



## Evaluation Unit (EVAL)

### Evaluation Title Page

- **Project Title:** Enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka
- **TC/SYMBOL:** SRL/07/01/JPN; SRL/07/04/JPN; SRL/08/01/JPN; SRL/08/02/JPN; SRL/08/04/JPN; SRL/09/02/JPN; SRL/09/03/JPN
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# Final Evaluation

## ILO-Japan Youth Employment Project

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Project Title:	Promotion of decent work for young women and men through enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka
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## Acronyms and Abbreviations

BDS	Business Development Service
CG	Career Guidance
CoC	Chambers of Commerce
CSR	Corporate Social Responsibility
CTA	Chief Technical Advisor
CWC	Ceylon Workers Congress
D-PAC	District Project Advisory Committee
DAC	Development Cooperation Directorate
DS	District Secretariat
DWCP	Decent Work Country Programme
DWT	Decent Work Teams
EAST	Education and Skills Training for Youth (ILO Project in Indonesia)
EFC	Employers Federation Ceylon
EVAL	Evaluation Unit, ILO Headquarters
FPC	Field Project Coordinator
FPC	Field Project Coordinator
GoSL	Government of Sri Lanka
HIV/AIDS	Human immunodeficiency virus/Acquired immune deficiency syndrome
IDB	Industrial Development Board
ILO	International Labour Organization
IPEC	International Programme for the Elimination of Child Labour
KAB	Know About Business
KDCCIA	Kegalle District Chamber of Commerce and Industry
LF	Logical Framework
LJEWU	Lanka Jathika Estate Workers Union
LMI	Labour Market Information
MC	Micro Credit

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MDG	Millennium Development Goals
MoHLW	Ministry of Health, Labour and Welfare (Japan)
MOYA	Ministry of Youth Affairs
MSE	Micro and Small Entrepreneur
N-PAC	National Project Advisory Committee
N.A.	Not applicable
NAITA	National Apprenticeship Industrial Training Authority
NAP	National Action Plans
NAPYE	National Action Plan for Youth Employment
NIPM	National Institute of Plantation Management
NPO	National Programme Officer
NVQ	National Vocational Qualifications
NWC	National Workers Congress
OJT	On-the-Job Training
OSH	Occupational Safety and Health
PARDEV	Partnerships and Development Cooperation Department
PC	Provincial Council
PHDT	Plantation Human Development Trust
PRS	Poverty Reduction Strategy
PRS	Poverty Reduction Strategy
QA	Quality assurance
RESC	Regional English Support Centre
ROAP	Regional Office for Asia and Pacific
RPC	Regional Plantation Company
SIYB	Start and Improve Your Business
SMART	Specific, Measurable, Achievable, Timebound
SME	Small and Medium Entrepreneur

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SPROUT	Summary Project Outline
ToR	Terms of Reference
ToT	Training of Trainers
TVEC	Technical and Vocation Education Commission
TVET	Technical and Vocational Education Training
UN	United Nations
UNDAF	United Nations Development Framework
UNFPA	United Nations Population Fund
USAID	United States Agency for International Aid
VT	Vocational Training
WB	World Bank
YECC	Youth Employment Coordination Committee (Previously District Advisory Committee, D-PAC)
YEN	Youth Employment Network
YEP	Youth Employment Programme
YIC	Youth Information Center
YRC	Youth Resource Center

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Lotta Nycander and Tharanga Gunaratne

Independent Evaluation Team

December 2010

## Executive Summary

### Overall conclusions

The Youth Employment Project of the ILO/Japan Programme set out to contribute to poverty reduction in rural and estate communities, through improving young people's access to labour market institutions and information, decent work and vocational training. It has focused on disadvantaged youth in the plantation sector and rural areas adjacent to the plantations, addressing the needs and aspirations of youth regarding better jobs, more education and skills, and other opportunities to improve their lives.

The Project is an example of an ILO technical cooperation project that has set ambitious goals but having insufficient financial and human resources, and time at its disposal - to fully accomplish these goals.

Some delays in start-up of Projects are often inevitable. In the case of this Project, the delays were substantial, and started with the late recruitment of the CTA, and an unfinished project document. It continued with late start-up of field activities, resulting from delays in signing the contract with e.g. PHDT – the main field implementing organization in the plantation sector. Following these delays, the evaluation team has been informed that there were quite some delays also in the actual payments for the implementation, by the PHDT Colombo office to the regional offices.

The Project has, despite these and other challenges, had many positive effects and the Project staff and partners should be commended for their efforts and goodwill created, such as opening up of new grounds, raising awareness and broadening the appreciation/understanding for the issues surrounding youth and employment, specially among stakeholders in the Project Province. It has been able to inspire many to take action and contribute to the Project objectives.

The Project activities have also resulted in new job opportunities and increased employability among many young women and men - but perhaps most importantly it has put the spotlight on youth, highlighting issues that have been neglected prior to the Project.

National, provincial and district committees, focusing on youth employment and education have been established representing all concerned organisations. Youth information and resource centres and databases in the province and at district level have been set up - the latter in order to match the requirements of employers' with capacity and/or skills of youth. Training and employment have been provided. Further, the district governments, and some implementing agencies, have used its own funds to reach further to attempt to reach out to the youth.

**Regarding the Project's attempts and success in reaching the three Project objectives, the following is the assessment of the evaluation team:**

- ▶ The Project has attained objectives 1 (enhanced knowledge) and 2 (capacity development among stakeholders). This is a good achievement, considering the many challenges that were met (mentioned in Section 5).
- ▶ Notwithstanding the successes mentioned in this report (mostly outcomes of the two first objectives) it must be stated that when comparing the work and results intended to be achieved (Project Document, paragraph 2.1) there are a number of areas which the Project did not accomplish, for instance value chain work, setting up functional Business Development Services, micro finance and others related to entrepreneurship development. This is quite understandable as it was not a realistic scenario to materialize the vision of the Project Document. In this situation the evaluation would have expected that a Review at mid term, would have assisted the management to downsize the Project to a much more realistic level – with the agreement of the donor agency.
- ▶ As for objective 3 (access to employment and services), it is assessed that although many of the outputs were delivered, the objective has not been fully reached. The one-year delay in starting up the Project has consequently caused delays in implementation of activities in the field (the plantations). The project manager/s did not manage some contracts with implementing agencies well, and there were quite some internal delays within the implementing agencies themselves. Insufficient monitoring and follow-up by the Project, coupled with insufficient resources during the



latter part of 2010 are factors that have contributed to minimizing the benefits for the youth under the third objective.

## **Specific conclusions**

### **Validity of Project design**

Although it is stated in the Project Document that the indicators are SMART, they are in fact far from SMART and cannot be used to measure progress of attaining Immediate Objectives, as they are neither quantifiable nor time-bound. Only two indicators here are found to resemble any kind of “SMART-ness”, namely two indicators toward immediate objective 3.

### **Relevance**

The Project as a whole is highly relevant and in line with international and national policies and strategies, including the policies of the development partner (the donor agency). The Project should be viewed as a *pilot*, and a *testing* of the policies created on youth employment, and those including references to youth employment in Sri Lanka. As policies were in place already at the onset, actual policy work was not focused on and very little efforts had consequently been put into policy matters.

The Project has also been relevant as a means to change attitudes. The staff and implementing agencies have made good efforts to attempt to change attitudes among stakeholders, and highlighting needs and aspirations of young women and men, not only regarding their job and education preferences, but also through giving the youth a voice. While several stakeholders have expressed the need for changed attitudes among *youth* – the evaluation team found that targeting the adults and their attitudes are as, or perhaps more important – which had been acknowledged by the Project.

### **Efficiency**

The evaluation team has assessed that the Project has not been as efficient<sup>1</sup> as it could have been in order to achieve the desired results. The Government of Japan has stated that it provided funds to the ILO already in 2007, and these should have been allocated over a four years period of implementation. Due to delays, first in recruitment of the CTA and other national staff (perhaps unavoidable due to circumstances) - the project period will end up having *de facto* only three years to operate.

It took nine months for the external cooperation contract with PHDT to be approved/signed, which led to further delays in implementation at field level. Many activities have been delayed and implemented for only one year (e.g. in the plantations in Kegalle district) and some activities were completed/implemented only very recently (e.g. training, training materials). Considering all these factors the actual implementation has been very short, indeed, which together have affected the quality of the results achieved. As for the Project's delivery rate, most funds had been spent or committed at the time of the evaluation. The remaining funds would be used, among others, for holding a Closing Workshop as well as finalizing commitments to the implementing partners.

### **Effectiveness**

The evaluation has assessed that not enough attention and systems were put in place to enable adequate monitoring of activities and outputs – which has had a bearing on the effectiveness and quality results of the Project.

### **Impact and sustainability**

It would not be fair to expect impact as a result of this short-term (shortened by one year) Project, in terms of actual effect in its contribution to the longer-term objective. Nevertheless, the evaluation has attempted to identify those components of the Project that could have an impact on youth employment if continued beyond December 2011 - such as innovative solutions, established systems and/or new ideas evoking change of attitudes among stakeholders.

## Recommendations

- ▶ The Project staff should organize a Closing Workshop (1 day), inviting all the stakeholders to analyse accomplishments, contributing factors and the way forward and sustainability issues - with or without external financial and/or technical support;
- ▶ Fully *logical* Logical Framework Matrices should always accompany ILO Project Documents and these must be completed before the CTA/project managers are in place (see also Lesson Learned, Section 7);
- ▶ Much more realistic project documents/Logframes should be designed for youth employment in the future, focused on a few key areas. ILO should also keep up a dialogue with the donor agencies, about the real challenges in reaching objectives when implementing individual, short-term national projects;
- ▶ ILO should - in future interventions involving Tamil youth in the plantation sector in Sri Lanka - address cross-cutting issues mentioned in this report - at design, implementation follow-up and monitoring stages;
- ▶ ILO should plan for specific monitoring (and evaluation) expertise/staff in future YE Projects in order to increase efficiency and off-load Project managers from the core monitoring work – thus better enabling project management;
- ▶ ILO should make all efforts to ensure that Project's stakeholders understand and are committed to the common mission and vision of the Project (if not obtained at the end of a Project, sustainability will be unlikely);
- ▶ The ILO should initiate a dialogue with the employers' federation and the trade unions in Sri Lanka to analyse their roles in the evaluated Project - with the aim of determining how they could be more active in eventual future YE Projects and fully contribute to the Project goals;
- ▶ ILO should pay more attention to quality assurance through more field testing and substantial monitoring of the activities of the implementing agencies, in particular their Training of Trainers (ToT or Cascade training);
- ▶ ILO should further strengthen its analysis of lessons learned and good practices from Youth Employment Projects, as well as lessons from projects and interventions of other organisations. In relation to the ILO Sri Lanka Concept Note (produced during the latter part of 2010) to solicit funds for continued activities in the same field in Sri Lanka – it is crucial that learning from the evaluated Project is internalized (see Lessons learned, Section 7);
- ▶ ILO should support the formation of NVQs for a wider array of VT courses, especially for girls;
- ▶ ILO should encourage stakeholders to explore if vocational training options could be expanded to other industries. For instance value addition to gems through jewellery designing and setting. Institutions, such as IDB, to be consulted to identify suitable industries;
- ▶ ILO should support the integration of vocational training into the education curriculum, so that the younger generations are exposed to different vocations at a younger age. Themes such as non-traditional vocations for income generation should be introduced to youth at a younger age, before they leave school;
- ▶ ILO should increasingly support activities that also raise awareness on entrepreneurship, ideally while still in school (e.g. the Enter-Growth project's work on integrating Know About Business (KAB) in schools is an example to follow); and
- ▶ ILO should continue support to the Labour Market Information Unit (Provincial Secretariat) established under the project to improve their information collection and dissemination services.

## Lessons learned

The following are some lessons to be learnt from the Project in Sri Lanka regarding Project design:

- ▶ ILO technical cooperation projects should not be funded or commenced on the basis of a Summary Project Outline (SPROUT) or even a Concept Note - but on regular Project Documents;
- ▶ Links between the core activity pillars should be more visible and their relationship clearly explained already in the design of future youth employment Projects - as different sectors often are involved. All project staff and involved partners must understand these links and support their maintenance;
- ▶ Indicators in the LF should be SMART;
- ▶ Project Managers and other involved ILO staff should appreciate the use of indicators as instruments to measure progress and the difference between e.g. targets and indicators; and
- ▶ More realistic targets and time frames should be set and communicated to all involved.

The evaluation made the assessment that the Project management has not been able to generate and bring to light a shared vision of what should be achieved for the youth at the end of the Project. The following are some examples:

- ▶ One trade union, active in the plantations, has expressed strong dissatisfaction to the ILO regarding the Project's approach to support the formation of enterprise (business) groups among unemployed youth residing inside plantations; and
- ▶ Some plantation companies and estate supervisors involved in the Project, supported the idea to form sub-contracting groups among the unemployed youth for certain works to be out-sourced to small business groups inside the plantations, e.g. for cutting and clearing trees, and receive training on the use of machinery. However, the idea that the same youth could (if they wanted) seek jobs outside the plantations was not accepted by one of the involved plantation companies. Representatives of one regional plantation company expressed great dissatisfaction with ILO's ideas to the evaluation team.

This conflict should have been solved amicably with the involvement of all parties, and the project manager (NPO) should have benefited from more assistance/advice by the former ILO Director, and/or the workers representative in the ILO office in Delhi. As it were, work came to a complete standstill in one plantation – which ultimately and unfortunately not only resulted in loss of skills development and work opportunities for the youth, it also resulted in the situation building up to a conflict which even after six months remained unresolved (at the time of the evaluation).

#### Other lessons:

- ▶ ILO offices should always assign one programme officer to follow the project activities and support the management throughout, if required;
- ▶ Monitoring capacity must be ensured in future ILO projects, preferably as a Monitoring and Evaluation Expert, and the monitoring instruments must be known and shared by all project staff in regular meetings and communication with field staff;
- ▶ A much stronger implementing role assumed by the Regional Plantations Companies and their employed estate managers/supervisors – as they are key in making the required changes within the plantations and the industry;
- ▶ The selection of implementing partners should be based on their capacity to implement at field level, and the systems and procedures that they adopt in the process. If it is known that some agencies do not have sufficient capacity at the start – the ILO must either refrain from signing contracts with these, or ensure that expertise is contracted by these agencies to do the job;
- ▶ Integrated and realistic programmes need to be based on solid/applied field research. In the case of the evaluated Project, the Baseline survey was produced well after the start-up of the Project and the University Papers produced came late as well and did not seem to really meet the research needs of the Project;
- ▶ The Project failed to produce an acceptable project review report at mid term (2009) for dissemination to all stakeholders. This is regrettable and an important lesson to the ILO - as it could

have assisted the Project in its direction and help set priorities (in addition, it would greatly have assisted the final evaluation). This is a lost opportunity, as well as Project funds wasted for the contract of the external collaborator for a report that in the end was not endorsed by the ILO;

- ▶ The Project has included a multitude and diversity of activity areas, and the setting of targets and time frames have not been realistic, considering the number of staff to manage and monitor the Project. Thus, the evaluation team is viewing the Project as a pilot to draw learning and experience from – but not as a model for replication;
- ▶ ILO must ensure that a gender strategy first and foremost is part of the Project Document, and followed through in the implementation, as well as revised if required. A part of such a strategy is to ensure that the gender concept is not merely interpreted as a certain quantitative representation/participation of women in the Project – as gender concerns relate to both men and women and the roles and needs of both women and men, and girls and boys;
- ▶ ILO, together with its constituents, should pay much more attention to the significance of socio-cultural aspects, particularly when implementing projects where benefits are directed to a “minority” ethnic group - as in the case of this Project; and
- ▶ ILO already has some experience (mentioned in this report) in linking child labour to youth employment, already at the Project design stage. ILO should thus ensure that such links are established in Project design, wherever this is relevant.

# 1 Background

## 1.1 The Context

### 1.1.1 Decent Work Country Programme

As a United Nations Specialized Agency, the ILO's mandate is to promote opportunities for all women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Its Decent Work Country Programme (DWCP) translates that mandate into the ILO's contribution at country-level in Sri Lanka towards the achievements of the Millennium Development Goals, Poverty Reduction Strategies, the United Nations Development Assistance Framework and national development strategies.

### 1.1.2 Youth Employment Network & Youth Employment Programme

The Millennium Development Goals (MDG) (Target 16 under goal 8) specifically addresses youth unemployment, full and productive employment and decent work for all, including for women and young people as a means of eradicating extreme poverty and hunger. To achieve the target, UN, WB and ILO jointly established the high level committee for Youth Employment Network (YEN) in 2001. ILO was the host for the YEN Secretariat at ILO headquarters in Geneva, and worked jointly with others to promote policy coherence on youth employment in the YEN Lead Countries aiming at drawing up National Action Plans.

### 1.1.3 Youth Employment Programme

The ILO Youth Employment Programme (YEP) operates through the global network of technical specialists at ILO Headquarters in Geneva and in more than 60 offices around the world. It began as an intra-departmental "umbrella" programme coordinating ILO's actions, such as advocacy and awareness raising on youth employment and generally broadening the knowledge base, drawing up strategies and coordinating technical assistance.

Indonesia and Sri Lanka were selected as lead countries in the Asia and Pacific region, where youth employment would be focused on through project field operations in addition to policy work. The Government of The Netherlands provided funds to a large four-year Technical cooperation Project in Indonesia tackling Child Labour and Youth Unemployment and their linkages<sup>2</sup>, implemented in thirty-three districts in six provinces. As for Sri Lanka, the ILO Director General asked the Government of Japan to provide funds to a similar Project already started in 2004, which was granted<sup>3</sup>.

### 1.1.4 National development programmes and policies

The country's Poverty Reduction Strategy (PRS) is outlined in the Government's 10-year Development Framework (*Mahinda Chintana*) which states that national growth will be at 8%; halve poverty to 12% within a 10 year period; ensure equitable growth and development through accelerated rural development; improve public service delivery; economic diversification of the rural sector to higher value products for domestic and export markets; and improve both product and factor markets (including the labour market).

The project - as well as ILO's DWCP Outcome 1 which highlights access to more and better jobs - is aligned with the United Nations Development Framework (UNDAF) for Sri Lanka. Sri Lanka and ILO jointly developed a DWCP for the period 2008-2012<sup>4</sup>. The project will contribute to outcome 1 of the DWCP's targets in respect of "enhanced access to more and better jobs in economically disadvantaged and crisis affected areas". The Road Map for the implementation of the National Action Plan for Youth Employment (NAPYE) in Sri Lanka formulated by the YEN Secretariat in August 2006, is also mentioned in the DWCP - toward which the Project also will contribute.

<sup>2</sup> The name of the Project is "Education and Skills Training for Youth (EAST)", with a budget of US\$ 22.7 million. This Project will end in 2011.

