developed and as such were the immediate reaction to the GSOP training demands. However, these cannot be considered as curricula for standard KTC courses, which are firstly to be based on a proper TNA and secondly would have to qualify for accreditation with the National Accreditation Board.
- ➔ **The available training capacity of KTC together with the ILO TA for GSOP LIPW is insufficient for a large-scale project.** The GSOP implementation requirements determine to a large extent the training services that are needed to achieve the capacity building results. Consequently the **training is demand driven**. Effective training can be delivered on a demand basis provided sufficient training capacity is in place. Unfortunately KTC did not have the required capacity and the ILO TA input is limited. In fact the main task of the ILO TA is to develop KTC's capacity to eventually achieve such a capacity. This is however not a short-term issue but requires several years of determined and well-resourced development efforts. In addition the available time frame for such an undertaking is simply too short.



KTC has no own core cadre of competent trainers apart from hired external trainers from DFR and GIDA. The 16 hired guest (subject) lecturers, who in most cases have no pedagogical background to master effectively adult and vocational training, have provided most of the training. Professional instructors of the required calibre are simply not available for LIPW training. KTC also does not yet have a competent Master Trainer who is able to plan and manage training and can provide the necessary leadership for integrated training programmes (the graph illustrates the difference between guest lecturers and instructors).

The ILO CTA was thus overworked in trying to overcome all the institutional shortcomings, to provide all the required training and at the same time supporting KTC to develop its delivery capacity. The two locally recruited ILO Training Engineers did also not have a particular LI and training background. Although they are currently in a learning curve, their competence to effectively train has been limited so far.

However, there are now encouraging trends and activities towards a sustainable capacity development at KTC to be noted:

- ➔ **GSOP with the ILO implemented capacity building component provides an ideal starting platform to re-establish KTC** in the LI multi-sector technology i) for implementation of GSOP, and ii) for the development of a national centre of excellence with the potential of an international outreach.

The current Principal is pushing his resurrection programme for KTC hard. The recent presentation to the Ministry of Roads and Highways (MRH), under which KTC operates, shows clearly the vision for a strengthened training service centre for LI works in Ghana. At the same time the Principal has already started with important measures to ensure that KTC becomes an autonomous agency with its own board of directors, own government budget, a core cadre of trainers and staff as well as getting the required accreditation as a national training institution from the National Accreditation Authority.

The ILO TA has so far assisted in developing course curricula (for the currently run GSOP training) and has together with the specialised line agencies and KNUST developed the LI Practi-



tioners Guides for roads, dams and climate change. The ILO has also contributed in the vision of how the KTC should operate and be set up. This input together with the Principal's vision is reflected in his presentation to the MRH.

To assist KTC in becoming a national and potentially also an international centre for LI training the ILO TA has also produced/achieved:

- A Discussion Note on development of KTC to an efficient and effective training institution,
- Selection criteria for resource persons (guest lecturers) drafted and comments from stakeholders incorporated,
- A roster of resource persons established, and
- Strengthened the collaboration with KNUST.

#### 4.4 Project Effectiveness

1. *To what extent have the expected outputs and outcomes been achieved or are likely to be achieved taking into consideration the evolving nature of such programmes? Were outputs produced and delivered so far as per the annual work plans? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?*

This question is best illustrated by listing the identified project achievements and challenges as perceived by the trainers, the project management and by the evaluators own assessment.

(→ To illustrate some of the statements below visual impressions from the evaluation visit to project sites are shown in Annex V).

##### Achievements:

- **Fundamental and substantial results have been achieved in the relatively short period of time since the ILO TA started operations for the CB component.** While the GSOP started planning and preparatory works in October 2010, the ILO commenced work only in September 2011. Actually full-scale training activities started as late as early 2012, which means that training for GSOP has only taken place during the last 16 month.

The following table illustrates the impressive physical project achievements by the GSOP LIPW Component so far:

Table 3 BREAKDOWN OF PHYSICAL ACHIEVEMENTS IN GSOP AS OF 31 <sup>st</sup> MARCH, 2013				
No	Description	Feeder Road	Dams	Climate Change
1	No (km/ha) of subprojects completed	27 (166.5km)	12	46 (258.3ha)
2	No. (km/ha) of subprojects on-going	99 (412.4 km)	70	100 (1006.3 ha)
3	% Completion of on-going sub projects	<b>30%</b>	<b>28%</b>	<b>58%</b>
4	Person-days unskilled labour so far	265,272	190,033	302,107
	<b>Total Person-days</b> all projects so far	<b>757,412</b>		

The achievements of the training capacity building efforts in the short period of time are remarkable and were only possible due to the very effective cooperation between the GSOP management and KTC with the ILO TA. The training was provided on a project implementation demand basis and thus may be considered as a 'reactionary crush-training programme' to enable GSOP to implement works as and when needed to ensure the set employment and infrastructure outputs are met. The major achievements from the CB activities are:

- There is a **predominant appreciation of the training** received by all cadres and participants involved in the capacity building exercise. At the same time all interviewed training participants have requested for more training in future (also this is an indicator of training appreciation).
- The **quantity of training** delivered is significantly **above the original targets**:
- |                       |                |     |               |            |
|-----------------------|----------------|-----|---------------|------------|
| – Number of trainees: | <b>planned</b> | 590 | <b>actual</b> | <b>755</b> |
|-----------------------|----------------|-----|---------------|------------|

– Trainee-Days:                      **planned**                      11,350                      **actual**                      **15,800**

- ➔ The **capacity at District level to manage LI projects has been appreciably enhanced** and a sustainable level of awareness of LI approach has been created! Particularly the DA members and staff have benefitted from the training received in terms of increasing their competence to implement infrastructure projects using LI methods. At the same time the increased awareness and sensitisation has also created a capacity to identify problem areas that need to be overcome in future.
- ➔ The **communities' involvement** in the project and **level of awareness and appreciation** of the LI work approach and its benefits have been **considerably increased**. This has been achieved through well-managed community participation modalities, fair employment conditions, on-the-job skill training as well as through demonstrated benefits from the (new or rehabilitated) infrastructure projects. Especially women are benefitting from employment opportunities (majority of workers on dam sites are women with up to 80%). Women also particularly benefit from dam site with improved water collection points.
- ➔ The **transfer of skills to communities contributes to an increased capacity** of local/village-based maintenance of public and private infrastructure.
- ➔ The **rate of meaningful employment created** through the GSOP is not only a result of the quantity of work but definitely also a result of the training delivered under the strained circumstances.
- ➔ The **capacity of local small-scale Contractors** to carry out LI work contracts has been **improved**, particularly on the level of site management for dams.
- ➔ The project provides the opportunity for a **wide audience on LI technology training** and as such is a more integrated approach for public infrastructure in general, rather than previously exercised through projects that were focused to one particular sector, e.g. roads. As such the GSOP is an ideal pilot for the operationalization of the LI Policy.
- ➔ DFR has been the traditional custodian for LI work methods in Ghana for many years. Due to various reasons the LI approach was neglected during the last decade. However the **DFR's effort to revamp the LI technology** through the participation as a main actor in the GSOP training and work implementation has been given a boost.

#### Challenges:

The factors affecting the effectiveness and impact of training is based on the generally assumed enabling conditions as detailed in Section 4.3 above. The following issues have been identified as limiting factors for effective training implementation and bringing about a sustainable capacity impact.

- ➔ The **frequent changes of training requirements** by the GSOP did not allow KTC to carry out a structured and well-planned training programme as originally established and proposed by KTC. In addition it also took time for GSOP to identify coaches and field supervisors and thus they could not be adequately trained by KTC.
- ➔ Although standard productivity rates for LI works are currently developed, other **standards appropriate for LI work implementation** are not sufficiently developed/specified and mainstreamed. This is currently being partly tackled through the development of the Practitioners Guides. However other important standardisation issues, such as standard rates (for engineering estimates and overall cost planning), a holistic quality assurance system for all levels of project work planning and implementation, standard contract management manual for DAs and contractors, etc. are missing. These are not issues to be developed by KTC but are important planning and contract management instruments that should be provided by the client.
- ➔ The **bidding and contract documents** currently in use are **not yet appropriate for LI contract works** that are managed by technically and managerially low capacitated DAs and small-scale locally based contracting firms. The documents include insufficient drawings, specifications and bills of quantity for LI work methods → the documents are not user and LI friendly. The current contract documents were so far also not available to KTC and the ILO Trainers and thus standards, specifications and other important contractual issues had to be assumed rather than specifically referred to during the training. Particular sessions on contract documentation and procedures were taught by the GSOP Chief Infrastructural Engineer.



- ➔ **The capacity to design road and dam projects, prepare bidding and contract documents as well as supervising contract works is still weak.** Unlike in most other LI projects, contract design and supervision is carried out in the GSOP by DAs with assistance from line agency staff. Professional consultants are not involved in the GSOP as is conventionally the case for design and supervision activities.
- ➔ **Contracts are poorly managed at district level.** The documents in use reflect the low understanding of contracts as a binding legal document. All documents screened during the evaluation visits showed grave flaws, e.g. whole parts of the documents were simply missing or not fully included, pages were mixed up, corrections in the BoQ were not certified, most drawings apart from culverts were completely missing, wrong or inaccurate drawings included, etc.
- ➔ **The selection criteria for Trainees was not necessarily based on minimal educational requirements, work experience and defined job-descriptions** that would allow proficiency training to take off from a more or less even and known platform. The trainees in general have a rather low and varied background and hardly any technical competence (as is evident from GSOP employment records). Also the contracted small-scale and locally based contracting firms have in general a limited competence for carrying out contract works and have no competence for LI works at all. Due to the fact that neither the entry nor the end-of-training levels of competence were clearly defined let to rather heterogeneous trainee groups/classes with very varied needs and ability to learn and perform. KTC and ILO TA were not directly involved in the selection process of trainees.
- ➔ **The crush-training programme led to overcrowded classes with high numbers of participants** (from 30 up to 146!) and with sometimes even different courses running at the same time. The ILO Ta had originally advised GSOP that result producing proficiency and vocational training would be impossible. For well-managed courses that address individual needs in terms of knowledge and skill enhancement the ideal class size for practice-oriented training should not exceed 20 to 24 participants.
- ➔ **A structured follow-up by the guest trainers** (resource persons) **has not been adequate** due to various reasons, e.g. insufficient time and resources available. In a situation where not enough instructors and coaches are available, follow-up on site by guest trainers could show good results.
- ➔ One of the important prerequisites for good and practice oriented LI training is the **availability of model work sites** (both for roads and dams) as training ground. Although model sites were made available in the project area, **KTC does not have its own site where practical exercises can be carried out and demonstrations organised.**
- ➔ So far **KTC did also not receive all the required training equipment** and thus was handicapped to demonstrate work that requires such equipment, e.g. compaction rollers.

Low performance on site is of course not only a result of inadequate training prerequisites and conduct as described above, but depends also very much on site work management and supervision, training entry capacity level (educational background) as well as the ability to perform with the given resources:

- ➔ **Supervision by the Client-Supervisors is weak** and seems to concentrate mainly on taking measurements and preparing/approving payment certificates. Quality control in terms of checking and approving achieved workmanship and testing as required by the specifications does not show particular results on the ground. The question may remain whether the Supervisors themselves fully comprehend i) their role, and ii) the work requirements.
- ➔ **Approval of works by Regional Coordinators (GSOP), line agency engineers and district engineers also appears to be without sufficient understanding of the required quality standards and LI work methods.** Generally there is a lack of detailed understanding of the technology, appropriate site management and labour management.
- ➔ **Appropriate work and contract management by contractors on site is in most cases lacking.** Work activities are not well set out, labourers not properly allocated and tasked, work activities are not properly demonstrated and supervised, workmanship is not checked and quality tests hardly carried out. Daily work planning and reporting as is conventionally done on LI sites is mostly missing. In addition, the locally contracted firms have little or no contracting experience for civil works.
- ➔ **Handtools for LI works are partly lacking or are inappropriate.** Although GSOP has made efforts to ensure labourers get the right quality tools, a lot of labourers on site are found with

wrong or low quality tools and often use their own tools as they claim that they are accustomed to them. This again is a result of poor site supervision and low capacity of supervisors to impart skills to the labourers and enforce the conditions of contract.

- ➔ **Measuring and quality control instruments and tools are rarely seen on site.** It is also evident that their use is not sufficiently appreciated by all parties involved in work implementation and control (contractor and client supervisors, contractors or MDs and coaches).
- ➔ **One of the most challenging technical issues is the lack of proper compaction** on most roads and dam sites. Apparently it is nearly impossible for the small-scale contractors to provide the required vibrating compaction rollers. For LI road and dam works vibrating pedestrian or self-propelled rollers should have at least a capacity of 1.5 tonnes. However, on most sites there was either no compactor to be found or equipment that is totally insufficient for road and dam construction works.
- ➔ **Unsatisfactory employment conditions may also affect the site supervisors' performance.** Most small-scale contractors do not have their own permanent cadre but hire and fire as required by a contract they may win. Although there are national employment standards in Ghana, it must be expected that employers often do not follow them, especially since employment of site supervisors is temporarily.

2. *Is the policy framework for Labour-Intensive Public Works that was prepared in the 2nd half of 2011 by the Ministry of Employment and Social Welfare (MESW) with limited support of ILO been well formulated?*

The sub-component 'formulation of a national policy for LIPW' was originally part of the ILO's responsibility. After the first fact-finding and consultation exercise by an ILO expert together with the then Ministry of Employment and Social Welfare (MESW), the Ministry of Employment and Labour Relations (MELR) took over full responsibility for the development of the LIPW Policy Framework. The formulation exercise was carried out by a technical policy formulation team in collaboration with all concerned stakeholders including Regional Ministers, District Chief Executives, traditional/opinion leaders, youth groups, line agencies and others.

This broad-based consultative approach facilitated the development of a very comprehensive and integrated policy that is not only owned by the originating Ministry but by all partners in this process.

The policy paper is now at an advanced stage of the endorsement process and will soon be forwarded to the Cabinet for approval and enactment.

- ➔ The formulation and enactment of **the LIPW Policy is the fundamental condition for sustainable LI work methods in Ghana**. As such it is considered a major achievement in a very short time by the GoG!

3. *Is the quality of the training material developed satisfactorily?*

4. *Has the process of producing training material through validation workshops been effective?*

The LI Guides for Practitioners (roads, dams and climate change) have been drafted and are soon available as standard documentation for LI work planning and implementation but also for educational purposes at tertiary levels and proficiency training at KTC.

- ➔ The LI Guides have been developed in **close collaboration** with the relevant line agencies (DFR and GIDA) as well as with two KNUST Faculties. The result is a **very well documented and comprehensive set of Guidelines** that are useful not only for training but as effective implementation reference material for project practitioners. The collaboration among the experts has fostered the ownership of LIPW methods beyond GSOP as a project. **The LI Guides are now indispensable instruments to operationalize the LI Policy** in all fields of rural public infrastructure.

(The detailed review including few recommendations of the LI Guides with a focus on usefulness for training is presented in Annex VI)

5. *Has the training methodology based on a mixture of classroom and practical training been adequate?*

The mix of classroom and practical training as such is sound and proven by many other similar projects. However, the implementation as has been sub-optimal due to various reasons as outlined above. The main limitations are summarised in the following list:

- No TNA that clearly identifies the training needs including entry and end competencies
- No curricula and training plans based on TNA
- Insufficient training capacity to deliver formal theoretical and practical training
- No capacity to deliver mentorship during project implementation

**6. *How do you assess the support provided to KTC?***

Under the very circumstances of the GSOP reactionary crash-training programme the support provided through the ILO TA has been more than what could have been expected.

- **The TA support has been appreciated by all project stakeholders and is evident from the achieved outputs** (see above).

If the anticipated result in terms of developing KTC to become an independent capacity for LI training has not been achieved yet, then this is not because of the TA performance but rather of underestimated development requirements.

**7. *Are there any unintended results of the project?***

There are no unintended results evident.

**8. *How has the project supported other components of GSOP?***

Under the GSOP the LIPW component (component 2) is complementary to the LEAP component (component 3) and as such offers income-earning opportunities to poor rural households and improves productive rural infrastructure. The aim is to eventually move households gradually out of poverty.

- The training programme (under component 4) with its focus on skill development provides a real opportunity for poor community members to take up economic activities.

## **4.5 Efficiency of Resource Use**

**1. *Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the project objectives?***

As much as possible locally available expertise has been mobilised to carry out works that could not be done single-handedly by the CTA. The outputs by the international experts have been as expected and thus funds have been well spent.

In the absence of local practical training expertise for LI works the ILO has engaged two Ghanaian Engineers and over the last 12 months they have been coached by the CTA to become able trainers.

The CTA has also managed good collaboration with GSOP, line agencies and KNUST and as such has made best use of the available resources.

In terms of time management the achieved results show clearly that the performance is above the expected and originally planned performance.

- With respect to achieving the expected results and within the given demand driven framework, the resources have been very well allocated.

**2. *Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?***

The project has been following the original activity list as stipulated in the Agreement. The quarterly progress reports (Progress Status by Output) follow this activity list and provide a factual overview of the progress achieved against the planned targets in terms of time span and status of achievement (as assumed percentage). No indicators have been formulated to clearly measure the achievements.

Establishing annual work plans and actually implementing them has been a struggle for the project team, as the GSOP implementation process requires continuous adaptations to respond to changing

demands in the regions. GSOP has acknowledged the ability, willingness and flexibility of the project team to respond to these demands.

3. *Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?*

With respect to the ILO TA component the project expenditures are within the budgetary limits and the funds have been used very efficiently and well-targeted.

4. *How efficient was the project in utilizing project resources to deliver the planned results?*

The overall achievements by the training component are above the planned targets in terms of numbers of persons trained and trainee-days delivered (refer to Section 4.4 for training data). At the same time the other expected outputs in terms of training material development, collaboration with other training institutions, and training of trainers are within the planned progress curve.

→ Consequently it can be stated that the resources have been well invested.

Due to the complex project structure where some of the costs for training are covered by other GSOP components and where some of the costs of the ILO component are not directly related to training, it has not been possible to calculate training efficiency in monetary terms.

## 4.6 Effectiveness of Management Arrangements

1. *How effectively has the project management monitored project performance and results? Is a monitoring & evaluation system in place to assess the effectiveness of the training? Is relevant information systematically collected and collated?*

The quarterly reports have been prepared and submitted maintaining the same format. This allows easy monitoring and comparison of achievements of the Project Component Outputs, which are:

- a) Labour Intensive training programme and curriculum revised and updated to ensure relevance to GSOP
- b) Training manuals produced for application of LI work methods to support GSOP
- c) Roster of available trainers for different modules established
- d) Training for target recipients to acquire/improve skills in implementing LI works implemented
- e) Advisory support for setting up and conducting training at a sub-training centre in Tamale
- f) Advisory support to KTC in building consensus with the universities and polytechnics
- g) Participating in drafting national policy on labour intensive public works produced with decent work considerations
- h) Participate in drafting Implementation Action Plan for Labour Intensive Public Works policy as a mechanism for implementing the policy produced

Statistical data has been consistently collected and presented, e.g. training types and quantities with implementation periods, etc. and is well documented.

Assessing and monitoring the training effectiveness factually and objectively is, however, rather impossible. As mentioned before, there are no clear training entry and exit capacity levels defined, there are no job-profiles and job descriptions prepared, and there was no TNA carried out. At the same time only part of the training (formal course sessions) was carried out under the direct control of KTC and ILO, while on-the-job training was supposed to be carried out by the field trainers and coaches.

However, narrative reports about the perceived training effectiveness based on observations have been made and allow, to some degree, an assessment of the training effectiveness.

Other project achievements, such as the preparation of training material, preparation of trainer roster, development of course curricula, etc. have been well reported in a narrative format.

→ Under the current circumstances the project's reporting and monitoring system and reporting routine are considered elaborative and sufficient.

1. *Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (ILO Office Abuja, Addis Ababa (ROAF) and EMP/INVEST HQ Geneva)?*

The support provided by the various ILO offices and experts is part of the established ILO structure and as such an important and indispensable management function. These back-up services have been much appreciated by the ILO project team. However, the very limited level of authority given to the CTA in terms of financial commitments and transactions may be considered a hindrance for efficient operations. With regards to financial authority the ILO CTA's are in general limited to relatively small amounts, e.g. petty-cash facilities are not provided at all or are too small to efficiently operate. At the same time financial transactions are cumbersome and bureaucratic. In the case of the CTA at KTC accounting services cannot be provided at the duty station but required the CTA to travel to Accra for even minor transactions.

2. *Is the project receiving adequate support from its national partners/implementing partners?*
3. *Are all relevant stakeholders sufficiently involved?*

The degree of involvement of stakeholders and implementation partners and their dedication is one of the positive factors of the GSOP. This, of course also included KTC with the ILO TA team.

- ➔ **The collaboration among all partners involved in the training development and delivery has been exemplary.** The contributions from the GSOP management and the involved line agencies, such as DFR and GIDA, in training (and technology) development as well as the conduct of training courses in the classroom and on-the-job has been the cornerstone in achieving the above-mentioned outcomes! Collaboration with the KNUST (Faculty of Agriculture and Civil Engineering Department) has been very fruitful for both sides. There are intentions to further strengthen the collaboration, e.g. student attachments for industrial training, curriculum and training material development. (For a record of collaborating training partners refer to Annex VIII). Also the GIDA trainers have made excellent progress in developing a LI competence in dam and irrigation projects and their dedication to the project is exemplary!
- ➔ **One of the obvious strong elements of the GSOP is the effective inclusion and participation of communities.** Particularly the community facilitators are playing an important role in the management of LIPW and the training input to create their awareness on LIPW work methods is an excellent investment. This, hopefully, will also pay out in the long term for maintenance of public infrastructure by the local communities.

#### 4.7 Impact Orientation and Sustainability

1. *What are the next steps to make the policy framework for Labour-Intensive Public Works effective in Ghana?*

The Draft LIPW Policy Framework was completed last year and will soon be forwarded for Cabinet approval by the originating Ministry of Employment and Labour Relations. It is then assumed that all relevant concerned agencies as well as the private sector will operationalize the policy requirements.