<sup>3</sup> This contact was made at a Symposium held by MHLW attended by ILO and the UN in Tokyo in 2004 (source: Mr. Shojiro Yasui, Deputy Director for Technical Cooperation on Labour International Affairs Division, Ministry of Health, Labour and Welfare, Japan - representing the donor agency).

<sup>4</sup> Sri Lanka, Decent Work Country Programme 2006-2013, April 2006.

The other countries that have developed Youth Employment plans are Indonesia, the Islamic republic of Iran in the Asia and Pacific Region and were nominated as “lead YEN countries” (Indonesia is the only country that developed a NAPYE before 2006).

The World Bank and UN agencies have acknowledged that ILO is the international organisation that first started tackling youth unemployment – and have reportedly turned to ILO in their own pursuit in this area<sup>5</sup>.

## **1.2 The evaluated Youth Employment Project**

The full title of the evaluated Project is “Promotion of decent work for young women and men through enhancement of employment possibilities in Sri Lanka’s Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle”. For short, it has become known as the ILO-Japan Youth Employment Project (hereafter referred to as the Project). It is one out of about 50 ILO executed Youth Employment project around the world<sup>6</sup>.

### **1.2.1 Execution**

The YEP has been executed by the International Labour Organization (ILO), in close collaboration with the Ministry of Youth Affairs, as the focal Government agency in Sri Lanka, and with other government and private sector actors. The Project has been operated in collaboration with a number of other agencies and organizations, with representation from national, provincial and district levels.

The National Programme Advisory Committee, headed by the Secretary to the Ministry of Youth Affairs, has assumed the role of guiding the Project in matters related to policy and implementation, and coordinating actions with other stakeholders through this platform. At district levels, a similar role has been assumed by the District Programme Advisory Committees, recently renamed Youth Employment Coordinating Committee. At provincial level, the provincial planning unit in particular works with the two project districts on youth employment related issues under the aegis of the Provincial Skills Development Committee during the tenure of the project.

### **1.2.2 Funding**

The Government of Japan, through the Ministry of Health, Labour and Welfare (MoHLW), has provided the Project funds, with a budget of US\$ 1,473,750. Although this was to be spread over a four-year implementation period, the official duration period (according to the ILO Evaluation ToR) is March 2007 - Dec 2010. However, because of substantial delays in the recruitment of a Chief Technical Advisor (CTA), the Project has de facto only been operated since January 2008 i.e. only 3 years, by the time the Project comes to an end.

### **1.2.3 Project objectives**

The Project was set out to contribute to poverty reduction in rural and estate communities, through improving young women and men’s access to labour market institutions, decent work and vocational training. Its Logical Framework has three immediate objectives:

- At the end of the project knowledge on youth employment will be improved and disseminated through involvement of ILO’s tripartite constituents;
- At the end of the project, the capacity of labour market service providers, employment services, labour market institutions and tripartite constituents will be improved, strengthened and modernized to provide better services to youth; and
- At the end of the project a minimum of 6000 rural young women (50% women) and men have increased access to employment and labour market services for wage and self-employment through new tools and methodologies adapted to national circumstances.

These objectives are intended to jointly contribute to the development objective, namely to “Improved employability and Decent Work for young women and men in the Province of Sabaragamuwa”.

<sup>5</sup> Independent evaluation of the ILO’s strategy to increase member States’ capacities to develop policies and programmes focused on youth employment, ILO October 2009, p. 15.

<sup>6</sup> Source: [http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS\\_140880/index.htm](http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS_140880/index.htm)

#### 1.2.4 Problems to be addressed

Many governmental, private and civil society organisations offer vocational training, career guidance and employment services but they are insufficient, their standards are not adequately maintained and information flow is limited. Accessibility is limited to those who possess adequate educational qualifications, know-how to obtain information and to those who can afford private sector services. To youth in plantations and rural areas, these services are hard to come by.

At the time when the project was formulated, youth (young women and men) made up 40% of the unemployed in the country. By 2010, unemployment rate of youth (aged 15-24) had dropped to 19.8% of the unemployed in the country<sup>7</sup>, while the national unemployment rate was 5%. Further, for the men in this age group, an unemployment rate of 15.1% was recorded, while for women it was 27.2 %. Unemployment rate amongst the estate sector was 17.3%<sup>8</sup>. Thus, unemployment and underemployment seriously affects youth in Sri Lanka.

Further, the literacy rate among 15-24 year olds in the plantation sector is 83.9 % - lowest in the country where the average rate is 95.8%. English literacy is markedly lower in the estate sector - where only 1 out of 10 can read and write compared to 4 out of 10 among urban youth<sup>9</sup>.

Several factors are at play in this situation, e.g. (i) poor economic infrastructure (especially in remote rural areas, such as the tea estate plantations); (ii) low capacity and resource-poor labour market institutions; (iii) lack of employable skills among the youth in plantations on the one hand, and the requirements of employers and businesses on the other; (v) discrimination related to poverty, ethnic identity, language and gender belonging. Other factors are mentioned in the Project Document, some of which appear to be assumptions made without verification, e.g. “unrealistic expectations of young women and men in respect of employment”<sup>10</sup>.

#### 1.2.5 Original strategy and key interventions

The project's interventions are, according to the Project Document (Section 2, paragraph 2.1), in the realm of involving the participants in enterprise development, self-employment, vocational training, employment services and career guidance. These interventions were all intended to enhance employment promotion and increase partner organisations' and constituents' capacity to develop policies and priorities for job-rich growth, productive employment and poverty reduction.

#### 1.2.6 Project operational areas

The Project operational area is the Sabaragamuwa Province located southwest of the island, one of nine Provinces in Sri Lanka with two administrative districts - Ratnapura and Kegalle. Within the province, special focus is given to 21 plantation estates across 6 plantation companies within 11 vulnerable GS divisions.

The tea, rubber and coconut plantations in Sri Lanka is part of a formal economy, which is highly organised in terms of employer-employee working relationship and in which trade unions have a strong position. The plantations find it increasingly difficult to recruit workers; and the young generation, sons and daughters of plantation workers (tea pluckers and factory workers) are increasingly seeking sources of earnings unrelated to the work of their parents.

Most of the population residing inside the plantations are Tamils, and Tamils also live in the areas adjacent to the plantations.

The mountainous areas in the Province raises up to 6,000 feet above sea level and covers an extent of 4,96859 km<sup>2</sup> (7.6% of total land area of the island). Although endowed with natural resources such as arable land, water and precious stones, the province is one of the least developed in terms of availability of infrastructure facilities, industries, education and vocational training, and is the third poorest province in the

<sup>7</sup> Sri Lanka Labour Force Survey for the first quarter of 2010, published by the Department of Census and Statistics, p. 12.

<sup>8</sup> MDG Indicators of Sri Lanka - A Mid Term Review 2008 conducted by Department of Census & Statistics, p. 92.

<sup>9</sup> Ibid, pp. 34, 40.

<sup>10</sup> At the time of launching the Project, the country had been in a state of emergency since 2005. The earlier brokered peace accord was cancelled in January 2008 – the same month that the CTA came on board. However, ILO made the assessment this would not much affect the implementation of the Project in Sabaragumawa Province.

country in terms of the poverty headcount ratio. The province has a population of 1.9 million. Sri Lankan Tamils and Tamils of Indian Origin and Moors constitute 13.3% of the population of Ratnapura District, while in Kegalle District the proportion is 14.3%. The majority of the population (Ratnapura district - 84% Kegalle district - 90%) live in rural areas, and 17.2 % in the province reside in plantations.

Agricultural work and farming, mining (precious stones) and operation of micro and small enterprises are common occupations. Although the area has potential for value added products and service industries, e.g. tourism, little development has taken place in this field. Employment opportunities for youth are limited and the poor transportation and communication facilities in the province make even the few training opportunities available in the province not easily accessible for youth residing in rural areas. Further, the limited number of teachers and trainers with proficiency in the Tamil language is a barrier for those who are conversant only in Tamil.

**Table 1. Plantation estates participating in the Project**

District	DS Division	Estates
Ratnapura	Imbulpe	Balangoda, Cecilton,
	Balangoda	Meddakanda, Rye Wikiliya, Pettigalla, Rasagalla
	Ayagama	Mutwagalla
	Godakawella	Springwood, Hatherleigh, Opatha
	Pelmadulla	Pelmadulla, Poronuwa
	Nivitigalla	Doloswella. Kiribatagalla, Peenkande
	Kuruwita	Pussells
	Kahawatte	Houpe
Kegalle	Yatiantota	Panawatte
	Dehiowita	Dewalakanda
	Bulathkohupitiya	Edurapola, Kiriporuwa

### 1.2.7 Project team, PAC and ILO technical backstopping

The Project is a technical cooperation project with staff working from the ILO office in Colombo, and in the District Secretariat in Rathnapura District, Sabaragamuwa Province. The Chief Technical Advisor (CTA) managed the Project from January 2008 to June 2010. Other Project staff members were, at the start, a Field Project Coordinator (FPC) who worked from March 2008 to August 2009 (1½ year). The FPC who replaced him, started his work in Rathnapura in September 2009.

A National Programme Officer (NPO) started her assignment in the Project on 1<sup>st</sup> March 2008. After the CTA left, his duties were taken over by this NPO who still manages the Project in Colombo. The Project office in Colombo has a Driver. Two ILO staff members work part time for Project, providing administrative and financial and secretarial services and part time with regular ILO work. Recently, one person was recruited in Rathnapura to assist the Field Coordinator in monitoring field implementation.

The CTA/NPO reports to the Director, ILO Colombo. The National and District Project Advisory Committees (PACs) provide advice regarding implementation and other guidance to the project.

Technical backstopping has been provided by e.g. the ILO Senior Specialists on Vocational Training, Standards, Employers' and Workers' Activities of ILO office in Delhi and the Youth Employment Specialist of ILO ROAP Bangkok. One ILO mission assisted in taking part in discussions on follow-up actions regarding the development of the TVEC and the finalization of the TVET policy for the Sabaragamuwa Province.

### 1.2.8 Project participants and partners

The key stakeholders are, first and foremost, young men and women between the ages 15 – 29 who are employed, underemployed and unemployed (“ultimate beneficiaries”) residing in rural areas, within estate



plantations and in villages adjacent to the estates<sup>11</sup> in the two selected districts. The target is to provide benefits to 6,108 youth, of which a minimum of 50 % should be young women.

Twenty-one estates, managed by six regional plantation companies, were selected to take part in the project activities. It was also intended that parents and family members of the young people were to be a part of this “targeted” group.

Secondly, the ILO tripartite constituents and staff of relevant labour market institutions, as well as non-governmental organisations are key stakeholders (“direct recipients”)

The Ministry of Youth Affairs is the lead Government agency for the Project. The other government institutions partnering this project are the Provincial Secretariat of Sabaragamuwa, and the District Secretariats of Ratnapura and Kegalle, as well as their affiliated offices and institutions. The Employers Federation, Chambers of Commerce, Regional Plantation Companies and the Workers organisations and trade unions are part of the tripartite constellation of the ILO.

Other line ministries, represented in the National Project Advisory Committees, also provide support to the Project such as the Ministries of Labour Relations & Productivity Improvement, Ministry of Education, Plantation Industries and Industrial Development Board.

Furthermore, a number of organisations, agencies and individual consultants are taking part in the implementation of the Project, such as mobilising the participants, raising awareness about the issues involved, providing vocational and skills training, employment services, entrepreneurship and business development services, such as private training institutes, banks and micro-credit providers, secondary schools and resource centres in the selected project locations (see Section 2 for an assessment about the collaboration with these).

### 1.3 Purpose, scope & clients of the final evaluation

**Several purposes** for this independent final evaluation have been identified (see ToR), namely to assess the achievement of: i) Immediate objectives, ii) Emerging impact of the interventions, and iii) Sustainability of the project’s benefits and the local partners’ strategy and capacity to sustain them.

Further, iv) Strengths, weaknesses, opportunities and challenges should be analysed and v) Underlying assumptions about contributions to a broader development goal should be “tested”.

The **evaluation team** has consisted of Ms. Lotta Nycander (team leader) and Ms. Tharanga Gunaratne. They have as far as possible, taken into account all interventions, geographical coverage and the whole period of the project (March 2007 to the date of commencing the work).

The **evaluation manager** was Ms. Pamornrat Pringsulaka, Regional Office for Asia and Pacific (ROAP), Bangkok.

The **principal clients** for this Final Evaluation are the ILO office and Project Management in Colombo, the ILO constituents and partners in Sri Lanka, the ILO regional office for Asia and Pacific in Bangkok the ILO office and Decent Work Team (DWT) in Delhi, the ILO technical units (Employment Sector), PARDEV and EVAL departments at ILO Headquarters, Geneva. Last, but certainly not least, the donor agency in Tokyo, Japan, is a key client of this Evaluation.

### 1.4 Methods applied

Informal methods to collect information and data throughout the work period have been applied. A comprehensive documentation review was undertaken throughout the working period, as many documents were not accessible by the Evaluation team at the onset of the work in Sri Lanka (an example is the Annual Plans, which was received by the evaluators after almost three weeks in the country).

<sup>11</sup> The various target group categories are specified in the Project Document as follows: Working, but who should or would rather return to education or vocational training; Discouraged or marginalized but would like to re-enter the labour force; Employed but would rather seek other job alternatives and opportunities; Employed but underemployed i.e. working less hours than the normal working week or not using all skills and faculties for gainful income generation through work.

The information gathering process involved in-depth face-to-face interviews, telephone interviews (using skype), formal meetings and group discussions, including discussions with many of the young men and women in the estate plantations visited, including one Focus Group Discussion with estate plantation managers. The round of interviews covered support staff, programme and technical staff in ILO offices in Colombo, and technical staff in Bangkok, Delhi and Geneva. (Annex II provides a full listing of stakeholders consulted).

Participatory consultation and inquiry methods were used in the encounters with the interviewees and discussants, but observations in the field also contributed to the evaluators' appreciation of the circumstances under which the Project stakeholders have operated.

Tailor-made questionnaires were given to each stakeholder category; the ILO Project team, ILO regular staff, ILO technical cooperation staff of other Projects operating in Sri Lanka, Government staff (including the National Project Advisory Committees), as well as all other stakeholder representatives, including the implementing agencies (Please refer Annex V - Evaluation Instrument, for the questionnaires used).

To the extent possible, the team has cross-checked information received (triangular approach) to ensure greater reliability of the conclusions drawn. Focus was placed on systems, structures, processes and institutional procedures to avoid undue focus on individuals or groups and to neutralize personal bias.

The two-person evaluation team spent ten days in Colombo and seven days in the Sabaragamuwa province. Visits were made to a number of tea and rubber estate plantations in the two districts of Ratnapura and Kegalle<sup>12</sup>.

The evaluation team presented its preliminary findings in a Stakeholder Workshop in Ratnapura on November 1, 2010, attended by 40 participants. The purpose of this Workshop was to share early findings of the evaluation with participants, exchange information and views and receive comments, as well as discuss sustainability issues and future actions, even beyond the completion of the Project in December 2010. After a Question and Answer session, the large group was divided into five smaller groups to discuss certain themes related to sustaining the project achievements beyond the completion of the Project. (Annex IV summarises the responses from the Groups).

Evaluation norms, standards, ethical safeguards have been duly adhered to during this evaluation.

## 1.5 Limitations

The limitations to the evaluation were challenges related to gathering of relevant and important project documentation – possibly a consequence of the CTA having left the Project before its completion without a succession plan. Thus, even after the field trips were concluded, during the last day of the mission in Sri Lanka, the evaluation team had not received some key planning documents (e.g. the annual plans) and there was lack of clarity about a comprehensive monitoring tool drawn by the former CTA. A discussion with the ILO staff member visiting from ROAP and the National Project Officer managing the Project, helped clarify the situation during the last day of the mission.

A related limitation causing the data collection period to be prolonged were the difficulties in arranging to meet and discuss extensively with some key ILO constituents, e.g. the trade unions – for which reason the work period of the national consultant was extended after the lead evaluator left Sri Lanka.

<sup>12</sup> The national consultant spent a few more days after the international consultant had left the country – to gather missing data and to meet with some key stakeholders e.g. trade unions, and some representatives of implementing agencies that could not be met earlier.

## 2 Assessment of stakeholders' collaboration and reaching goals

Table 2. Stakeholders' contributions to the Project's objectives

Agency/ Organisation	Contributions to Project	Assessment rating 1-5 (5 being the highest rating in terms of level of activity and/or performance)	Replication/sustained benefits?
<b>Youth and youth groups</b>			
Young women and men, boys and girls in estate plantations and villages	Youth (women & men) participated in many awareness-raising training activities, job bazaars among others.	<b>3 ⇒ 4</b> There were drop-outs, e.g. in the BE courses, not as much interest for entrepreneurship dev't as anticipated.	Youth have been trained, and employed (incl. self-employment). How this is sustained is not known. Tracer/tracking studies should be undertaken in 1 year's time.
<b>GoSL agencies</b>			
MOYA	Hosting National Project Advisory Committee. YEN Secretariat is now a <i>Youth Unit</i> .	<b>3 ⇒ 4</b>	E.g. initiated integrating project tools into the youth services curricula. Youth Unit revived & supported to "re-establish lead YE country status" <sup>13</sup>
TVEC <sup>14</sup>	First VET Plan for a Province ever (but only 4 occupations included, so not comprehensive).	<b>4</b>	- Resources & monitoring system/capacity not yet in place to implement Plan.  - Replication to be made in Eastern part of SL.
Provincial council	LMI database, Youth Resource Centre, inputs to VET Plan.	<b>4</b>	Wants to continue developing the database (resources available?). (resources were provided).
District Secretariat, Ratnapura	e.g. YECC dialogues <sup>15</sup> , VET plan rec's; Job fairs; VT services to estates; district service centre.	<b>5</b> Very active and well performing	District integrated development plan has included YE issues. YECC to remain promoting YE.
District Secretariat, Kegalle	Hosting YECC – conducted job bazaars (2 of them with district funds)..	<b>4</b>	(implementation has been short)
Other line ministries (Labour; Education et. al.)		<b>2⇒3</b> (at <i>district</i> level).	
Industrial Development Board (IDB)	Technical transfer programs for plantation	<b>4⇒5</b> Strong commitment	Integrated Project components as part of

<sup>13</sup> The MoYA (Ministry of Youth Affairs) was highly under-resourced at the onset of the Project. It was only in the later part of the project that senior and line staff were posted to follow the project. The CTA and national project staff trained staff at a series of technical sessions. This is documented in both progress reports and on the dedicated ILO Bangkok Youth Employment website which the project has contributed significantly to: AP YouthNet: <http://ap-youthnet.ilobkk.or.th/photo-gallery/ilo-ye-initiatives-in-sri-lanka/2009/workshop-with-ministry-of-youth-affairs-oct-2009>.