2. *Which additional measures are absolutely recommended in order to make Koforidua Training Centre a sustainable centre of excellence in training in labour-based/labour-intensive technologies?*

➔ Refer to recommendations Nr. 10, 11, 12 and 13

3. *What extra support in terms of capacity building is needed to make the LIPW component of GSOP successful?*

➔ Refer to recommendations Nr. 1, 2, 3, 4, 5 and 9

4. *What are the competences of the implementing agencies stakeholders in applying the knowledge developed by the project?*

At this point in time it is too early to provide a clear answer and it is beyond the evaluators scope of evaluation activities to gauge factually the competences achieved so far. The project is still an evolutionary phase and has only been operational for about 18 months.

However it can be stated that the project so far has managed to create a well established platform that allows further developments in terms of determining the most suitable LI work and technical standards, management procedures and enhancing the capacity at district level to implement LIPW projects. What is also evident is the determination and dedication by all stakeholders to fully cooperate and ensure that the project (GSOP) becomes a success.

5. *What actions will be required to sustain the achievements made by the project so far?*

→ Refer to recommendation Nr. 10,

6. *Is the project strategy and programme management steering towards impact and sustainability?*

*Training sub-component:*

For KTC to become a fully capacitated and effective national training institution with a potential international outreach the strategy in terms of what is desired is obviously in place. However, the ILO TA is only a two-year project, which in fact is more charged with ensuring that the required training for GSOP can be delivered. As mentioned before, there is insufficient time and resources allocated for an impact and sustainability oriented approach.

However, the Principal of KTC and the ILO CTA have realised this shortcoming and are now preparing plans for continued and concentrated support based on a clear understanding what the development path should be.

*LI framework policy sub-component:*

The draft policy has been fully developed and will soon be forwarded to the Cabinet for enactment. As such the policy will have a sustained status and will definitely have a wide impact on all public infrastructure sectors.

## 5 Conclusions and Recommendations

### 5.1 Conclusions

#### *Relevance and strategic fit*

- ➔ The successful formulation of the **Labour Intensive Public Works Policy Framework** by GoG was triggered by GSOP with support from the ILO TA component and **is a fundamental achievement** to mainstreaming LIPW on a national scale.
- ➔ The support for developing a sustainable LI training capacity at KTC is an essential contribution to the operationalization of the LIPW Policy Framework

#### *Validity of design*

- ➔ Although **the delivered training** has been a 'reactive crash-programme' (the ILO TA component only became effective in September 2011, almost one year after commencement of GSOP) and had to be delivered before sufficient training capacity was achieved, it has still **managed to create a sound starting platform** of positive awareness and motivation for the adoption of LI work methods at local and national levels.

#### *Project effectiveness*

- ➔ The training programme significantly supports the GSOP in terms of enabling cash transfer through meaningful employment creation and construction of rural infrastructure.
- ➔ The new **Guidelines for Practitioners** for roads, dams and climate change are comprehensive and will be very useful for a replication of the project/approach. As such they are also important instruments for the operationalization of the LIPW Policy Framework.

#### *Efficiency of resource use*

- ➔ The resources have been well allocated and managed in respect of achieving the expected results and considering the given demand driven approach.

#### *Effectiveness of management arrangements*

- ➔ The collaboration with the various project partners has been exceptionally good and fruitful. The mutual contributions and support by line agencies, tertiary training institutions and direct project implementing partners are enabling conditions for mainstreaming the LI approach.
- ➔ Active community participation, community awareness about LIPW opportunities and skill transfer through training is evident.

#### *Impact orientation and sustainability*

- ➔ In general, much has been achieved in a relatively short period of time. This provides an **excellent platform for further developments and mainstreaming LIPW approaches** in Ghana. However, **much still needs to be done to consolidate the achievements and to further develop and improve the LIPW technology, strengthen project management and developing the required capacities** at local levels as well as for project services such as overall programme coordination, education and training.

### 5.2 Recommendations

#### *Recommendations for immediate TA follow up (before Dec 3013) :*

- 1) The training delivered so far has to be seen as a starting point only. It will be important to **now provide high quality training to further enhance the competency level of all involved actors**. Any further training inputs should be delivered:
  - after careful planning in all aspects,

- with sufficient resources and time for effective training implementation,
  - with a serious follow-up mentorship programme,
  - by ensuring capable instructors are available/developed
- 2) **For the remaining period of the ILO's TA input (till end Dec 13) the following priority activities are recommended:**
- Carry out the planned courses for climate change projects
  - Carry out 6 refresher (problem-oriented) courses in selected regions for Client and Contractor Supervisors plus coaches (each two weeks)
  - Finalise the L.I. practitioner guides
  - Assist the Principal in developing a project proposal to further strengthen KTC
  - Prepare final project report
- 3) Training of Contractors (owners or MDs) has been omitted and thus project/contract management is extremely weak. **It is strongly recommended to also train Contractors/MDs in LI technical matters, work management, contract management and business management.**
- 4) **DFR and other line agency staff who are involved in LIPW must receive thorough and tailor-made orientation training** in designing projects, managing contracts and supervising works. Training of this nature has to be concentrated on practical application using standard project procedures and documentation.
- 5) **It is recommended that KTC further strengthens and institutionalises collaboration with KNUST.** The university has included LI approaches and technology in their curriculum since many years, have been conducting successfully an LI module in their civil engineering undergraduates course, have assisted in curricula development as well as in developing the Li Guides for Practitioners. KNUST would very much appreciate if they could send students for industrial attachments to KTC. KNUST students could be utilised to carry out research projects and assist in training.

**It is also suggested for KTC to consider a more 'mobile training approach' and to develop the respective capacity for it.** Although it is necessary for various reasons that KTC maintains an administration and course centre at Koforidua, effective on-the-job training for clients like GSOP should be provided where the projects are operating.

**It is recommended to retain the two local ILO training engineers at KTC** and further develop the competence to become LI expert trainers. Until now they have received a good introduction to LI work methods and training conduct and it would therefore be useful to capitalise on the investment made through the ILO TA.

***Recommendations for KTC support project (past Dec 2013):***

- 6) It is strongly recommended to **continue supporting the development of KTC to becoming a centre of excellence for LIPW training** by:
- developing a proposal for TA support,
  - achieving an agency status with own budget and core cadre of capable training staff,
  - achieving accreditation through curricula development and vetting process to ensure official recognition of training certificates thus the creation of a cadre of qualified professionals for the sector,
  - carrying out a detailed market analysis for LI related national and international training and training related services,
  - developing a master development plan and business plan,
  - developing a comprehensive programme for training of LI Instructors capable of professionally planning and conducting LI infrastructure trainings,
  - fostering the collaboration with main LIPW partners including higher/technical learning institutions, nationally and possibly internationally.



**Model training sites for roads and dams at KTC** are a must and it is therefore recommended to provide sufficient resources to run demonstration cum training sites!

***Recommendations for follow-up by GSOP (requirements for effective training)***

- 7) Maintenance of GSOP constructed/rehabilitated infrastructure has not yet been given particular attention. However, the more projects will be completed, the more maintenance will become a major project issue. The DAs and communities must have the capacity to carry out at least all routine maintenance activities. **It is recommended to develop a concept for road and dam maintenance including the necessary management systems applicable for use by LI methods at local level.** For dam, maintenance committees through the water associations are being formed. A similar approach could be developed for road maintenance. However, sustainable maintenance may only be achieved if instituted using the existing local government structure in collaboration with the concerned communities. To attain the required local capacity, a maintenance training programme needs to be developed and put in place. However, this can only happen once the maintenance system has been developed and installed by GSOP.
- 8) To further develop the DAs to be able to manage LIPW it is recommended **to assemble a 'District toolkit'** that could contain the LI practitioners guidelines, construction and management standards, standard contract documents, project procedures manual, contract management manual, and quality control manual. In addition, the kit could also include one or two Dynamic Cone Penetrometers (DCP) to be able to frequently test achieved compaction densities as well as other simple control tools/templates etc. This toolkit should of course be appropriately introduced through training and follow-up mentorship.
- 9) **It is strongly recommended to urgently review the contract documents** for road and dam works to align them with:
  - LI construction methods and management requirements of small-scale contractors
  - DAs' contract management capacity
  - Legally sound contract requirements

Consequently, it is strongly **recommended to revise the specifications** to bring them into line with standardised work activities as demanded when applying LI work methods (step-by-step). Likewise the bills have to be arranged in the same way. The specifications should be produced similar to those activity specifications DFR developed for routine maintenance (refer to Practitioners' Guide for Road Works). Material and density tests should be defined based on what is realistically possible to test at local levels.

It is suggested to **produce the contract documents in two volumes**. Volume I should be a printed and bound document containing all standards sections of the contract, while Volume II is consisted of those sections that are i) used for tendering including special conditions and non-standard drawings including BoQ, and ii) used for contract award, where standard sections are referred to Volume I. This would i) enable DAs to ensure that standard sections are not mixed up and do not have to be copied all the time (Volume I as standard document is sold to contractors and can be used for all tenders and contracts to come), ii) enable contractors to have their own standard set for continuous reference, and iii) to use it as standard document for contract management training.

It is also suggested to produce a **complete set of high quality standard drawings** for LI works including drawings of standard measuring and control tools with their correct dimensions.

It might also be advisable to **review the conditions of contract**. The FIDIC Short Form of contract is an ideal and legal totally sound document that is being successfully used worldwide.

- 10) **It is strongly recommended to develop and introduce a tailor-made LI-friendly Quality Assurance system.** The system to be most effective has to encompass all project phases from briefing, design, contract tendering and award, contract implementation to finally contract commissioning. Most important in this system is **Quality Control** during contract implementation. Quality Control for works has to be tailored to suit the LI work methods and as such is not only a tool to carry out material and density tests but foremost to consequently check the workmanship by the contractor and his/her supervisors as well as by the client supervisors. Such a system has to be tight to approving works and preparing payment certificates. The 'Guideline for Quality Assurance Procedures and Specifications for Labour-Based Road Works' developed by TRL and ILO may be used as guide to develop a tailor-made QA system.

- 11) Compaction both for roads and dams is a serious problem that needs to be addressed. It is **recommended to provide through the project adequate compaction equipment**, e.g. plant hire pool at Regional level. Most suitable would be vibrating rollers of not less than 1.5 tons. (Bomag rollers have proven to provide the most reliable service.)
- 12) Capable Site Supervisors are a rare commodity. Small-scale contractors can usually not afford to employ Site Supervisors permanently. It is thus **recommended to establish at each district/region a pool of qualified and certified Site Supervisors from which contractors can hire**.

## 6 Lessons Learned and Good Practices

<i>Lesson Learned</i>	<b>GSOP as a social protection project using a multi-sector LIPW approach shows adequate substance to generate a national labour-intensive police framework that receives political and public ownership.</b> The GSOP with its operations in 49 districts has sufficient size to demonstrate the potential impact of such a policy on the ground. In this respect effective training is a major contributor to ensuring good and visible results. As demonstrated by this project, a multi-sector LIPW approach can achieve sufficient impact to trigger a national support policy framework.
<i>Lesson Learned</i>	<b>Effective collaboration with all partners in a large-scale project like GSOP pays out</b> not only for managing the project but also for training. Drawing resources from where the specific capacities are has shown good training results and encourages all partners to contribute towards a successful implementation of the project and to ensure sustainability of the LIPW approach.
<i>Good Practice</i>	<b>The well-managed and effective collaboration in the GSOP demonstrates good practice in achieving common goals in a large-scale and multi-sector programme.</b>  The contributions from the GSOP management and the involved line agencies, such as DFR and GIDA, in training (and technology) development as well as the conduct of training courses in the classroom and on-the-job has been the cornerstone in achieving the expected project results! Collaboration with KNUST has been very fruitful for both sides. There are intentions to further strengthen the collaboration, e.g. student attachments for industrial training, curriculum and training material development. Also the GIDA trainers have made excellent progress in developing a LI competence in dam and irrigation projects and their dedication to the project is exemplary!
<i>Lesson Learned</i>	Active community participation is a cornerstone of the GSOP and shows encouraging results. <b>Training on LI methods for community facilitators produces an important conduit</b> between the technical/operational project cadre and the community members. To achieve such results, effective community participation must be included through all project phases from planning to project monitoring.
<i>Lesson Learned</i>	Although GSOP is conceived as a cash transfer project contributing to overcome extreme poverty within the project period, <b>good quality infrastructure in the long term is an even more important factor to enhance the livelihood of the concerned communities.</b> In this respect effective training is fundamental not only for construction works but more so for maintenance.  The evaluation has clearly demonstrated that <b>only planned and well-prepared training can achieve the desired training effects. This needs to be done by a sufficient number of professional Trainers.</b> Training is the major capacity building factor that requires adequate time and resources and thus planning of large-scale projects like the GSOP needs to take this sufficiently into consideration.
<i>Lesson Learned</i>	<b>For LIPW operations well-developed LI work standards and methods, appropriate contract documentation, good supervision and appropriate quality control measures are indispensable success factors.</b> If these are developed as important and specific tools to operationalize the LI Policy, training can also be made more specific and meaningful and results are seen on the ground.
<i>Lesson Learned</i>	<b>The commitment demonstrated by the originating Ministry of Employment and Labour Relations and the participating stakeholders in developing the LIPW Policy has</b>

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**achieved an excellent result** and as such is the fundamental condition for sustainable LI work methods for public infrastructure in Ghana. It is thus important for a project or programme to firstly develop a sound foundation of trust, transparency and clear organisational structure with a fair remuneration base.

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*Good Practice*

**The successful formulation of the LIPW Policy Framework by GoG was triggered by the GSOP with support from the ILO Capacity Building component.**

The sub-component 'formulation of a national policy for LIPW' was originally part of the ILO's responsibility. After the first fact-finding and consultation exercise by an ILO expert together with the then Ministry of Employment and Social Welfare (MESW), the Ministry of Employment and Labour Relations (MELR) took over full responsibility for the development of the LIPW Policy Framework. The formulation exercise was carried out by a technical policy formulation team in collaboration with all concerned stakeholders including Regional Ministers, District Chief Executives, traditional/opinion leaders, youth groups, line agencies and others.

This broad-based consultative approach facilitated the development of a very comprehensive and integrated policy that is not only owned by the originating Ministry but by all partners in this process.

The draft policy paper is an ideal example of how employment and social protection issues can be accommodated in a national policy framework to stimulate and enable local economic growth and development through the application of LI techniques and optimum use of locally available resources.

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## TERMS OF REFERENCE

### Terms of Reference

#### Independent Evaluation of Technical assistance for capacity-building support to the Ghana Social Opportunities project (GSOP)

May 2013

#### 1. Introduction and rationale for evaluation

The Government of Ghana (GOG) has secured a loan from the World Bank, to support the initiative of the Government in improving targeting in social protection spending, increased access to cash transfers nationwide and expanding employment and cash-earning opportunities for the rural poor. The 5 year initiative is funded by the loan from the World Bank with an overall allocation of about USD 90 million and has five components ( See components under 2 below).

The ILO intervention falls under capacity building (CB) component – Capacity building to Labour Intensive Public Works. As per the Agreement between GoG through World Bank and the ILO, the ILO CB component is planned to be implemented over two years in 2011 - 2013 at a cost of USD 1,479,819 million.

This independent evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. The current evaluation covers only ILO's Capacity Building component of the project.

The overall objective of evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the remaining project duration.

#### 2. Brief background on project and context

<b>Project codes</b>	TC Symbol : GHA1101MIBR Project Code : M.250.09.127.040
<b>Project duration</b>	01/09/2011 – 31/08/2013
<b>Geographical coverage</b>	Ghana
<b>Donor</b>	Government of Ghana funded by the International Development Agency (IDA)
<b>Budget</b>	USD 1,479,819

The Ghana Social Opportunities Project (GSOP) funded by the International Development Agency (IDA), is located in the social protection sector with the aim to improve targeting in social protection spending; increase access to cash transfers nationwide; and expand employment and cash-earning opportunities for the rural poor during the agricultural off-season and; improve economic and social infrastructure.

The overall GSOP cost is estimated at USD 89.1 million (USD 88.6 million from IDA and USD 0.5 million from Government of Ghana) and the Ministry of Local Government and Rural Development (MLGRD) has overall responsibility for the project. GSOP is a five-year project that attained effectiveness on October 2010. The GSOP comprises five (5) components as follows:

1. Rationalization of National Social Protection Spending (USD 2.5 million);
2. Labour Intensive Public Works (LIPW) (USD 56 million);

3. Livelihood Empowerment Against Poverty Programme (LEAP) (USD 20 million);
4. Capacity Building (USD 4.1 million); and
5. Project Management and Coordination (USD 6.5 million).

The International Labour Organisation was asked to provide assistance to the project through the formulation of a labour intensive works policy and through capacity building of project stakeholders involved in the LIPW Component.

Before the partnership agreement was signed between the GoG and the ILO, a mission was undertaken in September 2010 to define better the services requested by the ILO. The main conclusions and recommendations of that mission that are reflected in the partnership agreement are listed below.

**Conclusion 1 - Policy a prerequisite:** The past has clearly shown that there is a need for a policy on labour-based public works in Ghana. Unanimously, all stakeholders consulted realise the need for such a policy should the government's drive of creating employment and empowering the rural areas be effective.

**Recommendation 1:** Support to Ministry of Employment and Social Welfare to form a task force group to drive the drafting of the policy. The ILO, with its vast experience of such work, is an ideal partner as it has a vast portfolio covering the fields of such policy.

**Conclusion 2 - Building capacity:** There is a huge imbalance in the demand for and supply of training. Both the public and the private sectors are in need of training as the capacities are low in the field of labour intensive approaches. The project's identified training provider, Koforidua Training Centre, is, however, currently not geared-up to meet this demand, as the project has a much wider scope of the application of labour intensive approaches to public works than the roads related training on offer from the centre.

**Recommendation 2:** There is a need to fast-track the training and for this technical assistance is needed to cater for:

- A shift in training from the more traditional way of undertaking training from the classroom to the field - to more "live" training using coaches and field trainers at the work sites applying the "learning-by-doing" approach.
- An expansion of the application of labour intensive works into fields such as watershed management, which includes land soil conservation, irrigation, tree planting, dams
- Environmental and social safeguards

During the formulation of the ILO's CB component (Sep 2010), it was estimated that the need of people to be trained was as followed:

#### **Total number of people to be trained**

Recipients of training	Nos.
Field trainers	20
Coaches	10
Implementing client and project staff	250
Clients' planners and monitoring staff	30
Consultants - engineers	20
Consultants – technicians	20
Contractors - technicians	20
Contractors – engineers/managers	20

<b>CBOs- project related staff</b>	200
<b>TOTAL</b>	590
<b>Rounded figure</b>	600

This is a huge number of people to be trained, especially since there are a number of different courses needed in various fields. Moreover, it was assessed that some courses may preferably be broken up into suitable and appropriate models so that execution of project activities would not be held up due to training. It should also be noted that training was to be staged based on project demand and figures in the above table are indicative only.

GSOP similar to other major projects in this category of LIPW (contributing to Social Protection) implemented in various countries such as India, Ethiopia, South Africa etc...are in fact demand-driven projects and training needs are evolving during implementation.

It's very important that the evaluation mission in order to be meaningful takes into consideration the evolving nature of GSOP and the ILO support to capacity building.

#### **Objective:**

This input serves to strengthen the capacity of the Koforidua Training Centre (KTC) to enable it to cater for the demand for training within the project. The long-term objective of developing KTC should be to have an expanded repertoire of labour intensive works training on offer, and training of excellent quality catering for the entire country and also attracting regional interest.

The main aim of the Capacity Building component of GSOP is to create capacity at the national and local levels to implement the project in forty-nine (49) selected districts and thereby strengthening the Government's decentralization programme to enable the strategy to be scaled-up nationwide. This was to be achieved through the following objectives:

- Strengthening KTC's capacity to cater for the demand for training within the Project (GSOP).
- Formulating a National Policy for Labour-Intensive Public Works (LIPW). The *Ministry of Employment and Labour Relations*<sup>1</sup> has taken full responsibility of this after the initial preliminary work carried out by the ILO. As a result this objective has been removed from ILO's tasks.

The ILO is also responsible for enhancing the capacity of the staff of public and private stakeholders in Labour-Intensive Public Works. This objective is pursued through the following main outcome:

#### **Outcome:**

Koforidua Training Centre's Capacity strengthened to enable it to cater for the demand for training within the project in the fields of feeder road rehabilitation, small earth dams and dugouts rehabilitation, integrated watershed management and climate change adaptation activities using labour intensive work methods and knowledge development in the area of environmental protection.

#### **Link to the Decent Work Country Programmes**

The project supports the realization of the following DWCP outcome (DRAFT GHANA DECENT WORK COUNTRY PROGRAMME II 2011-2014):

- Outcome 1.5: More jobs created through Labour-Intensive Public Works

#### **Project management arrangement:**

The project is managed by an International Chief Technical Advisor based in the project office in Koforidua and reports to the Director of the ILO office in Abuja. The CTA is the principal staff responsible for Programme implementation, supervising staff, allocating Programme budgets, preparing progress reports and

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<sup>1</sup> Formally known as Ministry of Employment and Social Welfare

maintaining Programme relations with institutional partners. He is also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans.

The CTA is supported by two National Training Engineers based in the project office in Koforidua. The project is technically backstopped by the EIIP Senior Technical Expert based in the ILO Regional Office for Africa at Addis-Ababa in Ethiopia and the Senior Technical Adviser based in the EIIP Department of ILO Geneva (EMP/INVEST).

### 3. Purpose, scope and clients of the evaluation

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#### Purpose

- i. Give an independent assessment of progress to date of the project; assessing performance as per the foreseen targets and indicators of achievement ;
- ii. Provide strategic and operational recommendations as well as highlight lessons learned and approaches to sustain achievements of project results

#### Scope

The independent evaluation will cover all outcomes of the Technical Assistance for ILO's Capacity Building Support to the Ghana Social Opportunities Project. The evaluation will assess all key outputs that have been produced since the start of the project and the capacity building efforts made at all levels.

In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes
- How to ensure the achievement of all results (outputs and outcomes) within the project period
- Internal and external factors that influence speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

#### Clients

The primary clients of the evaluation are the Government of Ghana as beneficiary of this assistance, project stakeholders and constituents, ILO and IDA as a funding agency that will benefit from the lessons learned. Participating ILO offices, staff involved in the implementation of this initiative (CO Abuja, Regional Office for Africa (ROAF) and ILO departments at HQ, first and foremost EMP/INVEST. The evaluation process will be participatory.