<sup>14</sup> TVEC (Technical and Vocation Education Commission) is a planning & quality assurance body under the MoYA.

<sup>15</sup> Youth Employment Coordination Committee (Previously District Project Advisory Committee, D-PAC).

Agency/ Organisation	Contributions to Project	Assessment rating 1-5 (5 being the highest rating in terms of level of activity and/or performance)	Replication/sustained benefits?
	youth & SIYB (with CoC <sup>16</sup> s for “Mentor program”).	and holistic approach are contributing factors in implementation.	IDB’s own. Can continue using own resources for follow-up.
NIPM <sup>17</sup>	Training Provider. NIPM advised on design of training programmes.	Started only in July-Aug 2010 and took over role of NAITA (see below).	Too early (or not applicable) to assess sustained benefits.
NAITA	Training provider to youth.	<b>1</b> Low activity level and lack of inputs to Project. Problems & delays (e.g. related to youth lacking identity cards).	N.A.
University of Sabaragamuwa	Baseline Survey and report & academic Papers produced.	<b>3</b> (Baseline Survey <sup>18</sup> ) <b>2</b> (Academic papers <sup>19</sup> ).	N.A.
Regional English Support Centre (RESC) Personnel	Business English training provider	<b>3</b>	
Youth Corps	Identified training providers conforming to standards for further VT & trained teachers/trainers <sup>20</sup> (e.g. CG, BE).	<b>3⇒4</b>	Project training components to be integrated in its curricula. Is able to reach out to plantation youth.
<b>Employers &amp; representing employers’s interests</b>			
Employers Federation Ceylon		<b>2</b> Member of N-PAC made inputs to the ToR of Evaluation. Is emphasising the need	Expressed interest to be much more involved in future events, e.g. in training and job bazaars.

<sup>16</sup> Chambers of Commerce

<sup>17</sup> NIPM (National Institute of Plantation Management) offers approximately 75 training programmes for plantations, but does not have adequate staff to conduct these programmes. The training programmes offered are demand driven, designed to meet the requirements of the organizations obtaining their services. For instance, a programme is being conducted to provide an exposure into plantations and for entry level jobs for school leavers with the participation of the plantation managers in the programme which is a residential programme for 2 days. NIPM also provides consultancy services – e.g. in designing salary packages.

<sup>18</sup> The Baseline Surveys are ideally undertaken before project interventions take off. The report was finalised in November 2008, almost a year after the start of the Project. It contains valuable information about the situation in the plantations and about youth in the areas, and as such may be referred to by ILO, or other organisations, in the future. The results of the survey assisted the project management in its selection of beneficiaries within the selected estates/village. It also served to involve the estate supervisors and (according to some managers) raise their awareness about preferences of youth, and their wishes to break away from traditional plantation work and the perceived stigma/low status connected with it. However, *its value as a benchmark tool* - against which progress resulting from Project activities is to be determined – it is currently not relevant (too early) as implementation has been ongoing for much less time than foreseen and therefore cannot currently fulfil this purpose. Should tracer studies be undertaken to identify if the youth who received jobs stayed on, or if they left e.g. for “decent work deficits” in the future - this study could perhaps serve as a kind of benchmark.

<sup>19</sup> 8 out of the planned 15 Papers were produced, many by under graduates- apparently with no quality assurance inputs from the Project. The evaluation team is concerned about the relevance of such a large input from the University. Some Papers are of very basic quality, and some even reinforcing prejudices/ attitudes about plantation estates and its residents.

<sup>20</sup> Youth Corps is established under the MoYA and aims to provide “discipline and guidance for youth to seek suitable vocational training” (Source: Interview with Youth Corps official). The training period is currently 3.5 months.

Agency/ Organisation	Contributions to Project	Assessment rating 1-5 (5 being the highest rating in terms of level of activity and/or performance)	Replication/sustained benefits?
		for ILO to consider the requirements of employers, not just needs of youth.	
The Chambers of Commerce (of the 2 Districts)	Intended roles: Mentor program (jointly with IDB, where IDB has been the stronger partner); Coordinating with DS, identifying vacancies in private sector;	<b>2</b> Helped form MSE/SMEs. Kegalle states it has formed 6 clusters with 200 new jobs. Provide start-up capital for MSE. Unrealistic quality expectations from ILO as CoCs lacking capacity & sufficient effort to promote MSE/SME and mentorship, and delays.	Sustained benefits not applicable to date (Kegalle CoC has only been involved for little more than 1 year).
Estate Management (Supervisors)	Supported mobilisation of youth, availed resources, active participation.	<b>4⇒5</b>	Youth Resource Centers may continue, change of attitudes/ increased knowledge re. plantation youth etc. may have positive effects.
<b>Other private sector actors</b>			
PHDT <sup>21</sup>	Largest Project budget and heavy (many) responsibilities. Identified & mobilised youth to be involved Implementing core activities in estate plantations. Facilitated consultants' work and entry into plantations.	<b>3</b> Administrative bottlenecks in central office delayed implementation. Severe lack of human resources to follow-up and monitor the Project.	PHDT's mandate remains. Staff stated that it will take on board several Project components.
Individual Consultants and Trainers (Life skills, Business English, Career Guidance, Entrepreneurship development, Strategic Corporate Sustainability Plans.		<b>3</b> Inputs/outputs of consultants were assessed as being of varying quality (the consultant had not yet produced any report at the time of evaluation).	Some integrated education curricula. CG lectures/presentations to youth in schools - a remarkable figure of 15,000 presented. At time of MTE the business English programme had reached 501 estate youth.
<b>Trade Unions / workers groups (ILO constituents)</b>			
CWC	Little knowledge and		N.A.

<sup>21</sup> The PHDT is established under the Company Act, in 1992 through a cabinet decision to implement estate worker housing and other social development activities in the tea, rubber and coconut plantations. It has a tripartite set-up with a Board where the Chairman is from the Ministry of Rural Infrastructure and Community Development. It has implemented World Bank, UNFPA and UNICEF funded projects. (Source: [www.humanitarian-urilanka.org/new/operational\\_meetings/meetingdetails/19Sep08/General-PHD.pdf](http://www.humanitarian-urilanka.org/new/operational_meetings/meetingdetails/19Sep08/General-PHD.pdf) and Report on a Study of the Plantation Sector in Sri Lanka, L. Nycander, ILO 2003.

Agency/ Organisation	Contributions to Project	Assessment rating 1-5 (5 being the highest rating in terms of level of activity and/or performance)	Replication/sustained benefits?
	involvement in the Project.		
NWC	Key partners in the Baseline Survey C'ee, Members of N-PAC. Worked closely at inception (pilot testing Safe Work for Youth).	1	Has experience in skills dev't & operates in 6 VT districts. Was dissatisfied with not being involved in implementation.
LJEWU		1	Opposing ILO's attempts to form youth enterprises/groups within estates - resulting in a stand still of some project activities (on the estates of the RPC affected by the objection).
<b>Non-government organisations</b>			
Berendina	Financial support to young entrepreneurs (engaged by Kegalle district)	---	ILO had no direct contact with this NGO
<b>(Other) ILO TC projects:</b>			
IPEC tools	IPEC tools were adapted, translated e.g. NFE, OSH/HFCL, Street Drama strategy.	4 Tools developed/used in IPEC were instrumental, brought into the Project by the NPO with previous IPEC working experience.	Elements that may continue if resources are available: OSH and OJT for youth (stakeholders, including estate supervisors, particularly satisfied with these components).
ILO HIV/AIDS Project	Sharing tools e.g. for inputs to develop Life Skills Manual.	2	Tools and approaches be used in other programmes
ILO Entergrowth project	Project drew experiences from Entergrowth.	4	
<b>Other international organisations/programmes</b>			
USAID	Introduced ASAP (accelerated skills acquisition programme) package for trainers	N.A.	
UNFPA	Some discussions with adolescent health team for possible collaboration.	N.A.	

### 3 Overall progress in reaching goals

This Section attempts to assess how far the Project has reached in accomplishing what it had set out to accomplish.

In paragraph 3.1 it is recollected what the Project set out to do, while paragraph 3.2 assesses the key project achievements, and paragraphs 3.3– 3.5 determine whether or not the outputs have been produced under each immediate objective. Each paragraph includes a table for the objective that is scrutinized. It should be noted that producing the project outputs are not the sole factor that determine whether an objective has been reached.

#### 3.1 Original intentions and ambitions

As mentioned in Section 1.2, the Project's interventions are in the area of involving the participants ("ultimate beneficiaries" and "direct recipients") in enterprise development, self-employment, vocational training, employment services and career guidance. These interventions were all intended to enhance employment promotion and increase partner organisations' and constituents' capacity to develop policies and priorities for job-rich growth, productive employment and poverty reduction.

Constituents would be assisted in developing programmes for local economic development, upgrading of value chains and support to enterprises that generate more and better jobs.

Social protection, improving working conditions and safety and health at work were also part of the original package, as well as social dialogue for labour and social conditions in specific sectors (i.e. rural and plantation sectors).

Gender equality would be "honoured" through ensuring (among other means) that a minimum of 50 % young women would benefit from all activities and outputs. Further, young women would be encouraged to enter non-traditional vocational training programmes with a view to strengthening equal access of women to participate actively in the labour market. Entrepreneurship amongst young women has not been too popular – under this project attempts will be made through better access to business development services, including linkages to micro-finance, to include more young women in entrepreneurship initiatives. An enabling policy environment, freer access to technical and vocational training, business development services, access to land, micro-finance, mentoring services and government programmes like the Youth Corps will ensure that plantation areas too are equitably served and people have equal opportunities.

Monitoring, in particular monitoring of capacity development components, would be ensured, and a project's training activity summary template was to be used and up-dated regularly.

*Other elements of the original strategy are, in brief, to promote:*

- ▶ Realistic expectations, in respect of employment opportunities, both among youth, their parents and employers;
- ▶ Corporate Social Responsibility (CSR) ("strategic CSR" is a way to arrive at a win-win situation for the plantation workers, their families and the plantation management);
- ▶ Enabling environment for micro and small enterprise development, policy changes and provision of BDS to address these shortcomings;
- ▶ Appropriate technical and vocational skills, career guidance and business development services for decent employment (priority to courses in the Tamil medium);
- ▶ Adopting innovative work assignments and more effective and participatory management styles to make plantation work more attractive to youth;
- ▶ Effective media and communication interventions;
- ▶ Self-employment for young men and women as an alternative to wage employment; and
- ▶ Strategic alliances between government, private and civil society agencies.

## 3.2 Key Project achievements to date

### 3.2.1 Quantitative achievements

- ▶ A total number of 27,660<sup>22</sup> youth have, in some way or other, participated in activities stemming from the Project, including those who could better access various types of employment services. Included in this total figure, are the 18,110 school pupils who participated in lectures/discussions about Career Guidance (CG);
- ▶ Further, according to the Project's statistics, 818 youth have received some form of employment (gender disaggregated figures not available) either as self-employed - through a micro or small-scale entrepreneurship - in some formal employment inside or outside the plantations;
- ▶ Regarding Training of Trainers, as many as 920 trainers/teachers were trained (36 girls/women, and 64 boys/men, for 820 Trainers, gender aggregation information was not available) (for more details see the Results Summary in Annex III); and
- ▶ Job bazaars held by the District Secretariats (4 in Ratnapura and 4 in Kegalle) were popular. Youth had the opportunity to talk with employers, resulting in new job opportunities. Capacity was built in the districts to undertake these events with a youth focus.

### 3.2.2 Qualitative achievements<sup>23</sup>

- ▶ ILO's support to Sri Lanka to recommit itself to a lead country status under YEN;
- ▶ MoYA - in a position to contribute to the Youth Employment Network;
- ▶ The development of the Vocational Education Training Plans (VET Plan)<sup>24</sup>;
- ▶ Good involvement of Provincial Secretariat;
- ▶ Strong commitment by District Secretariats, including the maintenance of the District Youth Employment Committees (previously D-PAC), and youth employment is now placed firmly as a key agenda of the district government;
- ▶ Linkages between the DS bureaucracy and provincial authorities to the estate sector;
- ▶ District and Provincial Youth Resource Centres set up (with LMU);
- ▶ Provincial Skills Development Committee, which has provided fiscal space for career guidance and other youth employment activities.
- ▶ Provincial (Youth) Skills Development Committee set up (with LMU).
- ▶ Raising awareness among the youth in the plantations about employment opportunities in and outside of the plantation sector and the importance of skill development;
- ▶ With one exception - strong commitment and involvement of Plantation Companies and Estate Supervisors/Managers;
- ▶ The Occupational, Safety and Health activities in plantation factories. Integrating OSH issues into training of plantation management capacity developing initiatives and providing them with OSH tools to promote decent work amongst youth;
- ▶ On-the-Job (OTJ) Training in Plantations (e.g. tapping of rubber trees and plucking tea); and
- ▶ The activities undertaken by the IDB, to encourage young entrepreneurs and integrate activities in IDB's own programme has been highly appreciated by many<sup>25</sup>.

<sup>22</sup> No reliable information has been received regarding gender disaggregation.

<sup>23</sup> The AP YouthNet has documented the project successes and achievements: <http://ap-youthnet.ilobkk.or.th/photo-gallery/ilo-ye-initiatives-in-sri-lanka>

<sup>24</sup> Development of a VET Plan is being replicated in the Eastern Province by the TVEC as it has been considered as a useful tool for LMI, by the stakeholders there.



Last but not least, many training events and workshops have been organised for youth from estates and villages, in areas such as Life Skills, Non-Formal Education, Career Guidance and entrepreneurship development and Street Theatre. Much has been achieved through a lot of hard and dedicated work to bring these programmes to the youth, many who clearly appreciated the various classes/workshops they were involved in. They have been of varying quality, duration and using different approaches, manuals and handbooks – most of which have been produced in Tamil language – which is commendable. However, the evaluation members noted that some materials - although produced in Tamil *language* - did not seem to be *socio-culturally adapted* to its users in particular in reference to pictures/photographs inserted.

Start and Improve Your Business (SIYB) training courses have been organised. It was originally developed by the ILO and Sida as a programme in the early 80's and is a basic training package to assist potential and existing entrepreneurs to start and improve their business. According to the Project management, the collaboration with the SIYB Association fell short of expectation. Other stakeholders also encountered difficulties in mobilising youth for entrepreneurship training. Within the cluster programmes, the most attractive areas were garments and “beauty culture” – however performance was regarded as not up to standard.

The Mentor-Mentee initiatives commenced in 2008 when training for mentors from amongst the members of the Chamber of Chambers also started.

### 3.3 Enhanced knowledge on youth employment

The Project Document states that the project will “produce knowledge” on the status of decent work in the rural sector in respect of youth living in the plantation sector and the surrounding villages. Knowledge should also be produced on the specific challenges youth have in gaining access to the labour market and decent work.

Together with a number of outputs (Table 3) the knowledge-oriented activities would enable attainment of Objective 1:

“At the end of the project, knowledge on youth employment will be improved and disseminated through involvement of ILO's tripartite constituents” (to be achieved by 2009)

Quite some knowledge has been generated through the project to facilitate district level and provincial officials/authorities to integrate youth employment into local development plans and programmes. All stakeholders have stated that this objective has been fully reached<sup>26</sup>.

**The evaluation has assessed that the Project has attained Objective 1.** Credit is given to the positive developments generated to obtain this objective (although some outputs came late) such as the baseline survey, setting up N-PAC and D-PAC meetings and producing Provincial and District Vocational Training Plans, resource books, surveys and diagnostics (e.g. national youth survey, student papers, HR plans, business English, youth guide on credit and BDS) have enhanced knowledge. Considerable contribution has also been made to the AP YouthNet<sup>27</sup> - spreading information nationally and regionally which also aims at spreading knowledge about the Sri Lanka project.

#### Indicators to the 1<sup>st</sup> objective

- Government, workers and employers organizations and other relevant stakeholders use studies and reports produced by the project in policy development and planning to boost youth employment;
- Good practice and lessons learned are shared among policy makers;
- New surveys and studies on relevant youth subjects are generated by statistical offices and research institutions;

<sup>25</sup> IDB is providing training to youth to start up micro-enterprises. The lack of possibilities (channels) to start up enterprises was mentioned as an issue, as collateral is required for loans.

<sup>26</sup> The YEP Project Document Project Document, Volume I. Promotion of decent work for young women and men through enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Final version 8<sup>th</sup> January 2008.

<sup>27</sup> <http://ap-youthnet.ilobkk.or.th/photo-gallery/ilo-ye-initiatives-in-sri-lanka>

- Stakeholders and implementing partner organizations participate in key District, Province and national (as applicable) forums and dialogues

The table below shows the progress in producing the outputs for immediate objective 1, and the indicators that were defined at output level.

**Table 3. Progress in producing outputs for immediate objective 1**

No	Planned Outputs	Indicators to outputs	Status of achievement <sup>28</sup>
1.1	Baseline survey in Sabaragamuwa Province.	Report publicized.	<u>Achieved.</u>
1.2	Printing of 45 student papers/graduation papers/dissertations	15 student papers on youth employment available each year of project implementation – a total of 45 student papers	<u>Not achieved</u> –8 papers finalised, most by under graduates, to date (out of a number reduced to 15) – and not clear if these have been disseminated <sup>29</sup> .
1.3	Mapping of a) VT providers and b) overview of entrepreneurship and self-employment curriculum/material.	Report available within 12 months of project start.	<u>Achieved.</u>
1.4	2 District Vocational Training Plans and a consolidated Province Vocational Training Plan with provision of District Database/Directory on VT providers produced.	Two plans available within 15 months of project start	<u>Achieved.</u>
1.5	Study on growth sectors, business clusters, SME clusters, value chains and entrepreneurship potentials conducted	1 report available within 16 months of project start.	<u>Achieved</u> (but not within 16 months)
1.6	- Human Resources and - Factory improvement plan for 6 plantation companies developed	HR and factory improvement plan for plantation community/companies available within 18 months of project start.	<u>HR achieved</u> Presented to RPCs and EFC 12 Feb. 2010. Factory improvement plan <u>not achieved</u> .
1.7	Youth friendly leaflet/brochure on Micro Credit (MC) and Business Development Service (BDS) providers produced and disseminated	Leaflet/Brochure available within 16 months of project start  Leaflet/Brochure distributed within 18 months of project start	<u>Achieved.</u>

<sup>28</sup> See Project Monitoring Activity Table up-dated July 2008 and produced after the Project Document (with attached Logframe dated 8<sup>th</sup> January 2008).

<sup>29</sup> The Sabaragamuwa University has forged links with the district and provincial authorities to continue work/research on YE (source: NPO, ILO-Japan YE Project, Colombo).