### 4. Evaluation criteria and questions

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



## Key Evaluation Questions

The key evaluation questions are related to the two main services to be provided by the ILO: a) support to the development of a policy on labour-based public works in Ghana and b) Building capacity to enhance the training provided by KTC and training of stakeholders involved in the LIWP Component of GSOP.

The evaluator shall examine the following key issues:

### 1. Relevance and strategic fit

- Is the project relevant in supporting the GOG's policy to provide gainful employment opportunities to the citizenry as enshrined in the Medium Term Development Framework, Ghana Shared Growth Development Agenda?
- Is the capacity building (CB) component implemented by the ILO relevant for the National Strategy for Social protection?
- Does the policy framework for Labour-Intensive Public Works that was prepared in the 2nd half of 2011 by the Ministry of Employment and Social Welfare (MESW) fits well with the national priorities in terms of employment/social protection?
- Is the CB project relevant to the achievements of the outcomes in GSOP, in particular the LIWP?

### 2. Validity of design

- Has the design of the CB project taken sufficiently into consideration the huge needs in terms of training?
- Has the design clearly defined realistic performance indicators?
- Is a two years' period allocated to deliver project outcomes sufficient?
- Considering the results that were achieved so far, was the project design realistic?
- Has the project integrated an appropriate strategy for sustainability/continuity, in particular training capacity of KTC to continue beyond the project period?

### 3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved taking into consideration the evolving nature of such programmes? Were outputs produced and delivered so far as per the annual work plans? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- Is the policy framework for Labour-Intensive Public Works that was prepared in the 2nd half of 2011 by the Ministry of Employment and Social Welfare (MESW) with limited support of ILO been well formulated?
- Is the quality of the training material developed satisfactorily?
- Has the process of producing training material through validation workshops been effective?
- Has the training methodology based on a mixture of classroom and practical training been adequate?
- How do you assess the support provided to KTC?
- Are there any unintended results of the project?
- How does the project supported other components of GSOP?

### 4. Efficiency of resource use

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

**5. Effectiveness of management arrangements**

- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place to assess the effectiveness of the training? Is relevant information systematically collected and collated?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (ILO Office Abuja, Addis Ababa (ROAF) and EMP/INVEST HQ Geneva)?
- Is the project receiving adequate support from its national partners/implementing partners?
- Are all relevant stakeholders sufficiently involved?

**6. Impact orientation and sustainability**

- What are the next steps to make the policy framework for Labour-Intensive Public Works effective in Ghana?
- Which additional measures are absolutely recommended in order to make Koforidua Training Centre a sustainable centre of excellence in training in labour-based/labour-intensive technologies?
- What extra support in terms of capacity building is needed to make the LIPW component of GSOP successful?
- What are the competences of the implementing agencies stakeholders in applying the knowledge developed by the project?
- What actions will be required to sustain the achievements made by the project so far?
- Is the project strategy and programme management steering towards impact and sustainability?

**7. Lessons learned**

- What good practices can be learned from the Community Based project that can be applied by KTC in the coming years and by similar LIPW/SP projects?
- What should have been different, and should be avoided in any similar future projects?

## **5. Methodology**

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The evaluation will be carried out through a desk study and field visit to the project site in Ghana for consultations with project partners of the Government of Ghana, GSOP Project Secretariat, ILO project staff, constituents, The World Bank Representative in Ghana as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Abuja, Addis Ababa and Geneva will be done and the method for doing so will be decided by the consultant in consultation with the evaluation manager. The independent consultant will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days). The consultant will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques. Subject to the decision by the consultant a guided Open Space workshop with key partners may be organised in Accra. The GSOP secretariat, participating local, regional and national government offices, World Bank Country Representative in Accra and other participated stakeholders would be informed of such a work shop and invited as appropriate.

### **Desk review**

A desk review will analyse project and other documentation including the project document, project bi-annual progress reports, training reports and other relevant documents produced by the stakeholders. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument, which should be finalized in consultation with the evaluation manager. The consultant will review the documents before conducting any interview.

### Interviews with ILO staff

The consultant will undertake group and/or individual discussions with project staff based in Koforidua, Ghana. The consultant will also interview key ILO staff responsible for financial, administrative and technical backstopping of the project in ILO Abuja, the regional office in Addis Ababa, and ILO HQ (EMP/INVEST). An indicative list of persons to be interviewed will be furnished by the project management (CTA) after further discussion with the Evaluation Manager.

### Interviews with key stakeholders in Accra and Koforidua

The consultant will meet relevant stakeholders including members of the GSOP and technical working group, project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective components in the country. Around the end of the data collection from the field, the consultant will make a debriefing to the officials of the Government of Ghana, ILO Director of Abuja Office, the project team, technical back-stopper, relevant stakeholders and the evaluation manager.

## 6. Main outputs

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

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

In addition to the main report, the consultant is expected to prepare and deliver the following:

- An evaluation summary according to the ILO template will be attached in the final Report
- Lessons Learned using the ILO Lessons Learned Template
- Good Practices using the ILO Emerging Good Practice Template

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

## 7. Management arrangements, work plan and time frame

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### Composition

The evaluation will consist of one international evaluation consultant. The consultant will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: training, training development, capacity building initiatives to both public and private sector players and most importantly expertise on employment creation in infrastructure development.

### Evaluation Manager

The consultant will report to the evaluation manager (Mr. Gugsu Yimer Farice, [farice@ilo.org](mailto:farice@ilo.org), Senior Monitoring and Evaluation Officer, ILO Regional Office for Africa, Addis Ababa) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the GSOP project team in Ghana.

### Work plan and Time Frame

The total duration of the evaluation process is estimated to 24 working days for the independent international consultant over a 6 week period from 29 April 2013 to 15 June 2013. The international independent consultant will spend at least 7 working days in Ghana.

### Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to the donor no later than 22 June 2013.

Phase	Tasks	Responsible Person	Timing
I	➤ Preparation of TOR and consultation with stakeholders and ILO	Evaluation manager	5-22 April 2013
II	➤ Identification of independent international evaluator ➤ Entering contracts and preparation of budgets and logistics	Evaluation manager	20 – 29 April 2013
III	➤ Telephone briefing with evaluation manager ➤ Desk review of project related documents ➤ Evaluation instrument designed based on desk review	Consultant	29 – 31 April
IV	➤ Consultations with Project staff/management in Ghana ➤ Consultations with ROAF, ILO Abuja, HQ Units ➤ Consultations with participating government officials and GSOP secretariat ➤ Consultations with the WB in Ghana ➤ Consultations with other stakeholders ➤ Debriefing and presentation of preliminary findings to the project team, government partners and other stakeholders	Consultant with logistical support by the Project	06 – 18 May 2013
V	➤ Draft evaluation report based on desk review and consultations from field visits	Consultant	20-24 May 2013
VI	➤ Circulate draft evaluation report to key stakeholders ➤ Consolidate comments of stakeholders and send to consultant leader	Evaluation manager	Circulate 25 May Deadline for comments 1 June
VII	➤ Finalize the report including explanations on if comments were not included	Consultant	03-07 June
VIII	➤ Approval of report by EVAL	EVAL	17 – 21 June
IX	➤ Official submission to the PARDEV	Evaluation manager	22 June 2013

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

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

### Budget

A budget is allocated under BL 16.02 for this evaluation and is under the full control of the evaluation manager for engagement of a consultant, international and domestic travels and organization of workshops and consultative meetings with stakeholders.

#### For the consultant:

- Fees for international team leader for 24 days
- Fees for international travel from consultants' home to Accra, Ghana in accordance with ILO regulations and policies
- Fees for DSA during the country visit

**For the evaluation exercise as a whole:**

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

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

**8. Key qualifications and experience of the Consultant**

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

- University degree in Civil Engineering, development work or related graduate qualifications;
- A minimum of 10 years of professional experience specifically in capacity building initiatives to both public and private sector players, training development, employment friendly approaches in infrastructure works, evaluating international development initiatives, entrepreneurship, management of development programmes, preferably in Africa;
- Demonstrated expertise and capability in assessing technical and vocational training in rural and urban infrastructure works, capacity building initiatives including micro-enterprise development, entrepreneurship and small business management training;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

## PEOPLE MET DURING EVALUATION MISSION

Name	Organisation and Position	Date and Place of Meeting	Contact
Htun Hlaing	CTA ILO	Throughout evaluation	<a href="mailto:hlaing@ilo.org">hlaing@ilo.org</a> Cell: 0545585383
Edmond Balika	Training Engineer	Koforidua	<a href="mailto:balikaem@gmail.com">balikaem@gmail.com</a>
Prince Bio	Training Engineer	Koforidua	<a href="mailto:prncbio@gmail.com">prncbio@gmail.com</a>
Mr. Robert E. Austing	GSOP (MLGRD) <i>National Coordinator</i>	06.05 2013 MLGRD Accra	<a href="mailto:kofibedu@yahoo.com">kofibedu@yahoo.com</a> Cell: +233 244 655 211
Mr. Desmond Duametu	GSOP (MLGRD) <i>National Capacity Building Specialist</i>	06.05 2013 MLGRD Accra	<a href="mailto:desduam@yahoo.com">desduam@yahoo.com</a> Cell: +233 244 459 175
Mr. George K. Osei Ababio	GSOP (MLGRD) <i>Chief Infrastructure Engineer</i>	06.05 2013 MLGRD Accra	
Mrs. Levina Owusu	MLGRD Chief Planning Officer	06.05 2013 MLGRD Accra	<a href="mailto:levinaowusu@yahoo.co.uk">levinaowusu@yahoo.co.uk</a> Tel: +233 0302 682011
John Obeng Asieduv	DFR Dep. Director Planning	06.05 2013 DFR Accra	<a href="mailto:joapat@yahoo.com">joapat@yahoo.com</a> Cell: 0208139906
Duncan Williams	DFR Dep. Director Maintenance	06.05 2013 DFR Accra	<a href="mailto:edunwil@yahoo.com">edunwil@yahoo.com</a> 0244955725
Dr. Charles Afe-tornu	DFR Chief Quantity Surveyor	06.05 2013 DFR Accra	<a href="mailto:cafetor@yahoo.com">cafetor@yahoo.com</a> Cell: 0242213853
Roosevelt Otoo	DFR Principal Engineer	06.05 2013 DFR Accra	<a href="mailto:roosedat@yahoo.com">roosedat@yahoo.com</a> Cell: 0244297408
Amin Amidu Sulemani	MRH Minister / MP	07.05.2013 MHR, HW Dep.	<a href="mailto:varjagh@yahoo.com">varjagh@yahoo.com</a> Cell: 0548 955 795
Kwadwo O. Adu	MRH Director of Administration	07.05.2013 MHR, HW Dep.	<a href="mailto:kadu35@live.com">kadu35@live.com</a> Cell: 024 436 6363
Isaac Adjei Mensah	MRH Deputy Minister	07.05.2013 MHR, HW Dep.	
Ernest K. Obeng	MRH, Koforidua Trg. Centre Principal	07/14/15.05.2013 KTC	<a href="mailto:ernobeng2002@yahoo.com">ernobeng2002@yahoo.com</a> Cell: 024 476 5620
Steven Maclean	GIDA Engineer	07/15.05.2013 MHR, HW Dep	
Zakary Gbire	GIDA Engineer	07/15.05.2013 MHR, HW Dep	
Aduroa Asotia - Boalye	GSOP Regional Coordinator, Bolga	09.05.2013 Bolga, Site Visits	
Emanuel ??	GSOP Regional Engineer, Bolga	09.05.2013 Bolga, Site Visits	
Kwaku Boateng	GSOP Regional Coordinator, Tamale	10.05.2013 Tamale	
Sebastian	GSOP Regional Engineer, Tamale	10/11.05.2013 Tamale, Site Visits	
Joyce	GSOP CB Specialist, Tamale	10.05.2013 Tamale	
Prof. Richard Akromah	KNUST Dean Agric Facults	15.05.2013 Kumasi	
Prof. Charles	KNUST	15.05.2013	