No	Planned Outputs	Indicators to outputs	Status of achievement <sup>28</sup>
1.8	Labour conditions focusing on a) conditions affecting men and women in estate employment and b) quality of such employment (decent work aspects) documented.	Report and documentation disseminated and used by tripartite constituents	<u>Achieved</u>
1.9	Second island-wide National Youth Survey by University of Colombo supported.	National Youth Survey available within 24 months of project start. Survey used by ILO and tripartite constituents	<u>Achieved</u> Support provided to NYS II, which is an input to the National Youth Policy.
1.10	National and provincial youth employment policy consultations conducted	2 national meetings, 9 National Project Advisory Committee (N-PAC) meetings, 18 District Project Advisory Committee (D-PAC) meetings	<u>Achieved</u>
1.11	Lessons on interventions for plantation/village youth learned and good practices shared and disseminated nationally and internationally.	Articles outlining learning and good practices from the project produced prior to project closure.	<u>Not achieved</u>
1.12	Awareness-raising on decent work and employment promotion for rural youth conducted.	(No indicator formulated)	<u>Achieved</u> Two ‘street drama groups’ of youth formed and one video completed <sup>30</sup> .
1.13	Donor reviews and evaluations conducted.	(D:o)	<u>Comment:</u> These seem not appropriate as Project <i>outputs</i> as such.

### 3.4 Capacity development among service providers

Based on the knowledge produced, the project had set to target “gaps in the capacity of labour market institutions to service rural youth”. Capacity development of labour market institutions was to include training of staff and procurement of services and some equipment to boost their performance.

The logic states that activities as well as the outputs to be produced should lead to obtaining the second objective defined as “At the end of the project, the capacity of labour market service providers, employment services, labour market institutions and tripartite constituents will be improved, strengthened and modernized to provide better services to youth” (to be achieved by 2009).

<sup>30</sup> This is based on the concept of the Forum Theatre that carried the message to the youth and their families throughout the project period.

It is assessed that capacity of MoYA, districts and province, PHDT and individual plantation companies has been enhanced, while the Chambers of Commerce to a lesser extent. Career guidance and youth entrepreneurship capacity enhanced among the labour market service providers (approximately 50% of the project budget was allocated and spent on this component).

**As for the first objective (paragraph 3.3), it is assessed, along with the stakeholders' assessments, that the Project has reached also this objective.**

Indicators to the second objective:

- Participants are satisfied with the results of the training;
- New initiatives are launched by participants in the training;
- Youth employment components are included in plans of action and programs of relevant line agencies, employers' organizations, trade unions and youth organizations in District, Province and nationally (as applicable);
- District, Province and national policies (as applicable) provide youth with more and higher quality training, better guidance and information about career options and wider opportunities for decent and productive work;
- Amount of budgetary allocations to the labour market components of District, Province and national youth policies;
- Locally customized set of career guidance material disseminated among youth;
- Number of providers of entrepreneurship training and SME business development services who use youth-tailored approaches developed under the project.

**Table 4. Progress in producing outputs for immediate objective 2**

No	Planned outputs	Indicators to outputs	Assessment
2.1	Constituents and staff of relevant target institutions participated in training activities and workshops relevant to promotion of employment for rural youth from estates and villages.	Labour market institutions report a two-fold increase in outreach to rural youth by the end of the project	<u>Achieved</u>
2.2	Two Youth Employment District Plans produced and provisions regarding youth included in mainstream District plans (their own plans)	The ILO facilitated youth employment district planning model is used by local constituents, stakeholders and most importantly by the District Secretariats.	<u>Achieved</u>
2.3	Fifteen Vocational Training (VT) providers trained on, and exposed to, modern approaches, VT quality and management, LMA, LMI and labour market needs - and how to improve services for rural youth.	15 providers provide improved VT (i.e. business English and ICT) within 30 months of project start  500 youth exposed to higher quality VT by the end of the project	<u>Achieved</u>  (Follow-up workshop was planned for 2010)

### 3.5 Increased access to employment and labour market services

The Project planned that enhanced knowledge and increased capacity of labour market institutions that were to materialise (paragraphs 3.1 and 3.2) were intended to, in turn, “boost the access of rural youth to labour market institutions and quality services”.

The third objective that was to be achieved through these “boosting” activities and outputs was defined as:

**At the end of the project, 6000 rural young women and men have increased access to employment and labour market services for wage and self-employment through new tools and methodologies adapted to national circumstances (this was to be attained in 2010)<sup>31</sup>.**

This component took off too late and there were not sufficient funds to follow through with what had been planned. Some implementing partners could not, for various reasons, undertake what had been assigned to them. This resulted in, for instance, that monitoring of OJTs was not adequately carried out. New organisations were brought in to complete the work

#### Indicators to the 3<sup>rd</sup> objective

- 6000 of young women and men have access to career guidance, employment and other labour market services; (This indicator is the same as the objective, but is less specific than the objective!);
- Provincial open youth unemployment (15-29 years) reduced by 5000 by the end of the project
- Number of start-ups and businesses registered by youth; and
- Number of youth targeted under the project who have started their own income generating activities

**Table 5. Progress in producing the specific outputs for immediate objective 3**

No	Planned Outputs	Indicators	Status of achievement
3.1	Six Job Bazaars benefiting rural youth conducted	1 job bazaar pr year x 2 districts x 3 years	<u>Achieved</u> 8 Job Bazaars were organised through the ILO Project) both districts), some financed by the DS offices.
3.2	Youth entrepreneurs and established employers exposed and sensitized to entrepreneurship, self-employment and availability of support from BDS providers and SME clusters.	Five detailed indicators developed for this output <sup>32</sup> .	<u>Partly achieved</u> Kegalle's reported after evaluation left: 42 young women and 16 young men started own businesses, assisted by IDB ( <i>this has not been verified but should be followed up</i> ).
3.3	200 Youth and 6 plantation companies reached with OSH material and packages.	- ILO OSH material for youth available within 15 months from project start. - 6 OSH packages procured and made	<u>Achieved</u>

<sup>31</sup> The fact that 1,000 of these would have secured employment – is not mentioned in the Project Document of January 2008 and seems to have been added later (and is also mentioned in the ToR of the Evaluation).

<sup>32</sup> i) 15 new enterprises/SMEs by the end of the project headed by young business women and men; ii) 10 already established Business Development Services (BDS) providers sensitized by the end of the project to provide services specifically for youth; iii) 5 new Business Development Services specifically relevant for youth available by the end of the project; iv) 15 new SME business clusters strengthened by the end of the project.

Two (2) Chambers of Commerce have built their capacity to support youth entrepreneurship.

No	Planned Outputs	Indicators	Status of achievement
		available before project closure.	
3.4	30 English teachers trained on quality (business) English reaching some 600 youth in rural areas with improved skills	Number of teachers trained and youth reached with (business) English upgrading	30 <u>achieved</u> 501 <u>not achieved of the planned 600.</u>
3.5	- One Provincial Youth Resource Center - 21 field Youth Information Centers (YIC) established	Access for plantation and village youth to updated and relevant information on employment and other youth related issues improved.	<u>Partly achieved</u> - 3 PYRC (one in Province, 2 in respective districts) - 10 (not 21) on estates
3.6	300 youth gain access to and benefit from improved apprenticeship, “on-the-job” and other sandwich training schemes	3 detailed indicators developed <sup>33</sup> .	<u>Achieved</u> To be undertaken by NAITA but eventually NIPM took over the tasks. OJT for 363 youth done (batches).

<sup>33</sup> i) 30 employers including the 6 plantation companies participate in apprenticeship, “on-the-job” training and other sandwich training schemes at the end of the project; ii) 300 rural youth benefit by the end of the project; iii) Apprenticeship schemes promote inclusion of rural youth; iv) Employers and VT institutions sensitized to include rural youth to a larger extent in apprenticeship (Sandwich training schemes: e.g. trainees are 3 days at work in an enterprise and 2 days in a training institution).

## 4 Cross-cutting issues

The Project has also been relevant as a means to change attitudes. The staff and implementing agencies have made good efforts to attempt to change attitudes among stakeholders, and highlighting needs and aspirations of young women and men, not only regarding their job and education preferences, but also through giving the youth a voice. While several stakeholders have expressed the need for changed attitudes among *youth* – the evaluation team found that targeting the adults and their attitudes are as, or perhaps more, important.

Interestingly, some estate managers and implementing agencies told the evaluation team that the Project had made them more aware of the aspirations of both employed and unemployed youth - the sons and daughters of generations of plantation workers. For instance *their parents had always told them never to become a plantation worker*. The estate managers clearly expressed that in order to keep youth in the plantations and offer them work (which is much needed for the plantation industry) a lot has to be done to increase job satisfaction<sup>34</sup>. Increased awareness about youth as well as the urgent need for workers on the plantations was translated into action from their part, such as supporting the youth to take part in On-the-Job (skills) training, up-grading the work and the titles of the jobs with improved tools, for tea plucking and other jobs, teaching them about OSH, setting up youth centers, training for entrepreneurship and actively providing support to the cooperatives for the benefit of the workers and their families.

Ethnic and socio-cultural issues are part of issues that are described as cross-cutting. Few key stakeholders acknowledged that Tamil ethnic identity and belonging, including language, poses any particular social barrier for the youth who venture outside the plantations to make their living. Curiously, very few said that Tamil youth have low status in the overall Sri Lankan (predominantly) Sinhalese society, or that there may be a stigma connected to their background. Still, many of the young people whom the evaluation team communicated with did not understand Sinhalese (or English) and many had little education. When considering that the country has just come out of a 30-years civil war, more applied research and awareness campaigns would be required to spread knowledge about the real situation for the plantation youth - for public knowledge, and in educational environments.

Regarding gender issues, the team has attempted to appreciate how – and with what results - the Project has tackled gender issues. It should be acknowledged that traditional values and attitudes are prevalent among plantation industry actors at all levels, as well as outside. It is also realized that changes in perceptions and attitudes about gender also take place in this industry - as in work places and society at large, albeit slowly. Both girls and boys venture out of the plantations to look for educational opportunities and jobs; some migrate to the Middle East, and some leave for e.g. the garments industry, and some go out for a few months and then return.

The Project has tried to accomplish the 50% target of the participants in workshops, training and other events (See Annex III. Results summary. Some gender disaggregated data is missing in this table, e.g. on employment/jobs for youth). In some events women have been in majority. The evaluation has noted that the Project Document refers to gender equality and mainstreaming as an important platform<sup>35</sup> but noted that there is no gender mainstreaming strategy in place – common for all stakeholders – describing how gender quality issues would be handled apart from the encouragement to include a minimum of 50% girls/women in Project activities, and this leading to positive effects (impact).

<sup>34</sup> A study by a student at the Sabaragamuwa University, found that frequent absenteeism from plantation work is a result of a number of personnel and working environment factors. Personal factors such as age, gender, marital status, family responsibilities, drug abuse, and working environment factors such as boredom of routine work, poor working conditions, low morale due to the job status were significant factors. Interestingly, the study also concluded that working environment factors had lesser impact on absenteeism than personal factors. Higher absenteeism has significant impact on productivity and the quality of the produce (M. A. L. D. Kumari, 2009).

<sup>35</sup> “Gender will be considered a common platform of action running through the complete project cycle to ensure that interventions not only target young women but also have a positive impact. Gender tools such as WED will be used to ensure technically sound gender mainstreaming. The monitoring, evaluation and impact assessment to be undertaken during the life cycle of the project will integrate a gender dimension at all stages with sex-disaggregated data and evidence. Monitoring to be done through the project’s training activity summary which constitutes an integrated component of the project’s reporting and narrative reporting” (p. 15, YEP Project Document).

Availability of courses in which girls/women can/wish to attend are limited, according to the Youth Corps whose representative reported that there are only “four known training courses for girls”, and they lead to professions that pay lower salaries, e.g. Nurses. Other VT courses that youth are interested in are in training on new technology, new equipment and machinery, and information technology. There were attempts to encourage young girls/women to participate in such training, that could lead to non-traditional occupations and thus a wider range of job opportunities- but it is not quite clear how these efforts were communicated to stakeholders.

As for Corporate Social Responsibility (CSR), activities were intended to improve working conditions and enhance “the attractiveness of estate work”. A consultant was contracted by the Project to undertake a study among the involved plantation estates, just prior to the evaluation’s mission in Sri Lanka and the report should be submitted to the ILO in November-December 2010. Should ILO continue to support the plantation sector this study should be of interest, not only to the ILO, and its dissemination should be followed-up by the ILO Sri Lanka office.

One student Paper from the SUSL University planned to explore the subject of “Youth Employment - life skills, HIV/AIDS, drug abuse<sup>36</sup>”. The ILO HIV/AIDS Project in Sri Lanka has been able to share the Project’s tools e.g. for inputs to develop Life Skills Manual.

This Youth Employment Project does not have a child labour angle, as e.g. the ILO EAST Project in Indonesia, in which child labour is linked to youth employment and in which the age groups targeted spanned from primary school age to adulthood<sup>37</sup>. Although this may be a lost opportunity it is doubtful whether the Project in Sri Lanka would have had room for yet another component.

In conclusion - if future interventions for youth in the plantation sector are foreseen, all the cross-cutting issues discussed above need to be taken more seriously in practice, by the implementing agencies, not only as objectives from the steering document. It needs to be realized that without a gender strategy, for instance, gender issues may be left to the side. An integrated and realistic programme will need to be based on solid and applied field research, and with a much stronger implementing role assumed by the Regional Plantations Companies and estate management.

The trade unions in the plantation sector should make positive contributions and dare venture into new areas with the needs of young workers in mind first and foremost. The youth themselves need to be even more active in shaping future interventions and, through learning and drawing experience more from IPEC - children and youth could have an opportunity to voice their concerns more.

<sup>36</sup> This Paper was not among the Papers made available to the Evaluation team.

<sup>37</sup> A high quality knowledge base on the topic can be found at the ILO, where circumstances and concerns regarding youth involved in hazardous work have been made visible. For instance, youth above legal working age but who are under 18 (usually 14-17 years old) are still regarded as child labour - unless they are protected from hazardous work. Several ILO IPEC projects have sought to address this largely ignored age group (source: ILO Evaluation report on Child Labour linkages with Youth Employment, Lotta Nycander).



## 5 Challenges

The evaluation team found that the stakeholders had quite different expectations of what the Project would bring to their specific organisation/agency – and the interests of the youth was not always in focus. E.g. some of the involved plantation Supervisors expected the Project to ensure that the unemployed youth within the plantations who were provided with skills and inspiration, would stay and work in the plantations – and strongly discouraged providing them with skills and opportunities that would make it easier to find work outside. They based their views on the fact that there is a serious shortage of workers to be employed formally in the plantations. Some other arguments given to the evaluators, were - “the work outside would be paid less”, “the youth would run into trouble outside - and would come back and demand to be taken care of”.

The evaluation team has requested all stakeholders to describe what challenges they faced when working with the Project – which could assist the team to appreciate in which environment the Project has been operated. The challenges below are *examples* and not necessarily representative to the respective organisation.

### *Government*

- ▶ National Youth Plan though being very useful for planning purposes, is not implemented properly due to changes in personnel in the ministries, and the ministry portfolios and mandates change from time to time (on average every 3-5 years).

### *ILO staff*

- ▶ According to a statement of the former CTA (a written response to the evaluation team), there was only a Summary Project Outline (SPROUT) ready at the time when the donor started funding, and he was given the task to expand this document to a project document (PRODOC) with an attached Logical Framework matrix. This information is ‘contradicted’, somewhat, by the ILO as according to its records, a Concept Note was available at the time when the CTA commenced his assignment, with a budget and a work plan, but no LF.
- ▶ It’s a very ambitious, highly under-funded, and under-staffed project. It was the general hope of the project team that some additional funding could be secured later on in the process, either from ILO/Japan or from other donors in order to finance the ambitions;
- ▶ The project was under-resourced from the beginning. It was hoped that the resources made available from cost savings would be successfully re-allocated to project activities with a view to further boost delivery and enhance delivery for project beneficiaries. A budget re-allocation plan was planned to that effect;
- ▶ A larger budget could have meant allocation of resources for a full, or part time, national M&E project staff member. The project attempted to recruit an M&E consultant, however, this did not materialize due to controversy surrounding the professional competence of the person proposed.
- ▶ Considering the spread and variety of outputs to be achieved, it would have been good to have a programme assistant to support the project in monitoring activities;
- ▶ PHDT Colombo office took a long time to release funds for project activities assigned to them and external collaborators;
- ▶ The Project finance staff member performed work for both the Project and other TC projects and Area Office portfolios<sup>38</sup>; and
- ▶ The FPC had to drive his own vehicle, which was not a favourable arrangement.

<sup>38</sup> According to the project design, this staff member was to be a full-time GS staff for project finance; however, his services were utilized also for other work in the ILO Colombo office.

*Service providers/trainers/implementing agencies*

- ▶ Service providers lack staff with proficiency in Tamil (language);
- ▶ Youth are not aware of employment opportunities available to them;
- ▶ Information on employment opportunities do not reach some of the youth, particularly those living on plantations;
- ▶ Awareness programs such as awareness on vocational training (VT) and Career Guidance (CG) are targeted at older students in schools, and thus does not reach early drop-outs (school drop-out age and rate in plantations is lower than the national averages);
- ▶ There are limited VT courses, especially for girls. At present, there are only 4 known training courses for girls, and they lead to professions that pay lower salaries (e.g. Nurses). Other VT courses youth are interested in are in training on new technology, new equipment and machinery, and information technology;
- ▶ Youth prefer to move out of traditional plantation work;
- ▶ Being engaged in a small scale enterprise is not preferred, and is considered as a last resort, by some;
- ▶ Channels for raising awareness on VT is limited to the DS Office, Schools, Samurdhi Officers and availability of own staff;
- ▶ (It's a challenge to) attract youth for the training programs, given limited job opportunities; and
- ▶ Presence of VT training providers is limited in Sabaragamuwa Province as most of the providers operating in more urbanized areas. The closest are in Kandy and Kurunegala districts, which are not accessible and affordable for most of the youth.

*Estate Supervisors/Managers:*

- ▶ Level of education at plantations is lower (compared to national averages), which may be a result of poor facilities and resources available to schools in plantations. A plantation manager indicated that they cannot find good teachers for the schools and (because the plantations are in remote areas) to come from town by bus and go back by bus (the time spent in the schools very short);
- ▶ Improvement in facilities in schools for teachers. Accommodation for the teachers will be helpful to retain and attract teachers to these schools, but this suggestion has received a poor response (from the Government), especially for Tamil schools, so they (the plantation residents and villages) send their children to Sinhalese schools; and
- ▶ ILO's approach to train youth for work outside the plantations is not much appreciated (some supervisors expressed this, but not all).

*Trade unions*

- ▶ One of the major trade unions took a clear stand against the Project's plans to forming "sub-contract groups" amongst youth for sectors that were not captured within the Collective Agreement, clearly regarded (by the ILO staff and the evaluators alike) as working against their interests. It opposed the activities to assist the formation of entrepreneurship groups to be trained for self-employment within, or outside the plantations - which in turn resulted in all Project activities coming to a stand still in one plantation for six months. The company representative complained that, as a result of this disagreement about the workings of the ILO Project, the youth who had been engaged by the management (for training and new jobs) were let down. This issue remained unresolved at the time of the evaluation.

## 6 Project Evaluation

The Table below reflects a summary assessment of the overall progress at the time that the evaluation mission took place. The criteria used in assessing the progress are validity of project design, relevance and strategic fit, efficiency, effectiveness, impact and sustainability.

### 6.1 Validity of project design

As stated in Chapters 1 and 3, the Project has three immediate objectives. These objectives are intended to jointly contribute to the development objective, namely to an improved employability and Decent Work for young women and men in the Province of Sabaragamuwa. According to the logic, the objectives should ideally be reached within the duration of the Project. In order to reach these objectives, a certain number of well-defined outputs needs to be produced and, logically, a certain type of activities need to be undertaken. As evaluation instruments, indicators are supposed to assist in assessing or “measuring” how far the Project in question has been able to reach e.g. the outputs and the objectives.

Under the below sub-headings, the design of the Project is discussed and some elements found in the Project’s steering document (Project Document), specifically in the Logical Framework (LF) Matrix, which is part and parcel of this document. As the Project is coming to an end, these reflections are intended as pointers to ILO when designing and planning Technical Cooperation Youth Employment projects in the future:

#### 6.1.1 Development objective and its indicators

The DO reads: “To contribute to improved employability and Decent Work for young women and men in the Province of Sabaragamuwa”.

The Project at this level should only be gauged for its *contributions* to a high level goal together with many others. Therefore the indicators<sup>39</sup> developed cannot be used in isolation from other interventions and in the circumstances of evaluating this Project after less than 3 years implementation.

#### 6.1.2 Indicators to immediate objectives

It has already been assessed that immediate objectives 1 and 2 have been more or less reached – at least in terms of the required outputs produced - while there are some issues related to the quality of those outputs.

Although it is stated in the Project Document that the indicators are SMART<sup>40</sup>, they are in fact far from SMART and cannot be used to measure progress of attaining IOs, as they are neither quantifiable nor time-bound. Only two indicators here are found to resemble any kind of “SMART-ness”, namely two indicators toward IO 3.

**The evaluation has therefore taken a closer look at immediate objective 3, which is the only objective which is to be attained by the end of 2010 (the other 2 were to be fulfilled in 2009).** The below discussion has thus looked at the actual objective, and its associated indicators at objective and output levels. These indicators have been defined by the Project to enable an external review/evaluation to determine whether or not the IO has been fully reached.

“6000 young women and men have access to career guidance, employment and other labour market services”.

The indicator is almost identical to the immediate objective 3, although less specified than this objective, which mentions 50% women. When quantitative information (targets) is incorporated in an objective, and not in the indicators, the indicators make no sense and add to the confusion of the logic behind the design. Furthermore, the indicators should have a ‘lower value’ than the actual target.

<sup>39</sup> They are: i) Percentage of national youth unemployment (National MDG8 target); ii) Reduction of youth unemployment (15-24 years) in the Province from 24 % in 2007 to 19 % in 2010; iii) Reduction of youth unemployment (15-29 years) in the Province from 18 % in 2007 to 13 % in 2010; iv) Reduction of estate poverty nationally from 32 % in 2007 to 27 % in 2010; v) Reduction of poverty in Province from 24 % in 2007 to 19 % in 2010, and vi) Enrolment rates in Province’s technical schools.

<sup>40</sup> SMART: Specific, Measurable, Achievable, Realistic and Time bound.

The other example of an indicator to IO 3 which was quantified at the onset, is the following:

“Provincial open youth unemployment (15-29 years) reduced by 5000 by the end of the project (from 90,000 in 2007 to 85,000 in 2010).

However, the problem with this indicator is that it mentions “provincial” not rural as in the objective in question. Thus it would not assist the evaluators in measuring the reduction of unemployment among youth in the rural estate plantations and adjacent villages - where most of the activities involving youth have been carried out. How the targeted reduction in unemployment is attributable to this project is also a question to be considered. Further, it is not gender disaggregated.

The two remaining indicators are not quantified: “Number of start-ups and businesses registered by youth”; and “Number of youth targeted under the project who have started their own income generating activities”.

**Table 6. Relevance and quality of indicators to IOs**

Immediate objective 3	Indicator/s to measure the attainment of the objective	Assessment of the quality/relevance of the indicator
At the end of the project 6000 rural young women and men have increased access to employment and labour market services for wage and self-employment through new tools and methodologies adapted to national circumstances	<b>Indicator 1:</b> 6000 young women and men have access to career guidance, employment and other labour market services	Details from the IO are lost in the indicator (rural, “self-employment”) while other facts are added (career guidance). The timing (at the end) should have been a part of the indicator.
	<b>Indicator 2:</b> Provincial open youth unemployment (15-29 years) reduced by 5000 by the end of the project (from 90,000 in 2007 to 85,000 in 2010).	Reduction in unemployment in the Province as a whole cannot be attributed to the Project (!), which has a limited rural focus. The indicator is gender neutral and is not time bound. It also seems unrealistic.
	<b>Indicator 3:</b> Number of start-ups and businesses registered by youth.	This indicator is not quantified in the Logframe and cannot therefore be used to measure achievement.
	<b>Indicator 4:</b> Number of youth targeted under the project who have started their own income generating activities.	D:o

### 6.1.3 Indicators to outputs

Several indicators are quantified –and these are much more detailed than the indicators to the immediate objectives.

### 6.1.4 Assumptions

Fourteen assumptions are listed in the Logframe. Assumptions and risks should be phrased as positive statements, and according to the Project plans, they should be monitored consecutively by the project team, b) reported on in the project’s quarterly reporting and c) included in the ToR for the envisaged mid-term evaluation.

Most assumptions are outside the influence of the Project - which is good. One assumption that the Project *can* influence (which should not be here) is:

- Line agencies, employers' organizations, trade unions and youth organizations in District, Province and nationally (as applicable) recognize decent work for youth as a significant element in their agendas.

## 6.2 Relevance

Relevance (the appropriateness of programme objectives to the problems that it was supposed to address and to the physical and policy environment within which it operates).

The **assessment is that the Project as a whole is relevant** and is in line with international and national policies and strategies, including the policies of the development partner<sup>41</sup> (the Donor agency). The Project should be viewed as a *pilot*, and a *testing* of the policies created on youth employment, and those including references to youth employment in Sri Lanka. As policies were in place already at the onset, actual policy work was not focused on and very little efforts had consequently been put into policy matters.

The NPO has informed the evaluation team that ILO Convention 122 (C122, Employment Policy Convention) was supposed to be worked on, under the project, to support employment policy formulation with the Area Office work. However, the employment policy formulation exercise was postponed to 2011 – which was regarded as a lost opportunity by the NPO.

This project has touched on more than one sensitive issue - such as ethnic identity and belonging, minority language issues, gender issues and to some extent HIV/AIDS. It has also highlighted and *validated* the needs and views of young women and men, many whom have little education and low social standing in the Sri Lankan society at large.

Attitudes of those representing the employers (supervisors/managers) as well as the potential employees and entrepreneurs have been researched and discussed. Voice and representation of youth in e.g. cooperatives of self-help groups, have been stimulated – although stumbling blocks were found which needed to be dealt with and were part of the challenges. **Thus, although few tangible policy outputs may have been planned/foreseen resulting from Policy work *per se*, policies must have been present at some level in Project's working environment.**

## 6.3 Efficiency

Efficiency (the cost, speed and quality with which inputs/means have been converted into activities and the quality of the results achieved)

The evaluation team has assessed that the Project has not been as efficient<sup>42</sup> as it could have been, or used the least costly resources possible in order to achieve the desired results. The Government of Japan has stated that it provided funds to the ILO as early as in 2007, and these should have been allocated over a four years period of implementation. Due to delays, first in recruitment of the CTA and other national staff (perhaps unavoidable due to circumstances) - the project period will end up having *de facto* only three years to operate.

It took nine months for the external cooperation contract with PHDT (the key implementing partner) to be approved/signed, which led to further delays in implementation at field level. Many activities have been delayed and implemented for only one year (e.g. in the plantations in Kegalle district) and some activities were completed/implemented only very recently (e.g. training, training materials). Considering all these factors, the actual implementation has been very short, indeed, which together have affected the quality of the results achieved.

<sup>41</sup> The only reservation expressed by the donor regarding this, is that a multi-bilateral and multi-national programme approach would have been preferred, instead of a Project with national focus, such as the YEP.

<sup>42</sup> In the OECD/DAC terminology used for evaluation of development aid interventions, efficiency is defined as follows "Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term, which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results.

As for the Project's delivery rate, most funds have been spent. The remaining funds will be used, among others, for holding a Closing Workshop (but only US\$ 10,000 apparently is budgeted for this) and finalise commitments to the implementing partners.

## 6.4 Effectiveness

Effectiveness (assessment of the contribution made by results to achievement of the programme purpose)

This evaluation has assessed that many of the outputs that were planned have in fact been produced, but as also mentioned, producing the outputs alone does not necessarily mean that the objectives are reached. Quality issues are instrumental for full attainment, and quality of inputs and outputs should be checked through monitoring, internal follow-ups and reviews/evaluations. Monitoring and reviewing progress – often lead to re-directing, or revising, strategies and approaches that are not producing the desired results.

The evaluation has assessed that not enough attention and systems were put in place to enable Project monitoring – which clearly has had a bearing on the effectiveness<sup>43</sup> and quality of results of the Project. Lack of systematic monitoring also made the evaluation work cumbersome, as relevant results data and information was not easily available. *These are some reflections on monitoring:*

- The Project manager in Colombo did not receive backstopping from the ILO office in Colombo, which is a practice in ILO offices, and usually carried out by a national programme officer (NPO). ILO offices in Bangkok and Delhi did provide technical inputs on certain aspects and themes. In this case, the Project would clearly have benefited from such support for planning, monitoring and follow-up purposes;
- A Mid-Term Evaluation was undertaken during 2009. The final report was submitted during the first quarter of 2010. The ILO ex-Director of CO-Colombo did not endorse this report and it was not part of the briefing documents to the evaluation team. This is an unfortunate situation and a clear missed opportunity – as an evaluation at mid term could have guided the management and highlighted the priorities for the last stages of the project;
- The field monitoring template which was used at the start of the Project, was later not used at all;
- The field coordinator in Ratnapura was not required to submit any regular written report, and reporting was kept rather informally and regular planning meetings (Colombo management and FC) were not held; and
- As for monitoring the largest implementing agency to the Project, PHDT, a junior person was recruited in 2010 in Rathnapura, to assist the Field Coordinator. The reason is that PHDT itself deemed that the monitoring capacity at PHDT office was not sufficient.

## 6.5 Impact and sustainability

It would not be entirely fair to expect impact as a result of this short-term Project, in terms of actual effect in its contribution to the longer-term objective. Nevertheless, the evaluation has attempted to identify those components of the Project that *could have an impact on youth employment if continued beyond December 2011* – such as innovative solutions, established systems and/or new ideas evoking change of attitudes among stakeholders. As impact clearly depends on sustained systems and benefits, 'impact' and 'sustainability'<sup>44</sup> are here discussed together.

The fact that for the first time a VET plan has been produced in a Province may have far reaching effects – not necessarily only a Plan to follow, monitor and allocate resources to (which may not be present at the moment) but as an eye opener for planners and decision-makers and an initiative that could trigger more

<sup>43</sup> Effectiveness: A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions: To what extent were the objectives achieved likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives? (OECD/DAC evaluation criteria).

<sup>44</sup> Sustainability: The likelihood of a continuation in the stream of benefits produced by the programme.

efforts in the future, also highlighting more areas than the four occupational areas it now focuses on. The Provincial Council has integrated the VET plan into its annual work plan, for 2011 and TVEC is preparing to produce plans for other provinces. Currently, a VET plan is being produced in the Eastern Province, following the example of the Sabaragamuwa plan.

The District Secretariats are working together with the Ministry of Labour Relations and Manpower, the PHDT is taking on street dramas, OJTs, NFE, and the Provincial Council and the District Secretariats have integrated youth development into their plans already.

The Youth Corps is reported to be integrating five subjects into their education programme (BE, LS, YED, Gender and CG).

The representative of the development partner (donor agency in Tokyo), confirmed that no plans were in place to extend funding to the Project beyond December 2010, which had been communicated to the Project management already in September 2009. For the ILO, as well as for the donor agency, sustainability is an important and pressing issue at the final stage. The fact that the government officials in Sabaragamuwa Province and the two District Secretariats have performed well and showed keen interest to support the Project, even using Government funds for certain activities such as Job Fairs, is a very good development and points to sustained efforts to improve labour market services to youth. The provincial and district governments are not implementing agencies, as such, but can continue to play the role of facilitating access for youth to more and better jobs - as well as providing policy direction, building networks and coordinating action from both public and private sectors.

The upholding of YECC, the Youth Information Centres and Career Guidance, as well as and continuation/improvements of the LMU and databases are crucial in this respect. The DS is committed to continue the YECC, with or without external resources (source: The District Secretary, Rathnapura district, in an interview) and Project Field Coordinator has stated that there is a lot of demand for the services extended through the DS office.

The Project needs to, as a matter of priority, initiate discussions with the Government and its stakeholders about sustainability after the official completion date. Those discussions began already during the Rathnapura Stakeholders Workshop on 1<sup>st</sup> November 2010, in which the evaluation's preliminary findings were presented.

## 7 Lessons learned

The following are some lessons to be learnt from the Project in Sri Lanka:

### Design of future ILO Projects

- ▶ ILO technical cooperation projects should not be funded or commenced on the basis of a Summary Project Outline (SPROUT) or even a Concept Note - but on regular Project Documents.
- ▶ “Bridges” between the main activity pillars or immediate objectives, must be clearly visible in the design of future youth employment interventions - as different sectors often are involved and in order to avoid fragmentation in implementation. All project staff and involved partners must understand these links and support their maintenance;
- ▶ Indicators in the LF should be SMART;
- ▶ Project Managers and other involved ILO staff should appreciate the use of indicators as instruments to measure progress and the difference between e.g. targets and indicators;
- ▶ More realistic targets and time frames should be set and communicated to all involved.

### Pilot Project

The Project has included a multitude and diversity of activity areas, and the setting of targets and time frames have not been realistic, considering the limited number of Project staff and lack of staff to monitor the field activities. Thus, the evaluation team is viewing the Project as a pilot project to draw learning and experience from.

### Vision and Mission

The evaluation made the assessment that the Project management has not been able to generate and bring to light a shared vision of what should be achieved for the youth at the end of the Project. The following are some examples:

- ▶ One trade union, active in the plantations, has expressed strong dissatisfaction to the ILO regarding the Project’s approach to support the formation of enterprise (business) groups among unemployed youth residing inside plantations.
- ▶ Some plantation companies and estate supervisors involved in the Project, supported the idea to form sub-contracting groups among the unemployed youth for certain works to be out-sourced to small business groups inside the plantations, e.g. for cutting and clearing trees, and receive training on the use of machinery. However, the idea that the same youth could (if they wanted) seek jobs outside the plantations was not accepted. Representatives of one regional plantation company expressed great dissatisfaction with ILO’s ideas to the evaluation team.

This conflict should have been solved amicably with the involvement of all parties, and **the project manager (NPO) should have benefited from more assistance/advice by the former ILO Director, and/or the workers representative in the ILO office in Delhi.** As it were, work came to a complete standstill in one plantation – which ultimately and unfortunately not only resulted in loss of skills development and work opportunities for the youth, and the situation built up to a conflict which even after six months was unresolved (at the time of the evaluation).

### ILO support to the CTA/project manager

ILO offices should always assign one programme officer to follow the project activities and support the management throughout, if required.

### Project monitoring

Monitoring capacity must be ensured in future ILO projects, preferably as a Monitoring and Evaluation Expert, and the monitoring instruments must be known and shared by all project staff in regular meetings and communication with field staff.

### The role of company management (in the plantation sector)



A stronger implementing role should be assumed by the Regional Plantations Companies and their employed estate managers/supervisors in future ILO interventions– *as they are key in making the required changes within the plantations and the industry.*

### **Implementing partners**

The selection of implementing partners should be based on their capacity to implement at field level, and the systems and procedures that they adopt in the process. If it is known that some agencies do not have sufficient capacity at the start – the ILO must either refrain from signing contracts with these, or ensure that expertise is contracted by these agencies to do the job.

### **Research**

Integrated and realistic programmes need to be based on solid/applied field research (in the case of the evaluated Project, the Baseline survey was produced well after the start-up of the Project and the University Papers produced came late as well and did not seem to really meet the research needs of the Project.

### **Mid-Term Review**

The Project failed to produce an acceptable project review report at mid term (2009) for dissemination to all stakeholders. This is regrettable and an important lesson to the ILO - as it could have assisted the Project in its direction and setting of priorities (in addition, it would greatly have assisted the final evaluation). This is a lost opportunity, as well as a waste of Project funds spent on the external collaborator for a report that in the end was not endorsed by the ILO.

### **Cross-cutting issues**

The evaluation team has identified a number of lessons from the ILO-Japan YE Project:

#### Gender concerns

ILO must ensure that a gender strategy first and foremost is a part of the Project Document, and followed through in the implementation, and revised if required. Part of such a strategy is to ensure that the gender concept is not merely interpreted as a certain quantitative representation/participation of women on the Project – as gender concerns relate to both men and women and the roles, and needs of both women and men, and girls and boys.

#### Socio-cultural issues/aspects

ILO, together with its constituents, should pay much more attention to the significance of socio-cultural aspects, particularly when implementing projects where benefits are directed to a “minority” ethnic group - as in the case of this Project.

#### Links between youth employment and child labour

ILO already has some experience (mentioned in this report) in linking child labour to youth employment, already at the Project design stage. ILO should thus ensure that such links are established in Project design, *wherever this is relevant.*

## 8 Part III. Conclusions and Recommendations

### 8.1 Overall conclusions

Youth Employment Project of the ILO/Japan Programme set out to contribute to poverty reduction in rural and estate communities, through improving young women and men's access to labour market institutions, decent work and vocational training. It has focused on disadvantaged youth in the plantation sector and rural areas adjacent to the plantations, addressing the needs and aspirations of youth regarding better jobs, more education and skills, and other opportunities to improve their lives.

The Project is an example of an ILO technical cooperation project that has set ambitious goals but having insufficient financial and human resources, and *time* at its disposal - to fully accomplish these goals.

Some delays in start-up of Projects are often inevitable. In the case of this Project, the delays were substantial, starting with the late recruitment of the CTA, and the unfinished project document. It continued with late start-up of field activities, resulting from delays in signing the contract with e.g. PHDT – the main field implementing organization in the plantation sector. Following these delays, the evaluation team has been informed that there were quite some delays also in the actual payments for the implementation, by the PHDT.