Name	Organisation and Position	Date and Place of Meeting	Contact
<b>Kwansa</b>	Prof. Agric Facults	Kumasi	
<b>Prof. Yaw A. Tuf-four</b>	KNUST Prof. Dep. of Civil Engineering	15.05.2013 Kumasi	<a href="mailto:yat@engineer.com">yat@engineer.com</a> Cell: 020 812 8339

Name	Designation	Email Address	Phone No.
<b>Tamale Regional Office, GSOP</b>			
Kwaku Adu Boateng	Regional Coordinator, GSOP, Tamale	afiakwaku@yahoo.co.uk	0208158101
Sabastian S. Yiah	Regional Engineer, GSOP, Tamale	saliayah@yahoo.com	0208442543
Alhaji Yahaya Ab-dul Rahman	Regional Financial Management Specialist, GSOP, Tamale	hajyahaya@yahoo.com	0200612725
Obayaa Joyce Koranteng	Regional Capacity Building specialist, GSOP, Tamale	jokkyobaa@yahoo.com	0243645369
Vitus Ayingayure	Regional Manager, Ghana Irrigation Dev't Authority(GIDA)	vitusa-yingayure@yahoo.com	0244802965
<b>Saboba District Assembly</b>			
Adolf Ali	District Chief Executive, Saboba District Assembly(SDA)	Aliadolf14@yahoo.com	0242033401
Alhaji Yussif Abdala	District Feeder Roads Engineer, SDA		0267396861
Thomas N.	District Planner	SDA	0209118611
Zachaus Jagri	LIPW site supervisor	SDA	
Mr. Nuru	Contractors rep, Kujoni Dug -out	SDA	0205596364
<b>East Gonja District Assembly</b>			
<b>Chamblugu- Kabreshie Feeder Road (2.0km)</b>			
<b>Tantuani Dug Out</b>			
Alhaji Karim Yakubu	District Director, East Gonja District Assembly(EGDA)	EGDA	0205202225
Inusah Dramani	District Feeder Roads Engineer(EGDA)	Oldmani@yahoo.com	0267754116
Batawura J. Alhassan	LIPW supervisor(EGDA)	EGDA	
Ewurutomah Mahama	LIPW supervisor(EGDA)	EGDA	
Osman Ziblim	LIPW supervisor(EGDA) Climate Change	EGDA	

Plus DA Site Supervisors, Contractor Site Supervisors, Coaches, Community Facilitators, Community Members.

Meeting Title:	<b>ILO Evaluation; KTC Consultative Workshop</b>		
Date:	15 <sup>th</sup> May, 2013		
Time:	10:00am		
Venue:	Koforidua Training Centre (KTC) - Koforidua		
Presentation By:	Andreas Beusch (AB)		
In Attendance:	Steven Maclean (SM)	Engineer	GIDA
	Zakary Gbire (ZG)	Engineer	GIDA
	Akwasi Asamoah (AA)	Engineer	DFR
	Osei Bonsu (OB)	Engineer	DFR
	Ernest Kwame Obeng (EKO)	Principal	KTC
	Htun Hlaing (HH)	Chief Technical Adviser	ILO
	Edmond Balika (EB)	Training Engineer	ILO
	Prince Bio (PB)	Training Engineer	ILO
Absent:	None		
Agenda	1. Opening and Introduction		
	2. Meeting objectives		
	3. ILO's Scope of Work		
	4. Limiting Conditions Affecting The Training Conduct and Impact		
	5. Training Cooperation Modalities		
	6. ILO's Way Ahead with KTC and GSOP Till August 2013		
	7. Final Remarks		
	8. Closing		
Minutes by:	Balika Edmond M and Prince Bio		
Next Meeting:	Not required		

ITEM 1	Introduction of Participants
<p>The meeting started at 10:00am with Opening Prayer by OB of DFR after which EKO gave a welcome address where he presented the general overview of the meetings objectives. AB introduced the agenda for the day. It was made clear that the meeting was aimed at eliciting trainers' views in order to assist AB carry out an internal ILO evaluation.</p>	
ITEM 2	1. Opening Remarks
<p>In his opening remarks, AB explained that his major task is to evaluate the ILO input on the training component of GSOP. He went ahead to present the agenda for the meeting.</p> <p>As methodology, AB indicated that he embarked on field visit to have first information on work done on the ground. He further indicated that the meeting was part of his evaluation mission and expected it to be participatory where the group (i.e. attendants) will serve as a think tank to come out with the issues and best way forward. Findings from this meeting will feed into a meeting in Accra on the 17<sup>th</sup> of May 2013.</p> <p>Having set the tone for the meeting, he went made to make a presentation pictures taken from the field to illustrate some challenges identified during sites visit. His comments upon site visit are summarized below:</p> <p><b><u>Problems</u></b></p> <p><b><u>Road</u></b></p> <ul style="list-style-type: none"> <li>It was noticed that camber formation was generally not up to standard as some of the roads were flat (no camber) or, in some extreme cases, had an inverted camber (sloping towards the centre line of the road).</li> <li>There was a general absence of templates (i.e. ditch and sloping templates) on site and the</li> </ul>	



one that was present was not the desired type.

- Compaction was a major issue as there dearth of compaction equipment leading to the community improvising sub-optimal compaction 'tools' to get on with the work.
- Contract documentation was not optimal: arrangement of documents, missing drawings and wrong dimensions in drawings were some of the issues noticed.
- Finished product for the road works was generally not impressive.

#### Dam

- Better results were observed at dam and dugout sites
- Compaction equipment were not ideal
- Twin roller was seen at one site but could not vibrate to achieve better compaction
- Task work not properly applied in some of the sites visited; e.g. About 160 workers assigned as a group to a single task.
- There a general lack of appropriate tools

#### Some High Points

- There is a lot enthusiasm about LI works at the community level
- Trainees felt training was very useful although it was not adequate in terms of the time allocated to it.
- Job creation at the district and the community levels is very good although the quality of the infrastructure so developed should be ensured to give longer economic benefits to the community.

ITEM 3	Details on Items Discussed		
<i>See Annex IIIa for details</i>			
Action items			
Minutes of the meeting to be written to serve as input for an impending meeting in Accra on 17 <sup>th</sup> of May 2013.		15 <sup>th</sup> May 2013	EB & PB
ITEM 8	Final Remarks		
The Principal of KTC thanked attendants for their time and contribution and expressed the hope that ILO continues to assist the center to become one excellence in LI technology.			
ITEM 9	Closing		
The meeting came to a close around 3: 00pm with a closing prayer by OB.			

## Assessment of ILO's/KTC's Scope of Work as per Agreement

(Assessment carried out by GSOP Trainers at KTC workshop on 15<sup>th</sup> May 2013)

Activities	Status	Achievements, Challenges, Comments
1. Collect, collate and establish curricula of previous road courses and if possible other training areas as dam rehabilitation, soil and water conservation etc.	<ul style="list-style-type: none"> <li>Established course design committee</li> <li>Learning objectives defined for all courses</li> <li>Definition of content of course</li> <li>Definition of time requirements</li> <li>Definition of methodology to be applied for classroom and practical sessions</li> </ul>	<ul style="list-style-type: none"> <li>GSOP was involved in curriculum development process and the line departments and agencies</li> <li>The construction industry was not involved</li> <li>Curriculum for application of GSOP had to be adjusted to suit GSOP demands</li> <li>Not based on proper job-profiling and Training Needs Assessment</li> <li>GSOP as training client was made aware of limited training impact to be expected</li> </ul>
2. Establish a roster of available trainers. Trainers from the road sector are found within DFR, while other trainers will have to be identified.	<ul style="list-style-type: none"> <li>DFR and GIDA list of trainers was adopted</li> <li>Later a criteria catalogue for trainer selection forwarded to GSOP</li> <li>Feedback received</li> </ul>	<ul style="list-style-type: none"> <li>Client (GSOP) and MLGRD advised to advertise trainer posts – cannot be adopted by KTC</li> <li>KTC as training institution will source trainers as required on its own</li> <li>In-house trainer competence to be developed by KTC</li> <li>Process has already started through a proper recruitment process</li> <li>Moving away from a pure client responsive approach to building a competent training institution</li> </ul>
3. Establish a training programme for the project and a general training programme for the centre (KTC will continue to deliver training to its line ministry). The programme should contain curricula, target groups and outline of all the forthcoming training. The activity should be undertaken in close collaboration with the NCO and RCO to identify areas of training as the need may have changed since the planning stage of the project	<ul style="list-style-type: none"> <li>A training programme for GSOP as per demand was developed</li> <li>For KTC, no general programme was established so far</li> <li>Insufficient training budget from MRH to conduct courses</li> <li>Principal (KTC) is now developing a holistic KTC masterplan</li> </ul>	
4. Tailor previous training curricula and course material on roads to shorter refresher courses for technicians, engineers and managers. The emphasis is on delivering crash courses to enable previously	<ul style="list-style-type: none"> <li>Not applicable</li> <li>Trainees did not have the required background</li> </ul>	

Activities	Status	Achievements, Challenges, Comments
trained people to take on the technology. For the technicians and engineers (first priority) emphasis should be on technical aspects and site management (managing people). For engineers and managers short courses (over a couple of days) should be tackling tendering procedures in a project.		
5. Modify previous training of training courses and a new set of courses specific to the requirements of the project of having field trainers (the previous courses are road-based). This course should equip the trainers to train government staff, private sector employees and members of CBO in labour intensive technologies including the aspect of managing a large number of people.	<ul style="list-style-type: none"> <li>• No full Training of Trainers was available from KTC</li> <li>• Assumption was that the field supervisors from client become field trainers</li> <li>• GSOP concept was to use line ministries supervisors as coaches/ field supervisors (field trainers)</li> <li>• Coaches were oriented on how to coach</li> <li>• Clients field supervisor received a rudimentary training orientation (1 day) ToT</li> </ul>	<ul style="list-style-type: none"> <li>• Some coaches have no/ limited practical experience</li> <li>• Coaches also being contract supervisors are not effective</li> <li>• Training role of coaches is not seen on the ground</li> </ul>
6. Develop new courses, based on pieces of trainers courses for the coaches. The technical training will to some degree correspond with the above course, but this cadre of trainers will have a different role to play in the implementation of the project. The coaches input will be to visit the field trainers during the daily work and assist and mentor them through their difficulties. Field trainers are to provide practical training assistance to the contractors' supervisors when required. They will ensure work is carried out satisfactorily and reporting is done according to rules laid out by the project.	<ul style="list-style-type: none"> <li>• Refer to 5.</li> </ul>	<ul style="list-style-type: none"> <li>• Refer to 5.</li> </ul>
7. Provide mentorship and guidance to the principal of KTC, the principal trainer and the two national training experts employed by the ILO.	<ul style="list-style-type: none"> <li>• The new principal (Feb. 2013) has been beneficial</li> <li>• Exchange of ideas and concept has been positive</li> <li>• National training experts got a good introduction to LI work and course development</li> <li>• Have also got the chance to participate in training delivery</li> </ul>	<ul style="list-style-type: none"> <li>• National trainers(ILO): hope to get more exposure to practical training</li> <li>• CTA to assist in establishing a proper model/training road and dam including tool and equipment</li> <li>• Assist KTC in developing a full LI literature and use of IT for training</li> <li>• ILO to continue providing technical assistance to KTC development.</li> </ul>
8. Train coaches and field trainers.	<ul style="list-style-type: none"> <li>• Refer to 5</li> </ul>	<ul style="list-style-type: none"> <li>• Refer to 5</li> </ul>
9. Monitor and assess all the training provided in order to improve and	<ul style="list-style-type: none"> <li>• Overall course monitoring is done</li> </ul>	<ul style="list-style-type: none"> <li>• Results from monitoring:</li> </ul>