**The Project has, despite these and other challenges, had many positive effects and the Project staff and partners should be commended for their efforts and goodwill**, such as opening up of new grounds, raising awareness and broadening the appreciation/understanding of the issues surrounding youth and employment, specially among stakeholders in the Project Province. It has been able to inspire many to take action and contribute to the Project objectives.

The Project activities have also resulted in new job opportunities and increased employability among many young women and men - but perhaps most importantly it has put the spotlight on youth, highlighting issues that have been neglected prior to the Project.

National and district committees, focusing on youth employment and education have been established representing all concerned organisations. Youth information and resource centres and databases in the province and at district level have been set up - the latter in order to match the requirements of employers' with capacity and/or skills of youth. Training and employment have been provided. Further, the district governments, and some implementing agencies, have used its own funds to reach further to attempt to reach out to the youth.

#### **Conclusions regarding reaching the three Project objectives:**

- ▶ The evaluation team has assessed that the Project has attained objectives 1 (enhanced knowledge) and 2 (capacity development among stakeholders). This is a good achievement, considering the many challenges that were met (mentioned in Section 5).
- ▶ Notwithstanding the successes mentioned in this report (mostly outcomes of the two first objectives) it must be stated that when comparing the work and results intended to be achieved (Project Document, paragraph 2.1), there are a number of areas which the Project did not accomplish, for instance value chain work, setting up functional Business Development Services, micro finance and others related to entrepreneurship development. This is quite understandable as it was not a realistic scenario to materialize the vision of the Project Document. In this situation the evaluation would have expected that a Review at mid term, would have assisted the management to downsize the Project to a much more realistic level – with the agreement of the donor agency.
- ▶ As for objective 3 (access to employment and services), it is assessed that although many of the outputs were delivered, the objective has not been fully reached. The one-year delay in starting up the Project consequently caused delays in implementation of activities in the field (the plantations). The project manager/s did not manage some contracts with implementing agencies well, and there were quite some internal delays within the implementing agencies themselves. Insufficient monitoring and follow-up by the Project, coupled with insufficient resources during the latter part

of 2010 are factors that have contributed to minimizing the benefits for the youth under the third objective.

## 8.2 Specific conclusions

### 8.2.1 Validity of Project design

The assessment that the Project is ambitious comes from scrutinizing its Logframe and paragraph 2.1 (Strategy) in the Project Document. The strategy is basically well developed and coherent – however, it includes far too many components and would require at least a five years implementation period. The project is also under-sourced both in terms of human resources and funding.

Using SMART-ness as an evaluation standard yardstick, it was found that while indicators to the outputs often were quantified, this was mostly not the case for indicators at immediate objective levels – thus these could not be used to determine attainment – therefore the evaluation team had to verify and reach conclusion through other means (methods used are explained in paragraph 1.4).

### 8.2.2 Relevance

The Project as a whole is relevant and well in line with international and national policies and strategies, including the policies of the development partner<sup>45</sup> (the Donor agency). The Project should be viewed as a *pilot*, and a *testing* of the policies created on youth employment, and those including references to youth employment in Sri Lanka.

### 8.2.3 Efficiency

The evaluation team has assessed that the Project has not been as efficient<sup>46</sup> as it could have been, or used the least costly resources possible in order to achieve the desired results.

### 8.2.4 Effectiveness

The evaluation has assessed that not enough attention and systems were put in place to enable Project monitoring, which clearly has had a bearing on the effectiveness<sup>47</sup> and quality of results of the Project.

### 8.2.5 Impact and sustainability

It would not be fair to expect impact as a result of this short-term (shortened by one year) Project, in terms of actual effect in its contribution to the longer-term objective. Nevertheless, the evaluation has attempted to identify those components of the Project that could have an impact on youth employment if continued beyond December 2011 - such as innovative solutions, established systems and/or new ideas evoking change of attitudes among stakeholders. As impact here clearly depends on sustained systems and benefits, 'impact' and 'sustainability'<sup>48</sup> are discussed together in this report. Some *examples* of potential impact: The Provincial VET plan – the first of its kind could have far reaching impact if resourced and followed up; District Secretariats' integration of YE in district plans; The Youth Corps integration of subjects related to the Project, in their programmes, the IDB's integration of YEP issues in their plans; the setting up of LMU, youth centres and Information Centres may continue and give benefits to the youth – these are all very positive signs that make it possible for successful work to continue even after the closing of the Project.

<sup>45</sup> The only reservation expressed by the donor regarding this, is that a multi-bilateral and multi-national programme approach would have been preferred, instead of a Project with national focus, such as the YEP.

<sup>46</sup> In the OECD/DAC terminology used for evaluation of development aid interventions, efficiency is defined as follows "Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term, which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results.

<sup>47</sup> Effectiveness: A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions: To what extent were the objectives achieved, or likely to be achieved? What were the major factors influencing the achievement or non-achievement of the objectives? (OECD/DAC evaluation criteria).

<sup>48</sup> Sustainability: The likelihood of a continuation in the stream of benefits produced by the programme.

Table 7. Assessment of the Project's performance using DAC/OECD criteria

Evaluation Area	Rating				
	Very poor	Less than satisfactory	Satisfactory	Good	Very good
Validity of design			√ (in general - although many indicators not SMART)		
Relevance					√
Efficiency to date		√			
Effectiveness to date		√			
Impact			√ (Implementation in the field took off late)		
Likelihood of sustained benefits & systems			√ (Depending on continued follow-up by PC, DS, IDB, PHDT & others)		

### 8.2.6 Stakeholders expectations

The evaluation team found that the stakeholders had quite different expectations of what the Project would bring to their specific organisation/agency – and the interests of the youth were not always in focus.

### 8.2.7 A fragmented picture

When attempting to appreciate the whole Project and the design, the picture that has come out seems fragmented. The critique of the Evaluation also refers to the multitude and diversity of activity areas foreseen – the implementation of which has not been realistic, nor the setting of targets and time frames in proportion to the number of staff to manage and monitor the Project.

Visible links between the project components are lacking, which partly can be explained by the fact that the activity areas are very different; for instance promoting entrepreneurship development *and* making work on plantations attractive - under the same umbrella. While the evaluation team fully agrees that more than one alternative should be offered to the youth, the fact is that providing very different activities require quite some vision, coordination and management skills. *The fact that young people themselves have asked for this diversity only places greater responsibility on the ILO and its partners to be accountable - and follow-through on plans.*

### 8.2.8 Training of Trainers

Training of Trainers, **and the subsequent cascade training, seem not** –to have received sufficient resources and attention – despite being such an important aspect of the capacity development and linked to sustained knowledge and skills.

### 8.2.9 Labour Market Information Unit

The **Labour Market Information Unit (LMI) at the Provincial Secretariat**, established under the project, is intended to improve information collection and dissemination services. At present, the Unit contacts organizations that publishes vacancy announcements in the general and government media, and thereafter collect more information on the vacancies for the benefit of the uses. For instance, the LMI will contact an employer for details of the qualifications, length and nature of experience sought by them and the remuneration they are willing to pay. This method does not seem to be a very effective method as employer response to the Unit's request for information has not been very satisfactory. The users of LMU will take time to build skills and confidence to use the database, which will be more valuable when there is more data on job vacancies in the system.

### 8.2.10 Project setting its priorities

With the very short time the Project had left, at the time of the evaluation, setting priorities for the remainder of the period was crucial. In the Stakeholders Workshop where the Evaluation's preliminary findings were presented, the ILO staff members present (in a group work session after the presentation) discussed and presented their priority list for the Project, as follows:

- ▶ Conduct a sustainability workshop at the end of the project (of 2.5 days duration) with the participation of the stakeholders. (This Workshop has been held in early December);
- ▶ Publish project information on a website in Japanese and Sri Lankan local languages;
- ▶ Strengthen Provincial Level LMI Unit with databases and required skills;
- ▶ Compile the Final Project Report;
- ▶ CSR/SCS Workshop targeting plantation companies as employers;
- ▶ Expedite contracts, especially that of PHDT which is the main contractor;
- ▶ Follow up on the Road Map with MOYA and MOLR; and
- ▶ Work with the Youth Corps to help them integrate the ILO tools into their curriculum.

### 8.2.11 Cross-cutting issues

The Project has made substantial efforts to attempt to **change attitudes** among stakeholders, and highlighting needs and aspirations of young women and men, not only regarding their job and education preferences, but also giving the youth a voice.

'Gender mainstreaming' and ensuring gender equality seems to have been interpreted as raising awareness about needs for education and jobs for young women and targeting of at least 50% women for participating in various Project activities – which the evaluation found to be positive per se. Still, a strategy for gender mainstreaming (acknowledging that gender also takes into account the needs of men and boys) is clearly missing in the Project.

This Youth Employment Project does not have a child labour "angle", as e.g. the ILO EAST Project in Indonesia, in which child labour is linked to youth employment and in which the age groups targeted spanned from primary school age to adulthood. Although this may be a lost opportunity it is doubtful whether the Project in Sri Lanka would have had room for yet another component.

Socio-cultural issues (e.g. ethnicity and ethnic identity) are part of cross-cutting issues. The evaluation has concluded that not enough attention has been placed on these issues although they seem to be crucial for the Tamil youth, constituting the ultimate beneficiary (target) group.

## 8.3 Recommendations

### *Recommendation to the ILO Project staff:*

#### 8.3.1 Closing Workshop (held in early December)

The Project management should organize a Closing Workshop (1 day), inviting all the stakeholders to analyse accomplishments, contributing factors and the way forward and sustainability issues - with or without external financial and/or technical support.

*(Documents and case studies stemming from the experiences of the Project should be well prepared and disseminated to the participants. Representatives of the plantation companies and Estate supervisors should be encouraged to talk about their role and continued engagement. The youth who have participated should also be encouraged to tell their stories).*

### *These recommendations to the ILO (as the Project is ending):*

#### 8.3.2 Logic and realism in Project design and formulation

Fully *logical* Logical Framework Matrices should accompany ILO Project Documents and these MUST be completed before the CTA/project managers are in place (see also Lessons Learned, Section 7).

Much more realistic project documents/Logframes should be designed for youth employment projects in the future, focusing on a few key areas. ILO should also keep up a dialogue with the donor agencies, about the real challenges in reaching objectives when implementing individual, short-term national projects.

### **8.3.3 Cross-cutting issues**

ILO should - in future interventions involving Tamil youth in the plantation sector in Sri Lanka - address cross-cutting issues mentioned in this report - at design, implementation follow-up and monitoring stages.

### **8.3.4 Human Resources and expertise**

ILO should plan for specific monitoring (and evaluation) expertise/staff in future YE Projects in order to increase efficiency and off-load Project managers from the core monitoring work – thus better enabling project management.

### **8.3.5 Commitment to the Project's mission and vision**

ILO should make all efforts to ensure that Project's stakeholders understand and are committed to the common mission and vision of the Project (if not obtained at the end of a Project, sustainability will be unlikely)

### **8.3.6 Working relationship with the ILO constituents**

The ILO should initiate a dialogue with the employers' federation and the trade unions in Sri Lanka to analyse their roles in the evaluated Project - with the aim of determining how they could be more active in eventual future YE Projects and fully contribute to the Project goals.

*(If necessary a facilitator should be assisting this dialogue. It's important that the issues with the trade union/s do not remain unresolved after the Project has ended.)*

### **8.3.7 Eventual future implementation in the same field**

ILO should:

- ▶ Support the formation of NVQs for a wider array of VT courses, especially for girls;
- ▶ Encourage stakeholders to explore vocational training options that could be expanded to other industries. For instance value addition to gems through jewelry designing and setting. Institutions such as IDB to be consulted to identify suitable industries.
- ▶ Support the integration of vocational training into the education curriculum, so that the younger generations are exposed to different vocations at a younger age. Themes such as 'gender', and non-traditional vocations for income generation should be introduced to youth at a younger age, before they leave school.
- ▶ Support activities that also raise awareness on entrepreneurship, ideally while still in school.
- ▶ Continue support to the Labour Market Information Unit (Provincial Secretariat) established under the project to improve their information collection and dissemination services.

### **8.3.8 Quality assurance**

ILO should, in general, pay more attention to quality assurance (QA) through more field testing in Projects and substantial monitoring of the activities of the implementing agencies, in particular their Training of Trainers (ToT or cascade training).

*Part of this assurance is to make sure that the Trainers are able to reach out to the intended beneficiaries and that the material used in training is of high quality and adapted to the socio-cultural circumstances.*

### **8.3.9 Internalizing learning in the plantation sector**

ILO should further strengthen its analysis of lessons learned and good practices from Youth Employment Projects, as well as lessons from projects and interventions of other organisations<sup>49</sup>. In relation to the ILO Sri Lanka Concept Note (produced during the latter part of 2010) to solicit funds for continued activities in the same field in Sri Lanka – it is crucial that learning from the evaluated Project is internalized (see Lessons learned, Section 7).

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<sup>49</sup> Strengthening the analysis on YE is in line with the recommendations of the recent independent evaluation of the ILO's strategy to increase Member States' capacities to develop policies and programmes focused on youth employment.

## Annex I. Terms of Reference

**Terms of Reference (ToR)  
Final Independent Evaluation  
of  
Youth Employment Project (ILO/Japan), Sri Lanka<sup>50</sup>  
SRL/08/02/JPN**

Donor:	Government of Japan (ILO/Japan)
Project budget:	USD 1,473,750
Project duration:	March 2007-Dec 2010
Geographical coverage:	The Province of Sabaragamuwa with its two (2) Districts of Ratnapura and Kegalle. Within the province special consideration is given to 21 plantation estates across 6 plantation companies within 11 vulnerable GS divisions
Evaluation date:	October 2010
ToR preparation:	August 2010

### 1. Introduction and rationale for evaluation

The project was conceptualized as ILO's support to help in the roll-out of the Youth Employment National Action Plan at subnational level which would be used as a pilot/model for replication and scaling-up incrementally.

This is a multi-disciplinary youth employment project with a variety of interventions in the areas of youth employment, youth entrepreneurship, capacity building of Employment Service Providers including business associations, vocational training, labour market information (LMI) enhancement for local policy makers, career counseling, plantation sector productivity enhancement, Occupational Safety and Health (OSH), factory improvement and women entrepreneurship. The project also draws on local economic development methodologies. During the project implementation, a delegation from the donor visited the country and the project in December 2008 and in November 2009 the project's youth entrepreneurship components were assessed in a rapid assessment managed by RO Bangkok (RESA). The midterm self evaluation was also conducted in October 2009.

This 4-year project is coming to an end by the end of December 2010, the final evaluation is required and since the project total budget is more than US\$ 500,000, at least one independent evaluation is needed per ILO evaluation policy. The final independent evaluation is therefore proposed. The evaluation will be managed by ILO Regional Office for Asia and the Pacific (RO-Bangkok). The donors and other key stakeholders will be consulted throughout the evaluation process.

The final independent evaluation will comply with UN evaluation norms and standards ensuring that ethical safeguards will be followed<sup>51</sup>.

### 2. Background on project and context

The project is funded by the Government of Japan as part of ILO/Japan multi-bilateral programme managed from RO- Bangkok. The project started with some activities in the latter part of 2007. The major activities

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<sup>50</sup> Project long title: "Promotion of decent work for young women and men through enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle."

<sup>51</sup> Reference: UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards. See: <http://www.ilo.org/eval/policy/>



started after the project's CTA was recruited in Jan 2008 followed by National Project Officer and other staff in March 2008.

The project's rationale, internal logic and strategic approach

The project contributes to improved employability and Decent Work for young women and men in the Province of Sabaragamuwa. The project is designed to reduce open unemployment, underemployment, rural poverty and poverty in plantations/estates. In doing so, the project links with and aligns itself to ILO's Decent Work Country Programme (DWCP) for Sri Lanka (DWCP Country Programme Outcome 1- Enhanced access to more and better jobs in economically disadvantaged and crisis affected area).

The project's three (3) Immediate Objectives (IO) focus on production of knowledge, building capacity and improving access in respect of rural youth. The 3 immediate objectives are as follows:

Immediate Objective 1: Knowledge enhancement for decision makers

At the end of the project knowledge on youth employment will be improved and disseminated through involvement of ILO's tripartite constituents+.

Immediate Objective 2: Capacity building for service providers

At the end of the project, the capacity of labour market service providers, employment services, labour market institutions and tripartite constituents+ will be improved, strengthened and modernized to provide better services to youth.

Immediate Objective 3: Access for rural youth

At the end of the project 6,000 rural young women and men have increased access to employment and labour market services for wage and self-employment through new tools and methodologies adapted to national circumstances of whom 1,000 would have secured employment.

Location

The project office is located within ILO Colombo. A field office has been set up within the District Secretariat of Ratnapura. The project targets the Province of Sabaragamuwa with its two (2) Districts of Ratnapura and Kegalle. Within the province special consideration is given to 21 plantation estates across 6 plantation companies within 11 vulnerable GS divisions (see Annex 1).

Project budget

The total project budget is about USD 1.5 million including staff cost and other institutional costs of USD 0.9 million. This gives annual budget of USD 150,000 average for activities during 2008-2010. Due to the limited amount of budget for activities and large number of activities, the project was expected efficient expense all the time.

Partners and stakeholders

The project has a range of partners and stakeholders as follows: -

- Ministry of Youth Affairs (MoYA)
- Province of Sabaragamuwa
- District of Ratnapura
- District of Kegalle
- Plantation Human Development Trust (PHDT)
- National Apprentice and Industrial Training Authority
- Tertiary and Vocational Education Commission
- Industrial Development Board
- Chamber of Commerce, Ratnapura
- Chamber of Commerce, Kegalle
- Ministry of Labour Relations and Manpower (MoLRaM)
- Ministry of Vocational Training (MoVaTT)
- Ministry of Education (MoE)

- Ministry of Youth Empowerment and Socio Economic Development (MoYEaSED)
- Ministry of Rural Industries and Self-employment Promotion (MoRIaSEP)
- Employers' Federation of Ceylon (EFC)
- Federation of Chamber of Commerce & Industry of Sri Lanka (FCCISL)
- Ceylon Chamber of Commerce (CCC)
- The following five (4) trade unions:
  - National Workers Congress (NWC),
  - Ceylon Workers Congress (CWC),
  - Sri Lanka Nidahas Sevaka Sangamaya (SLNSS),
  - National Association for Trade Union Research & Education (NATURE)
  - Upcountry Workers' Front (UWF)
  - Lanka Jathika Estate Workers Union (LJEWU)
- National Youth Services Council (NYSC), MoYA
- Youth Corps, MoYA
- Tertiary Vocational Education Commission (TVEC), MoVaTT (now MOYA)
- Jobs Net, MoLRaM
- Small Enterprise Development Division, MoYA
- Ministry of Finance (MoF)/Dept. of Planning
- Ministry of Plantation Industries
- National Institute of Plantation Management
- National Apprenticeship Institute and Training Authority (NAITA)

### **Project's development, major milestones/ accomplishments to date**

- Capacity building of over 250 employment service providers
- 15 performances of YE focused street drama/forum theatre
- 2 plantation drama groups formed to sustain the forum theatre initiative
- National Youth Survey – 2 chapters
- 15 Research Papers on Youth Employment and Plantations/Rural sector
- Over 60% female participation achieved over the project period starting from 4.55% in October 2007 (at inception)
- Dedicated website/virtual COP
- 15 youth-friendly publications of which the majority in the local languages)
- 3 job bazaars placing 468 youth in employment (*to be verified after recording turnover*)
- 18,110 young persons received career guidance services
- 501 receive Business English training
- 12 Business Clusters established primarily for women-dominated sectors
- 104 youth started up their own businesses (primarily from plantations)
- youth benefit from mentoring services (to be updated)
- 14 ISAs and YC officials trained in KAB adapted to suit vulnerable groups
- VT opportunities provided to 50 young persons
- IYD Events have included 600 young persons and provided them with career guidance
- YECC established in both districts and continues under the auspices of the District Secretaries.
- All 22 plantation managers trained in various aspects of decent work for youth (OSH, ILO C 110; DW concepts, CSR)
- 66 plantation supervisors trained in OSH
- OJT conducted for 60 youth and 300 more identified for OJTs during last 6 months of the project.
- 22 Life Skills trainers trained for cascading training for plantation youth.
- 30 Business English (for SWT) trained to teach vulnerable groups
- 501 plantation youth received Business English training

### **3. Purpose, scope and clients**

**Purposes:** The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Sri Lanka DWCP outcomes and national development strategies. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. This emerging impact can provide preliminary guidance for a full fledged impact assessment to be held at a later date. The evaluation will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs. The evaluation will also test underlying assumptions about contributions to a broader development goal.

**Scope:** The final evaluation takes into account all interventions, geographical coverage, and the whole period of the project (Mar 2007 to the present date). The final evaluation will have to take into consideration the following benchmarks:

- Mid-term evaluation conducted in 2009
- Rapid assessment conducted in 2009
- Sri Lanka DWCP
- Relevant, current country priorities and strategies

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

**Clients:** The principal clients for this evaluation are the project management, ILO constituents and partners in Sri Lanka, CO-Colombo, CO-New Delhi and DWT Delhi, RO-Bangkok, ILO technical units (Employment Sector), PARDEV, EVAL and the project donors (Japan)

#### 4. Key evaluation questions/ analytical framework

The evaluation is guided by the ILO's Technical Cooperation Manual and the policies and procedures established therein (see particularly Chapter 7 of the manual and Page 17 for key guiding questions). The evaluation should address the overall ILO evaluation criteria such as **relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation and sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations 2006*. The evaluation shall also take into account the gender equality into the evaluation process as guided by *The ILO guidelines on considering Gender in Monitoring and Evaluation of Project, Sep 2007*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. In consultation with the evaluation manager, any other information and questions that the evaluator may wish to address may be included as the evaluator see fit. Based on development objectives, outputs and activities specified in the project document, the final evaluation will address the following issues:

##### Relevance and strategic fit

- Are the needs identified at the outset of the project still relevant?
- Have the partners and stakeholders taken ownership of the project concept and approach since the design phase?
- How does the project align with local and national plans for youth employment and development?
- How has the project contributed to other national development frameworks?
- How has the project impacted in term of contributing to the DWCP?
- Is the project target appropriate and was there a rationale?

- How does the project fair as a short to medium term response to the youth employment challenge in the Province.
- Where has the project succeeded in this role and where has it failed (or could do better)?

### **Validity of design (i.e. PRODOC)**

- How logical is the project design?
- Given the resources is it practical to envisage the project achieving all its targets and goals?
- What was the baseline condition at the beginning of the project? How was it established? Was gender issues considered?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground? Do they need to be adapted?
- Is the intervention logic coherent and realistic? Is there a need for adjustments, if so: what needs to be adjusted?
- Were all the elements of the project design necessary to achieve the project objectives?
- How strategic is the choice of project partners and stakeholders in terms of mandate, influence, capacities and commitment?
- What are the main means of action? Are they appropriate and effective to achieve the planned objectives?
- Comment on the quality and usefulness of the selected indicators and means of verification for programme monitoring and evaluation, including breakdown by sex, age, etc.
- On which risks and assumptions does the project logic build? How realistic is it that they do or do not take place? How far can the project control them? Do the risks jeopardize the project?
- Comment on the external logic of the project in terms of its links with other interventions, synergies and economies of scale created.
- Did the project document provide adequate guidance on how the intervention would address the relevant gender issues amongst the target groups.
- How well targeted were the proposed interventions in terms of vulnerable groups taking cognizance of ethnicity, sex, age and other vulnerabilities.

### **Project progress and effectiveness**

- Have the 3 project immediate objectives been achieved? To what extent?
- In which areas (under which outputs/components) does the project have the greatest achievements? Why is this and what are they supporting?
- In which areas does the project have the least achievements? What has been the constraining factors and why?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do benefits accrue equally to women and men?
- Are project partners using outputs?
- How do activities and outputs contribute to ILO's mainstreamed strategies? How do they contribute to:
  - Gender equality?
  - Strengthening social partners and social dialogue?
  - Poverty reduction?
  - Strengthening the influence of labour standards?
- How and to what extent have stakeholders (particularly the ILO constituents) been involved in project implementation?
- Has the project approach demonstrated successes?
- What elements of the project are indicate of a 'good practice' (based on the ILO definition).
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive?

- Assess the development of partnerships, networking and collaboration initiatives that have potential to be sustainable. (with other development aid, donor community and with other UN agencies).
- Comment on the quality of the services provided to youth and employment service providers through the project.

### **Adequacy and efficiency of resource use**

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective? Do results justify costs? Could the same results be attained with fewer resources?
- Have project funds and activities been delivered in a timely manner?

### **Effectiveness of management arrangements**

- Are management, monitoring and governance arrangements for the project adequate?
- Does project governance facilitate good results and efficient delivery?
- Does the project receive adequate political, technical and administrative support from its national partners?
- Do implementing partners provide for effective project implementation?
- How does the N-PAC and the D-PACs (YECC) contribute to the success of the project?
- To what extent is the membership of N-PAC and the D-PACs (YECC) as defined in the ToR for these relevant? Is the membership too limited or too extensive? Examine the role and involvement of the N-PAC and D-PAC (YECC).
- Has the project team's integration (physically and in relation to work flow) in the ILO Colombo office enhanced project effectiveness?
- Has cooperation with project partners been efficient?
- Have available gender mainstreaming tools been adapted and utilized?
- Has the project made strategic use of other ILO projects, products and initiatives (including ILO's virtual products e.g. AP YouthNet) to increase its effectiveness and impact?
- How closely has the project adhered to its work plan? Assess the quality and the use of workplans and other monitoring tools?
- How efficient and effective has the process been of communication from the field office to the regional office and the donor?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used and standards promoted by the ILO e.g. decent work; OSH, gender equality and equity, youth-friendly, etc.

### **Impact orientation & sustainability**

- Can changes (in knowledge, attitudes, capacities and institutions) be causally linked to project interventions?
- In how far is the project making a significant contribution to broader long-term development impact? Or how likely is it that it will eventually make one? Is the project strategy and project management steering towards impact?
- How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to the national partners? Once external funding ends will national institutions and implementing partners be likely to continue the project or carry forward its results?
- Are national partners able to continue with the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?
- Are project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?

- Can the project approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?

### **Special concerns: Second phase and future directions**

- Should there be a second phase of the project to consolidate achievements?
- If so, what should be the main components of a second-phase?
- Is the project's engagement in the AP Youth Net, featured web-postings and creation of a virtual network in Sri Lanka on youth employment cost-efficient and relevant?
- How can linkages between the project, the global YEN programme in Geneva, ILO's global YEP programme in Geneva, ITC ILO's YE section and MoYA's YEN Secretariat be further boosted?
- How relevant and beneficial are the technical meetings with MoYA's YEN Secretariat, Provincial Council, District Secretariats and the PHDT, and how can the project's interventions be sustained through these entities?

### **Main outputs of Evaluation**

- The main output of the evaluation will be a full-fledged final independent evaluation report. The main outputs of the evaluation are:
- Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

### **The "Evaluation Report" should contain the following contents:**

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report

### **Methodology**

- ILO will engage a team of two external consultants, one national and one international, to undertake the final independent evaluation. The consultants will report to the evaluation manager who is based at the ILO Regional Office for Asia and the Pacific. The final methodology and evaluation questions will be finalized by the evaluation team in consultation with the evaluation manager.
- The evaluation team will consult with ILO Director, relevant ILO technical specialists (Geneva and DWT Delhi), project team, national technical specialists and key stakeholders to gather inputs for the evaluation. The evaluation will be conducted during the period of Oct-Nov 2010
- The consultants will review relevant documentations;

- The consultant should propose the methods for data analysis. All data should be sex-disaggregated and different needs of women and men and marginalized groups should be considered throughout evaluation process
- The consultants will meet with the project team and consult with relevant staff of ILO Colombo, DWT Delhi, ILO ROAP and ILO technical Unit in Geneva, donors.
- The consultants will travel to project sites and conduct interview/ focus group discussions with stakeholders)
- A stakeholder workshop will be organized to present the preliminary findings at the end of evaluation mission to all relevant and key project stakeholders. This allows the key findings and key recommendations to be verified by the key stakeholders
- Draft evaluation report will be submitted to the evaluation manager who will later share with stakeholders for their comments and inputs.

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

**Source of Information:** Sources of information and documentation that can be identified at this point.

1. PRODOC in two volumes (PDF)
2. Sri Lanka Decent Work Country Programme (DWCP) 2008-2012.
3. Web-based information on a range of project activities: <http://ap-youthnet.ilo.org/th/photo-gallery/ilo-ye-initiatives-in-sri-lanka>
4. Project progress reports
5. The project's capacity building cum training activity summary
6. YBSL-ILO mentorship guide (the bulk of which is in Sinhalese)
7. The generic SIYB package as used by SIYB-A in Sri Lanka (Sinhalese and Tamil)
8. Activity report from SIYB-A on SIYB programme
9. Activity report from YBSL on mentoring programme
10. List of participants in the three (3) youth entrepreneurship interventions (trainers and cascading training)
11. Baseline study
12. VET plan for Sabaragamuwa Province
13. VET directory for Sabaragamuwa Province
14. Brochure on MFI and BDS in Sabaragamuwa Province
15. Analytical report on MFI and BDS in Sabaragamuwa Province
16. Project desk study on labour and social conditions in plantations
17. National Youth Survey II (chapters on Education & Employment)
18. District youth employment plans
19. Report on impact of public awareness/street theater (forthcoming)
20. Career guidance resource book
21. Career guidance booklet for young people (forthcoming)
22. Curriculum and training plan for life skills for school to work transition (draft)
23. Life Skills Students Guide Book and games
24. KAB initiative for selected VT, youth corps and schools (draft)
25. The following booklets:
  - a. Young Workers' Safety Manual
  - b. Youth Tips for Small Business Owners
  - c. Protection of Girls
  - d. Employers guide on youth employment
26. Project work plan and activity budget 2009-2010 (Word)
27. Global work plan 2009-2010 (Gant chart in Excel)
28. Minutes from the National Project Advisory Committee (N-PAC)
29. Minutes from District Youth Employment Coordination Committees (YECC)
30. ToR for N-PAC and D-PAC (YECC)
31. Rapid assessment of youth entrepreneurship interventions, ILO Bangkok, Nov 2009

- 32. Mid-term evaluation report
- 33. Business English
- 34. Youth Entrepreneurship Development manual

## Management arrangement, work plan and time frame

### 7.1 Management arrangements:

The designated evaluation manager is RO-Bangkok Monitoring and Evaluation Officer, Ms. Pamornrat Pringsulaka, whom the evaluation team reports to.

### 7.2 Evaluator's tasks:

The evaluation will be conducted by an external independent evaluator and an external national consultant responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above. The international evaluator will be the evaluation team leader.

### 7.3 Stakeholders' and donor's role:

All stakeholders in Sri Lanka particularly the constituents, the partners, the project teams, ILO Colombo, DWT Delhi, ILO HQ, and donor will be consulted and will have opportunities to provide inputs to the TOR.

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager/ National Program Manager	Aug 9
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	Aug 16-30, 2010
Finalization of the TOR	Evaluation Manager	Sep 15, 2010
Approval of the TOR	ROAP	Sep 15, 2010
Selection of consultant and finalisation	Evaluation Manager/ ROAP	Aug/Sep 2010
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	National Program Manager	Sep 2010
Ex-col contract based on the TOR prepared/signed	National Program Manager/ ILO Director, CO-Colombo	Oct 8, 2010
Brief evaluators on ILO evaluation policy	Evaluation Manager	Oct 13, 2010
*Evaluation Mission	Evaluators	Oct 18-30, 2010
Stakeholders consultation workshop	Evaluators/ National Program Manager	Nov. 1, 2010
Drafting of evaluation report and submitting it to the EM	Evaluators	Nov. 19, 2010
Sharing the draft report to all concerned for comments	Evaluation Manager	Nov. 22-Dec 3
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	Dec. 3, 2010
Finalisation of the report and finalized report submitted by	Evaluators	Dec 9, 2010
Review of the final report	ROAP evaluation officer	Dec.10, 2010
Submission of the final report to EVAL	Evaluation manager	Dec15, 2010



Approval of the final evaluation report	EVAL	
Follow up on recommendations	Evaluation manager/ ILO Director	Jan 2011

The possibility of participation of the donor (MHLW and/or Embassy of Japan) and of RO-Bangkok in the field visits and/or the stakeholders workshop are to be determined.

#### 7.4 The tasks of the Projects:

The YE project team with its national project manager will support the implementation of the evaluation throughout the process, and provide logistical and practical support to the evaluation team during the evaluation mission. The project will also ensure that project documentations are up to date and easily accessible;

#### 7.5 A work plan and timeframe:

##### Resources Required:

The following resources are required:

- Cost of External International Evaluator
- Cost of National Evaluator ( to be confirmed)
- Cost of local transportation in the field
- Stakeholders workshop

Travel schedules, means of transport of external consultants are subject to prior arrangement with ILO and local field transportation will be managed by ILO

##### Qualifications and Responsibilities of the evaluation team/consultant

- Experience in design, management and evaluation of development projects, in particular with local development projects.
- Relevant background in social and/or economic development
- Experience in the UN system and in the evaluations of the UN system or similar international development experience
- Relevant regional experience preferably prior working experience in Sri Lanka
- Experience in the area of youth employment and rights-based approaches in a normative framework will be a distinct advantage
- Experience in the area of employment services and capacity building/training initiative will also be appreciated.
- Familiarity with and knowledge of specific thematic areas
- Fluency in English is imperative for both consultants – a local language skill for national consultant is a must.
- Experience in facilitating workshops and experience in conducting youth-friendly in-depth interviews and discussions is important.
- Sensitivity to diversity

Phase	Responsible persons	Tasks/activities	Days proposed
1	The evaluation team	Telephone briefings with Evaluation Manager in BKK Tel briefing with donor in Tokyo Desk Review of project-related documents Evaluation instruments developed based on desk review	3working days

2	The Eval team with logistic support from the YE project team	In-country briefing with ILO Sri Lanka and Japanese Embassy Colombo Consultations with project management Consultations with project partners in Colombo (N-PAC)	5 working days
		Field visit to project locations Consultations with project partners, youth, parents and other beneficiaries	5 working days
		Workshop in Colombo/field	1 working day
3	Evaluation consultant (team leader)	Draft report based on all activities/tasks undertaken above	10 days – to be updated over the weekend after workshop (rest of the inputs should have been done during the above period)
4	Evaluation Manager	Circulation of draft report to key stakeholders Consolidate comments of key stakeholders and send to the evaluation consultant	2 weeks after evaluation is completed
5	Evaluation team (team leader)	Finalise the report including explanations on why comments were not included ( <i>and justification for including others – optional?</i> )	3 days

**Annex 1**

*List of a total of 21 estates in a total of 11 DS Divisions in the Ratnapura and Kegalle Districts*

<b>District</b>	<b>DS Division</b>	<b>Estates</b>
Ratnapura	Imbulpe	Balangoda, Cecilton,
	Balangoda	Meddakanda, Rye Wikiliya, Pettigalla, Rasagalla
	Ayagama	Mutwagalla
	Godakawella	Springwood, Hatherleigh, Opatha
	Pelmadulla	Pelmadulla, Poronuwa
	Nivitigalla	Doloswella. Kiribatagalla, Peenkande
	Kuruwita	Pussells
	Kahawatte	Houpe
Kegalle	Yatiantota	Panawatte
	Dehiowita	Dewalakanda
	Bulathkohupitiya	Edurapola, Kiriporuwa

**Annex 2 (of the ToR)**

Specific task for National consultant

- To join and provide support to the International consultant throughout the evaluation mission including assist in local language translation if need be
- To jointly facilitate the stakeholders workshop planned to be held on Nov.1, 2010
- To contribute to the draft and finalization of the evaluation report to be written by the International consultant

## Annex II. List of persons met and consulted

### Consultations for Final Evaluation of the ILO/Japan Youth Employment Project implemented in the Sabaragamuwa Province, Sri Lanka October 18 - November 23, 2010

<b>1. ILO Management and Staff and YE Project Team</b>		
ILO - Area Office, Colombo	Ms Sherin Khan, Officer in Charge	khans@ilo.org
	Ms Tine Staermose, former ILO Director	staermose@ilo.org
	Ms Shyama Salgado, National Programme Officer	shyama@ilo.org
	Mr Nihal Devagiri, Field Program Coordinator	ndevagiri@yahoo.com
	Ms Ayoma De Silva, Finance and Admin Officer	ayoma@ilo.org
	Mr. Nishantha Warnasooriya, Finance and Admin Assistant Officer	nishantha@ilo.org
	Ms Promodini Weerasekera, Program Officer and Evaluation Focal Point	pramo@ilo.org
	Mr. Henrik Vistisen, Former Chief Technical Advisor, YEP	Mobile: +45 2420 6570 Skype: henrikhanoi hivistisen@hotmail.com
ILO - Regional Office for Asia and Pacific (ROAP)	Mr. Kenichi Kamae, Chief Technical Advisor	Tel: +662-288-1720 BKK_JAPANTC@ilo.org
	Mr. Matthieu Cognac, Youth Employment Specialist	cognac@ilo.org
ILO Country Office for the Philippines 19th Floor, Yuchengco Tower, RCBC Praza 6819 Ayala Avenue, Makati City, 1200 Philippines	Ms Akiko Sakamoto, Ph.D. Skills Development, Policy and Systems Specialist	Tel: +63 2 580 9900 (ext 904) DL: +63 2 580 9904 Fax: +63 2 856 7597
<b>2. Donor - Representatives of Government of Japan and Embassy in Sri Lanka</b>		
Government of Japan	Mr. Shojiro Yasui Deputy Director for Technical Cooperation on Labour International Affairs Division, Ministry of Health, Labour and Welfare, Japan	Tel: +813-3595-2404 Fax: +813-3502-6678 yasui- shoujirou@mhlw.go.jp
Japanese Embassy in Sri Lanka	Ms. Kayo Imamura Second Secretary, Economic Corporation Section	kayo.imamura@mofa.go.jp
<b>3. Government institutions</b>		
Ministry of Youth Affairs	Mr. S. S. Hewapathirana	