Activities	Status	Achievements, Challenges, Comments
streamline forthcoming training.	<ul style="list-style-type: none"> <li>Individual post training assessment of trainees is not possible due to the large number of trainees</li> <li>Sample assessments have been made</li> </ul>	<ul style="list-style-type: none"> <li>Supervisors also to be trained on basics of ALL LI infrastructure works</li> <li>Supervisor trained are often not retained by contractors</li> <li>Entry level to training is an issue</li> </ul>
10. Assist KTC in setting up a sub-training centre in Tamale using existing institutional structures such as Institute for Local Government Studies LGSS. This also involves the work of establishing offices and an equipment yard using whatever governmental premises that are available.	<ul style="list-style-type: none"> <li>For GSOP training, no 'centre' established as yet</li> <li>Assessment of ILGS was carried out</li> </ul>	<ul style="list-style-type: none"> <li>KTC to prepare a proposal for GSOP to install a centre/ pre-station</li> <li>Centre/ Station to be housed within existing premises of agency or department</li> </ul>
11. Assist KTC to seek alliances with other training institutes such as the Institute for Local Government Studies LGSS, but also with the universities and polytechnics in developing curricula suitable to rural engineering and labour intensive technologies.	<ul style="list-style-type: none"> <li>KNUST participation ensured</li> <li>-MOU being agreed upon</li> <li>Collaboration with polytechnics not yet established</li> <li>-Process to be started</li> </ul>	<ul style="list-style-type: none"> <li>Intermediate Technology Transfer Unit (ITTU) to be included</li> <li>-Collaboration to be sought</li> <li>Polytechnics to encourage to incorporate LI technology in their courses</li> </ul>
12. Develop new training curricula and training courses in areas such a watershed management, which includes a number of topics such as soil and water conservations techniques including simple ones as tree planting and erosion protection measures.	<ul style="list-style-type: none"> <li>Courses for GSOP developed</li> <li>Training material drafted and currently vetted</li> <li>Many existing manuals are available as reference material</li> </ul>	
13. Enhance and include topics on environment concerns. These courses should include mitigation measures, including: prevention of deforestation and the promotion of forestation; adaptive measures to make a more efficient use of available natural resources; the protection of natural resources and public/private assets; actions that cope with the effects of natural disasters caused by extreme weather.	<ul style="list-style-type: none"> <li>Part of CCI's = Fully included in all material</li> </ul>	<ul style="list-style-type: none"> <li>Customer care issues recommended to be included in courses</li> </ul>

<b>Meeting Title:</b>	<b>Final Debriefing Meeting Independent Evaluation of Technical Assistance for Capacity-Building Support to the Ghana Social Opportunities Project (GSOP)</b>		
<b>Date:</b>	17 May 2013		
<b>Time:</b>	10:15AM		
<b>Place:</b>	Head of Civil Service Annex (Conference Room)		
<b>Moderator:</b>	Htun Hlaing		
<b>In Attendance:</b>	Levina Owusu (LO)	Chief Planning Officer	MLGRD
	Francisca Acquah (FA)	Assistant Director	MRH
	Robert Austin (NC)	National Coordinator	GSOP
	George K. Osei Ababio (CE)	Chief Infrastructure Engineer	GSOP
	Desmond Duametu (DD)	Nat. Capacity Building Specialist	GSOP
	Emmanuel Mante (EM)	Nat. Climate Change Specialist	GSOP
	William Y. A. Kodwii (WK)	M&E Specialist	GSOP
	Ernest K. Obeng (EO)	Principal	KTC
	Stephen Maclean (SM)	Engineer	GIDA
	Damien Amoatwi (DA)	Director, PMU	GIDA
	Bernard Badu (BB)	Engineer	DFR
	Andreas Beusch (AB)	Consultant	ILO
	Marc Van Imschoot (MI)	Snr. Technical Adviser EIIP	ILO
	Htun Hlaing (HH)	Chief Technical Adviser	ILO
	Prince Bio (PB)	Training Engineer	ILO
	Edmond Balika (EB)	Training Engineer	ILO
<b>Absent:</b>	None		
<b>Agenda:</b>	Evaluation of ILO's input to GSOP		
<b>Minutes by:</b>	Prince Bio		
<b>Next Meeting:</b>	Not required		

<b>ITEM</b>	<b>2. Opening and Introduction</b>
<p>HH welcomed participants to the meeting and indicated that the meeting was called as part of an internal evaluation process of the ILO's contribution to GSOP so far. He introduced Mr. Andreas Breauch as the consultant engaged by the ILO to undertake the task. HH explained that since AB's arrival, they have paid courtesy calls on the various stakeholders including Ministry of Local Government and Rural Development (MLGRD), Ministry of Employment and Labour Relations (MELR), Ministry of Roads and Highways (MRH). The consultant has also visited the Koforidua Training Centre (KTC) and Kwame Nkrumah University of Science and Technology (KNUST); Civil engineering and Agriculture departments and also the GSOP coordinating team. The consultant was taken through site visits to northern Ghana. During the site visit, roads, dams and climate change sub-projects were visited at Bolga and Tamale. Interactions with trained contractor and field supervisors as well as coaches and DA's engineers were done to assess the impact of the training in their work. HH said that AB was ready to deliver his preliminary findings on the activities undertaken and therefore called on him to present them.</p> <p>Before AB's presentation however, participants were asked to introduce themselves. List of attendance is attached to this minutes</p>	
<b>ITEM</b>	<b>Presentation of Evaluation findings</b>
<p>AB started by thanking participants for their presence and contributions to the evaluation process and added that findings were developed not only based on his observations and opinions but a collection of notes from interactions and discussions.</p> <p>The presentation overview showed the following;</p> <ol style="list-style-type: none"> <li>1. Evaluation objectives and scope</li> <li>2. Evaluation methodology</li> <li>3. Conditions for effective training</li> <li>4. Achievements and challenges</li> <li>5. Conclusions and recommendations</li> </ol>	

Key Evaluation Questions included the following:

- Relevance and strategic fit
- Validity of design
- Project effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Impact orientation and sustainability
- Lessons learned

A copy of the presentation is attached to this minutes.

ITEM	Discussion, Q & A of presentation
Q: How was selection of various actors for training done including duration and content for training?	
A: HH explained that ILO conducted a background study at the initial stages of the project on the training component of GSOP and the study identified the various target groups and suggested the types of training to be given. ILO relied on GSOP for the supply of trainees since they operated in the districts. Before training was conducted, a course design meeting was organized with KTC, GSOP and relevant agency i.e. DFR or GIDA in attendance. During this meeting, proposals were made and GSOP approves the duration and commencement date.	
DD on his part provide background information on the training and mentioned that the ILO's contract became effective in 2011 at which point GSOP was already a year old and was cited for non-disbursement. He pointed out that although the ILO's background study identified a certain category of personnel to be trained however, over a year into implementation had passed with little to show for it. This he claimed required an emergency response and therefore became imperative and was agreed that contractor supervisors were trained ahead of all others. In his explanation, he mentioned cost of training was an issue and therefore asking all contractors to undergo six month training was not going to work. It was realized from the first batch of tendering that contractors lacked the capacity to prepare competitive bids hence adopted a system of providing a pre-tender course on pricing to enable them price well and also used it as a prequalification tool for all contractors. It was decided that only successful contractors were eligible to undergo six weeks training. To cater for the client's side of supervisors, personnel were identified from DWD's and relevant agencies that were deemed to have some level of construction skills. In terms of six weeks duration for the training, the project needed to compromise the average period of six months because the project did not have the luxury of time. He also highlighted difficulties in getting contractors (MD's) to stay for training.	
Q: Is the concept of a Coach useful?	
A: AB mentioned that the concept is useful but not working effectively in the GSOP arrangement.	
NC hinted that DFR's 'hands are full all the time' and yet expected to provide coaching and supervision and wondered whether they would ever have time to do it well. He suggested empowerment of the field supervisors to provide the required technical support to the contractor on the field moving forward than reliance on DFR's coaches. He mentioned that there are systemic challenges in the Ghana construction industry and thus training should be looked at within that confine which according to him was not explicit in AB's presentation and may fail to portray adequately the benefits training has attained. He expressed concern about lack of use of appropriate tools. He called for the need to have in place strong trained site supervisors. He tasked ILO team to document typical errors identified on site as part of their activities within remain contract period. He noted that they wish to give the ILO team another year in addition but their plans and budget could not afford it. "ILO is very expensive to sustain" he said.	
DD noted that the client (DA) is not providing adequate resources and support to the DFR personnel who are expected to give technical backstopping. This he added does not motivate personnel to work effectively. He explained that templates were given to contractors but enforcement of their use was lacking.	
Q: Considering the challenging circumstances highlighted, where should emphasis be placed to ensure effective training?	
BB noted that closer collaboration with GSOP was necessary to ensure that personnel were in place to check quality control of works and the use of rammers for major compaction was unacceptable. He again mentioned that final product should be given prominence. He also support the idea of having a model road at Koforidua.	

<p>CE contended that two key issues were at stake; employment creation and infrastructure, GSOP are more concern about employment creation and this account for the use of locally available equipment and techniques. For GSOP, the final product is the number of employment opportunities they can create but added that they are looking at ways of improving quality control measures. He expressed his concern about long duration for training. "20 years ago we were doing labour-based technology training in 8 weeks, now with technological advancement such as computers, putting everything on CD and we still want to maintain the 8 weeks, 4 months, one year? This project does not have time." He said.</p>	
<p>WK: called for a more defined competency levels expected from training courses in order to serve as bases for assessment of outcome of training.</p>	
<p>AB explained that the varied entry point of trainees with different backgrounds made it difficult to have established indicators regarding training outcomes and admitted that exit results were not scientific but more assumed because missing elements of job-profiling and job description. He hinted that what is key in training is what is expected and can be mastered during the duration and that we should properly match our expectations of training against what we put in. "if you want Mercedes and you only have money for bicycle then you cannot go for the Mercedes, you have to end up with a bicycle" he added. He suggested the use of checklist as a way of ensuring quality assurance.</p>	
<p>EO noted that in his estimation training has done remarkably well against the backdrop of the caliber of persons that underwent the training and given the numerous constraints that GSOP had to deal with. He added that efforts should be made to make training better. He made known his intention to have a demonstration road on KTC premises.</p>	
<p>HH supported that idea of a model road at Koforidua to facilitate training. He explained that in such a case work will progress slowly with minimum labour force when there is no training and site will become active when training is on-going.</p>	
ITEM	Closing Remarks
<p>NC noted that roads were very technical to work on and therefore there were challenges in that respect, However, the impact of training on dam was phenomenal and was impressed with work done on dams. He maintained that moving forward, ILO should assist in curricular development and considering the reactionary training that was given, they wish to retain ILO for another year. He also asked that context to the training be provided in the presentation. He indicated that re-training of DFR staff was very necessary to revamp their capacity.</p>	
ITEM	Closing
<p>Meeting ended around 12:15pm</p>	

## Impressions from the Field Visits

The listed Achievements and Challenges in this report can be further documented through impressions and findings gained during the field visits to various sites in Upper East and Northern Regions. With respect to work implementation the site visits provided an excellent opportunity to clarify open questions and to receive a clear picture of the situation on the ground. These impressions may or may not portray the general situation but provide sufficient information to confirm the evaluation analysis made by studying the available documentation and consultations with project stakeholders.



*Problems with setting out and controlling horizontal and vertical alignments. Most standard setting out tools for LI work activities are missing on site. The formation material is not compacted.*



*No setting proper setting out of drainage activities i) to ensure that drain is excavated to the correct size and gradient, and ii) to ensure that the ditch material is heaped along the centre line of the road to be later used to form the camber.*



*Drain material is heaped along the shoulder-line instead of along the centre-line. The template used has the wrong shape as it is of the full drain shape including fore and back slopes. It cannot be used for ditching and sloping, but only for back-sloping.*





*The result of the above work practice is a 'flat' road without any camber crossfall, poor drainage, uncontrolled vertical and horizontal alignments and uncompacted formation / gravel course.*



*Dam work in general is of good quality apart from insufficient and uncontrolled compaction of fill material.*



*On this dam (practical training demonstration site) the work has been completed to good quality and apparently compaction was done to satisfaction. (compaction equipment covered with black plastic sheet)*



*Tree planting has been the main activity under the climate change component. The task rate system has been successfully introduced for this community-executed project.*



Appropriate compaction equipment is for most projects not available on the market. Most small-scale contractors do not have their own equipment and thus depend on hiring it.

'Makeshift' compaction tools are desperate attempt to overcome the problem. However, the required compaction density required for dams and roads cannot be achieved with such tools.



This picture shows a section of a large size dam that apparently was compacted using a 200kg non-vibrating roller. It is obvious that layer of fill material is not really compacted to the required density (too many voids between the soil particles).



The right tools for the job are required for productive LI work. These labourers are using mattocks to spread fill material. Spreaders would be much more effective and would allow for a more uniform layer. To control the layer uniformity and thickness appropriate levels should be established and marked with level pegs and strings as well as checking with straight edges to detect depressions or areas with too much material.

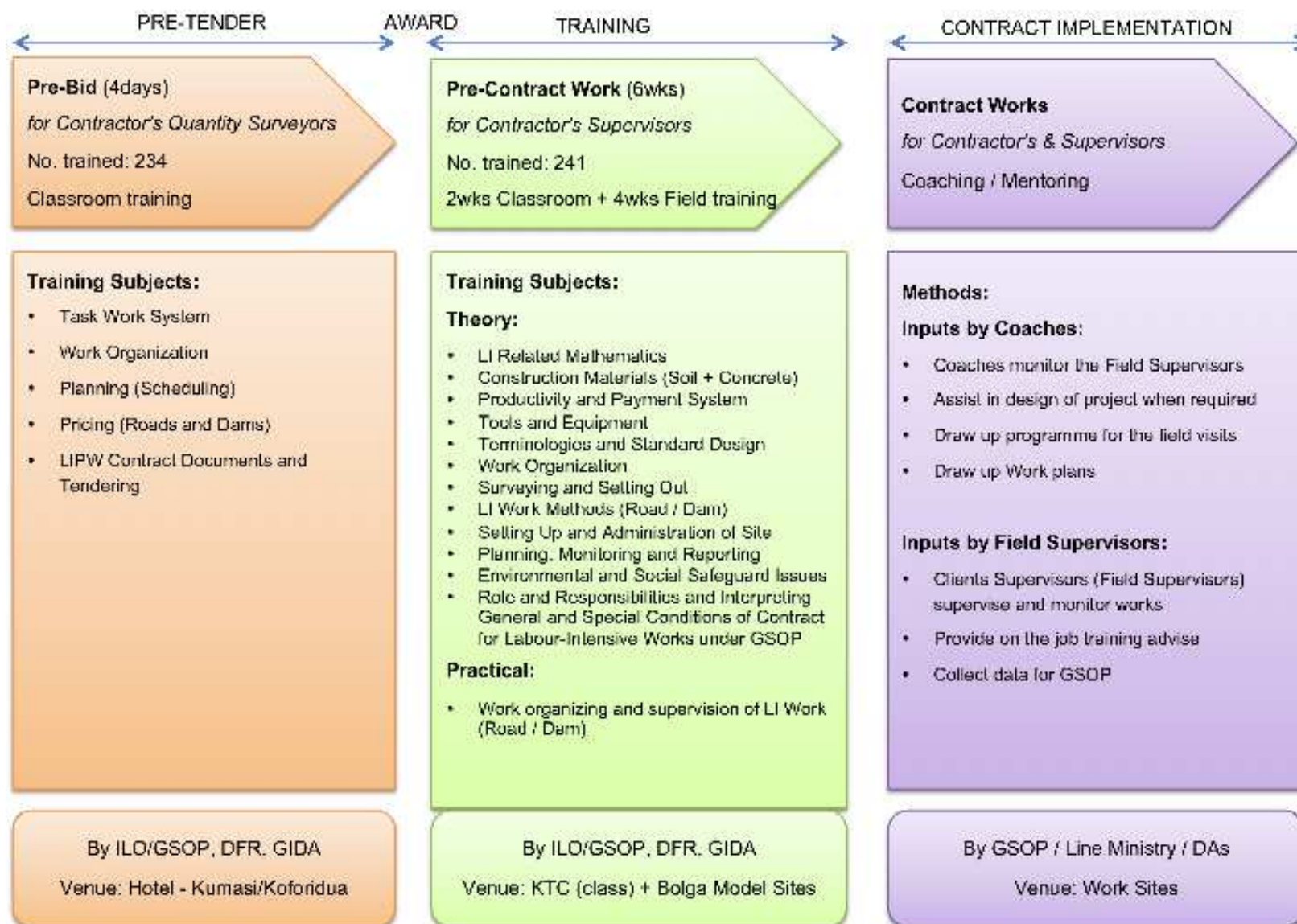


These ladies are head-carrying hundreds of tons of fill material using their own head-pans or buckets. Each of them has a different shape and size. The task given is however a group task for over 160 labourers. Is this a fair and controllable arrangement?

Review of Training Material		
Title of Manual	Status (May 2013)	Comments
Practitioner's Guide to <b>Rural Road Improvement and Maintenance</b>	Completed, with GSOP for final production	<ul style="list-style-type: none"> <li>• Sixteen topic specific and comprehensive modules relevant as reference material for unpaved rural road construction/rehabilitation and maintenance. In addition the Guide includes two separate sections as guidance if used for training.</li> <li>• The Guide is well developed and presented. A few minor mistakes can easily be corrected before publishing.</li> <li>• For each Module a table containing learning objectives and learning elements including recommended (teaching) methodology has been developed and added to the manual as orientation for trainers and trainees. However, the learning objectives are not specified in terms of the trainees' required capacity to execute his/her job at his or her particular level of competence.</li> <li>• Module 12, Routine and Recurrent Maintenance contains excellent Activity Specifications, which describe in detail the activity purpose, technical specification, OSH requirements, environmental issues, method and unit of measurement. These are presented in line with the standard BoQ and contract specifications. Unfortunately similar activity specifications are not available for the rehabilitation/construction operations and there is also no particular reference to the (standard?) contract document in place. This would be particularly useful for training of contractors and their supervisors.</li> </ul> <p>➔ <b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- <i>For training purpose additional handouts, which specifically address information/explanation needs of different categories of trainees should be developed in future (once construction activities have been clearly identified and included in the standard contract document), e.g. comprehensive worksheets for each construction activity, quality control check-lists for use on site, etc.</i></li> <li>- <i>Develop and integrate Activity Specifications (similar to those for maintenance) in line with the standard BoQ and Contract Specifications.</i></li> </ul>
Practitioner's Guide to <b>Rehabilitation and Maintenance of Dams, Dugouts and Related Facilities</b>	Drafting completed → pre-publication editing stage	<ul style="list-style-type: none"> <li>• Ten topic specific and comprehensive modules, relevant as reference material from design to maintenance stage using LI. construction methods.</li> <li>• General modules on LI technology; construction handtools and equipment for LI works; planning; work organization; reporting and control; surveying and setting out technics for LI works; environmental and social safeguards; setting-up and site administration; pricing (preparing</li> </ul>

		<p>bids); contract document are used from the Roads Manual.</p> <ul style="list-style-type: none"> <li>• The Guide does not provide information which module to use for specific categories / levels of trainees, e.g. which modules are to be used for training of field supervisors.</li> <li>• For each Module a table containing learning objectives and learning elements including recommended (teaching) methodology has been developed and added to the manual as orientation for trainers and trainees. However, the learning objectives are not specified in terms of the trainees' required capacity to execute his/her job at his or her particular level of competence.</li> <li>• The Guide appears to have been 'overdone' in terms of topics, learning objectives and content for training purpose alone. As such the Guide has not been developed on the basis of the particular job profiles of the trainees attending LI courses but is rather meant as a comprehensive reference document for practitioners from the design stage to maintenance of dams and irrigation facilities.</li> </ul> <p>➔ <b>Recommendation:</b> <i>Use the Guide as a reference manual for practitioners only. Prepare at a later stage (ones job-profiling is complete and training curriculum fully developed) specific and simplified learning/training modules for training of contractors and site supervisors.</i></p>
<b>Climate Change and Integrated Watershed Management</b>	Draft completed → incorporating stakeholders comments	<ul style="list-style-type: none"> <li>• This draft Guide consists of two volumes (Soil and Water Conservation &amp; Integrated Watershed Management). It is a comprehensive document useful as planning and work implementation guide.</li> </ul>





## Assessment of Training Cooperation Modalities

(Assessment carried out by GSOP Trainers at KTC workshop on 15<sup>th</sup> May 2013)

Partner	Collaboration Modalities	Comments
<b>GSOP/MLGRD</b>	Client (Funding) Trainees	- Client to better appreciate training requirements - Better forward planning for training programmes required
<b>DFR</b>	Resource persons Technical backstopping	
<b>GIDA</b>	Resource persons Technical backstopping	More capable resource persons required
<b>DA's</b>	Trainees	- Some not too excited about training - Required minimal background - Awareness training required
<b>LOCAL CONTRACTORS</b>	Trainees	Required minimal background Contractor must be trained too
<b>KNUST</b>	Resource persons Curricula development	Student attachments possible
<b>MEST</b>	Technology development and backstopping	
<b>MOFA</b>	- DO -	
<b>UERN</b>	Resource persons - DO -	
<b>LGSS</b>	- DO -	
<b>PRIVATE INDIVIDUAL</b>	Resource person	