354, “Nipunatha Piyasa” Elvitigala Mawatha Colombo 5	Secretary to the Ministry Ms. Nilanthi Sugathadasa Additional Secretary- Youth Affairs	
Tertiary and Vocational Education Commission (TVEC) Ministry of Youth Affairs, 354, “Nipunatha Piyasa” Elvitigala Mawatha Colombo 5	Dr. T. A. Piyasiri Director General Mr. B H S Suraweera, Deputy Director General	dg@tvec.gov.lk  ddg@tvec.gov.lk
Provincial Council of Sabaragamuwa and its Ministries, Provincial Secretariat Sabaragamuwa	Ms Sujatha C Pallehenna Deputy hief Secretary - Planning Mr. Anuruddha Bandara, Assistant Director – Planning	sabaragamuwalmiu@yaho o.com
Ministry of Education, Provincial Council of Sabaragamuwa	Ms Hiroshi Gunawardhana Assistant Director - Education Mr. Nandalal Ministry of Education	
District Secretariat - Ratnapura District	Mr. H. W. Gunadasa District Secretary	ds@rathnapura.dist.gov.lk
District Secretariat - Kegalle District	Ms. Prema Dissanayake District Secretary	kegdisec@yahoo.com dps.kegalle@yahoo.com
Industrial Development Board (IDB)	Mrs. Srimathi Swarnalatha Deputy Director	
<b>4. Coordinating Committees</b>		
National Project Advisory Committee (N-PAC)		
Youth Employment Coordination Committee (YECC) in Ratnapura District [YECC was initially known as District Project Advisory Committee (D-PAC)]		
<b>5. ILO Implementing Partners, External Consultants and Service Providers</b>		
Plantation and Human Development Trust (PHDT) Regional Office - Ratnapura District	Mr. H Nalin de Silva, Regional Director Dr. Koshala Meegama, Project Officer, Health Division Mr. N. Thavaraju Social Mibilizer, PHDT, Kuruwita	rd_rtp@phdt.lk
Plantation and Human Development Trust (PHDT) Regional Office - Kegalle District	Mr. K. Munaweerahetti Regional Director Mr. Jayantha Jayasinghe Project Officer, Health Division	rd_kgl@phdt.lk
National Institute of Plantation Management (NIMP)	Mr. D W A Kapilawansa Acting Director	nipm@sltnet.lk
National Apprenticeship Industrial Training Authority (NAITA)	Ms Indrani Perera Director - Training	indraniprinting@yahoo.co m

	Ms Padma Samaeativakara Asst. Director – Training	
Youth Corps - Nivithigala	Cpt. J M N W Jayakody, Officer in Charge  Mr. R A J Lakmal Teacher in Charge - Career Guidance  Ms P G D Nadeepika Teacher in Charge - Social Science  Ms G W Nilanthi Teacher in Charge – English	
Regional English Support Centre (RESC) Personnel	Mr. Prasad Kodituwakku Business English Trainer, Sabaragamuwa  Mr. R A Jayawardhana, Teacher in Charge	
Career Guidance Trainers	Mr. K A C Keerthi Coordinating Officer - NAITA  Mr. R Sunil Ratnayake In Services Assistant Education Department - Ambilipitiya Zone  Mr. T D Wijeratne In Services Assistant Education Department - Dehiyovita Zone  Mr. U S Gunatileka Zonal Education Office - Ratnapura  Mr. Udumulla, National Youth Services Council	
Chamber of Commerce in Ratnapura District	Mr. Ajith Ranasinghe Chief Executive Officer	
Chamber of Commerce in Kegalle District	Mr. Bandula Weerasinghe Chief Executive Officer	
	Mr. Ajith Jayawadana External Consultant - Career Guidance Career Guidance Officer University of Colombo	ajith@cgu.cmb.ac.lk
	Ms Gaya P. Hapuarachchi External Consultant - Non Formal Education	gayahapu@yahoo.com
	Ms Namali Tilakaratna External Consultant - Business English	namalit@gmail.com
	Mr. P. Amarapala, External Consultant Entrepreneurship Development	pgamare@gmail.com
	Mr. Ravi Fernando, External Consultant Corporate Social Responsibility	ravi@ceylonam.com
<b>6. Regional Plantation Companies participating in the project</b>		

Kahawatte Plantations PLC	Mr. Kumar Bharathi, Manager - Haupe Estate  Mr. Jeewantha Senaratne, Manager - Pelmadulla Estate  Ms Chandrani Rodrigo, Manager - Co-orporative Society, Pelmadulla Estate	
Balangoda Plantations PLC	Mr. T A G de Mel, General Manager.  Mr. Sugath Nanayakkara Manager Medakanda Estate  Mr. Athula Senaratne Asst. Manager Medakanda Estate	
Pussellawa Plantations PLC	Mr. Manoj Udugampola Manager, Pussella Estate	
Kelani Valley Plantations PLC	Mr. Buddhi K Gunasekera Manager - Kiripouwa Estate  Mr. Senaka Fernando Manger - Devala Kanda Estate  Mr. Chula Amaratunga Manager - Ederapola Estate  Mr. Samantha Abeywardhana Senior Asst. Manager - Ederapola Estate  Mr. Udara Prematileka Manager - Panawatte Estate	
<b>7. Youth groups (15 - 29 yrs) participating in programs</b>		
Haupe Estate Kahawatte Plantations PLC	Participants of: On the Job Training, SIYB, Business English and Mentorship programs	
Pelmadulla Estate Kahawatte Plantations PLC	Participants of: Youth Information Center, On the Job Training (Cinnamon Centre), Business English, Non Formal Education (Life Skills)	
Medakanda Estate Balangoda Plantations PLC	Participants of On the Job Training	
Pussella Plantations Pussellawa Plantations PLC	Participants of: OSH and OJT	
Youth Corps, Nivithigala	Participants of Career Guidance	
Ederapola Estate Kelani Valley Plantations PLC	Participants of - GYB, SYB, SIYB, On the Job Training, Business English, Non Formal Education (Life Skills)	
Deraniyagala, Kegalle	Participant of the Mentorship Program conducted by IDB	
<b>8. Trade Unions</b>		
Ceylon Workers' Congress 72 Ananda Coomaraswamy	Mr. Firdouse Farook Vice President - Youth, and in charge of the	

Mawatha, Colombo 7	Sabaragamuwa Province	
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**National Project Advisory Committee meeting for ILO/Japan Youth Employment Project in Sri Lanka, on October 20, 2010 at 10.30 am at the Secretariat, Ministry of Youth Affairs**

	<b>Name of Representative</b>	<b>Organisation</b>
1.	Mr. S.S. Hewapathirana	Secretary, Ministry of Youth Affairs
2.	Ms. Nilanthi Sugathadasa	Additional Secretary - Youth Affairs Ministry of Youth Affairs
3.	Dr. T. A. Piyasiri	Director General, TVEC
4.	Mr. Newton Perera	DG, Department of Manpower, Ministry of Labour Relations and Productivity Promotion
5.	Ms. Nadeeka Wataliya	Asst. Commissioner - Labour, National Institute of Labour Studies
6.	Ms. Thamali Senanayake	Employers' Federation of Ceylon
7.	Mr. H Nalin de Silva	Regional Director, PHDT, Ratnapura
8.	Mr. Gerald Lodwick	Deputy Secretary General, NWC, Dehiwela
9.	Mr. D Mathi Yugarajah	Ceylon Workers' Congress
10.	Mr. P. G. S. W. Abeywickrama	Assistant Director, NYSC, Maharagama
11.	Mr. Panitha Ratnayake	Head - Business Operations, JobsNet Ltd.
12.	Mr. Ajith Jayawardena	Career Guidance Officer, University of Colombo
13.	Ms. Gaya Hapuarachchy	Consultant, Life Skills
14.	Ms. Namala Thilakaratna	Consultant, Business English
15.	Mr. P. G. Amarapala	Consultant, Youth Entrepreneurship Development
<b>ILO Staff for Introduction</b>		
18.	Ms Sherin Khan	OIC, ILO-Colombo
19.	Ms Shyama Salgado	NPO, YE Project
20.	Ms Pramo Weerasekera	Programme Assistant, ILO Colombo

**Youth Employment Coordination Committee (YECC) in Ratnapura District for ILO/Japan Youth Employment Project in Sri Lanka on October 25, 2010 at 10.00 am at the District Secretariat, Ratnapura**

	<b>Name of Representative</b>	<b>Organisation</b>
1.	Mr. H. W. Gunadasa	District Secretary, District Secretariat, Ratnapura
2.	Mr. S. M. P. Ranjith	Director-Planning, District Secretariat, Ratnapura
3.	Ms. A. A. P. Sarojini	Assistant Director-Planning, District Secretariat, Ratnapura
4.	T. M. S. K. Abeykone	Project Assistant, Vocational Training Authority
5.	G. P. Wijegunawardhana	Coordinator - DS, Ratnapura
6.	B. D. R. Chandrasiri	Assistant Director, Small Industry Development Department
7.	A. R. J. Lakmal	CG Counsellor - Youth Corps, Nivithigala
8.	K. D. Kumanayaka	HR and Admin Officer, Vidhaya Centre, Ministry of Science & Technology



	<b>Name of Representative</b>	<b>Organisation</b>
9.	U. A. P. H. Udumulla	GM, National Youth Services Council, Ratnapura
10.	Mr. R. A. D. Ajith Ranasinghe	CEO, Chamber of Commerce, Ratnapura
11.	D. K. Wanigatunga	Career Guidance Officer, DS office, Ratnapura
12.	J. A. D. K. Jayasinghe	Vidhada Centre, DS Office, Ratnapura
13.	Rasika Sirisena	Information Officer, S L Bureaux of Foreign Employment
14.	H. M. S. Samarakoon	Deputy Director, Industrial Development Board
15.	N. A. A. S. Priyankara	Assistant Commissioner, Samurdhi Authority, DS Office, Ratnapura
16.	S. Ambiga	Plantation Communication Facilitator, DS office, Ratnapura
17.	P. P. D. D. Nadishani Dianesius	Plantation Communication Facilitator, DS office, Ratnapura
18.	B. K. N. Bulathsinghala	HR Development Asst., Ministry of Labour, DS Office, Ratnapura
19.	S. S. W. Sarum	Principal, Saaragamuwa (Pvt.) Nursing School, Ratnapura
20.	Mr. H Nalin de Silva	Regional Director, PHDT, Ratnapura

**Workshop for Stakeholders to Discuss Preliminary Findings of Final Evaluation of the ILO/Japan Youth Employment Project on November 01, 2010 at 9:00 am at the Centauria Tourist Hotel, Embilipitiya, Ratnapura**

	<b>Name of Representative</b>	<b>Organisation</b>
1.	Mr. H.W.Gunadasa	District Secretary, District Secretariat, Ratnapura
2.	Ms. A.A.P. Sarojini	Assistant Director, Planning, District Secretariat, Ratnapura
3.	Ms. Prema Dissanayake	District Secretary, District Secretariat, Kegalle
4.	Mr. N. S. P. Nawarathna	District Secretariat, Kegalle
5.	Mr. Anuruddha Bandara	Assistant Director-Planning, Provincial Secretariat, Ratnapura
6.	Mrs. Srimathi Swarnalatha	Director, IDB, Kegalle
7.	Mr. R. D. Newton Perera	DG, Department of Manpower, Ministry of Labour Relations and Productivity Promotion
8.	Mr. K.G. Nepala	Actg. Asst. Director, NIPM, Aturugiriya
9.	Mr. H. Nalin de Silva	Regional Director, PHDT, Ratnapura
10.	Mr. N. Thavaraju	Social Mobilizer, PHDT, Ratnapura
11.	Mr. K. Munaweeraheiti	Regional Director, PHDT, Kegalle
12.	Mr. Jayantha Jayasinghe	PHDT, Kegalle
13.	Mr. Senaka Fernando	Manager, Kelani Valley Plantation Company, Devalakanda
14.	Mr. Manoj Udugampola	Manager, Pussellawa Plantation, Ratnapura
15.	Mr. U. A. P. H. Udumulla	Career Counsellor, GM – National Youth Services Council, Ratnapura
16.	Mr. G. P. D. Wijegunawardana	Coordinating Officer, NAITA, Ratnapura
17.	Mr. Prasad Kodituwakku	Business English Course, Sabaragamuwa
18.	Mr. Ajith Ranasinghe	CEO, Chamber of Commerce, Ratnapura
19.	Ms. Chandrani Rodrigo	Pelmadulla Estate, Kahawatta, Ratnapura
20.	Ms. K. Visvanayagi	Pelmadulla Estate, Kahawatta, Ratnapura

	<b>Name of Representative</b>	<b>Organisation</b>
21.	Ms. R. Krishanthdevi	Pelmadulla Estate, Kahawatta, Ratnapura
22.	Ms. J. Senaratne	Pelmadulla Estate, Kahawatta, Ratnapura
23.	Ms. P. Sudarshani	Opata Estate, Ratnapura
24.	Ms. M. Sumathy	Opata Estate, Ratnapura
25.	Mr. N. G. Uplai Jayasinghe	Pussella Estate, Ratnapura
26.	Ms. S. Susikala	Houpe Estate, Ratnapura
27.	Ms. R. Kirushnaveni	Houpe Estate, Ratnapura
28.	Ms. Anoma Wijeratne	Kegalle
29.	Mr. N. C. Wickramanayaka	Kegalle
30.	Ms. U. W. Sumanawathie	Kegalle

<b>ILO Staff</b>		
32	Mr. David Lamotte	Special adviser to the Director General of ILO Headquarters Employment Sector, ILO Hqs, Geneva
33.	Mr. Kenichi Kamae	CTA, ILO/Japan Programme, Bangkok
34.	Mr. Matthieu Cognac	YE Specialist, ILO Bangkok
35.	Ms Shyama Salgado	National Programme Officer, YE Project, ILO Colombo
36.	Mr. Nihal Devagiri	Field Programme Coordinator, YE Project, ILO Colombo
37.	Ms T. Arunodya Mary	External Collaborator, ILO
38.	Ms Pramo Weerasekera	Programme Assistant, ILO Colombo
39.	Ms Srimalie Jonathan	Secretary, ILO Colombo

### Annex III. Results summary of the ILO-Japan YE Project

Youth Employment Project (ILO/Japan), Sri Lanka											
Results Summary of Project Activities											
Intervention	Youth Beneficiaries / Participants			Employment/jobs for youth	Training of Trainers			Surveys / Publications	Institutional / Committee Capacity Built		
	Total	Female	Male		Total	Female	Male		Total	Female	Male
1 Surveys								5			
2 Research Papers								7			
Dedicated Website / virtual Community of											
3 Practitioners								1			
4 Publications								12			
5 Data Bases at Estate Level for Tracking & Tracing Beneficiaries									1		
6 Labour Market Information Unit									1		
Advocacy Role / Steering Committees /											
7 Service Centers									8		
8 Workshops & Seminars (participant days)	3,343										
9 Job Bazaar	1,128			468					2		
Youth Information Centers (YIC) in Estates /											
10 Youth Mobilizers	145								7		
11 Street Drama	2,400				39	21	18				
12 Career Guidance	18,110				790						
13 Business English	497	303	194		30						
14 Non Formal Education / Life Skills	341	245	96		19	6	13				
15 On-the-Job Training	363	259	104								
16 Occupationaal Safety and Health Training	44										
Entrepreneurship Development - SBA											
17 (Business Clusters)	364	194	170						10		

Youth Employment Project (ILO/Japan), Sri Lanka											
Results Summary of Project Activities											
18	Entrepreneurship Development - SIYB	220				22	8	14			
19	Entrepreneurship Development - GYB	111	57	54							
20	Entrepreneurship Development - SYB	96	50	46							
21	Entrepreneurship Development - IYB	47	25	22							
22	Entrepreneurship Development - KAB	19	7	12							
23	Entrepreneurship Development - Mentoring	18	8	10		20	1	19			
24	Technology Tranfer	204									
25	Job Placement	60			350						
26	Plantation Management Awareness building and Trainng								108	57	51
27	International Youth Day	150	86	64							
<b>Total</b>		<b>27,660</b>			<b>818</b>	<b>920</b>			<b>25</b>	<b>137</b>	

## **Annex IV. Stakeholders' priorities & sustainability**

### **Stakeholder response at the Workshop on Preliminary Findings of the Final Evaluation on 1<sup>st</sup> November, 2010**

Question: How can the project benefits and systems established best be continued and integrated into the stakeholder organisations - beyond 2010?

#### Group 1 (Group Members - DS Staff from Ratnapura and Kegalle)

- ❖ Benefitted by identifying youth unemployment and its connected issues;
- ❖ Should expand YEP initiatives to other estates and adjoining villages;
- ❖ To sustain the positive outcomes of YEP, District Vocational Plan to integrate:
- ❖ Strengthen the data collection mechanism by the District Secretariates' administrative units (Gramaseva Niladhari Divisions) to maintain accurate information on youth unemployment;
- ❖ Build up a proper functioning link between skilled labour and job providing institutions;
- ❖ Introduce Household Productivity Programmes to estates and adjoining villages;
- ❖ Identify customer friendly Microfinance Organizations (such as Sanasa/Samurdhi/Regional Development Banks) to provide credit to enterprising youth;

#### Group 2 (Group Members - 2 RPCs, Worker Cooperatives, CoC, NYC, Provincial Council)

- ❖ Strengthening the link amongst stakeholders;
- ❖ LMI Unit should be strengthened by the (*missing here?*);
- ❖ Connecting the project objectives with those of the Regional Plantation Companies;
- ❖ Workforce development; and
- ❖ Focus on issues relating to aging workforce

#### Group 3 (Group Members - PHDT, RPC, Min of Labour, NAITA)

- ❖ The youth benefitted from the Youth Information Centres, as it gave them free of charge access to computers and access to information on employment and business opportunities. The youth can be kept occupied in a productive manner during their free time. The youth received important information on vocational training and other training possibilities. The Youth Information Centres will continue under the supervision of the plantation companies;
- ❖ The plantation companies were able to form a direct link with the youth on plantations through Youth Information Centres. These centres will continue through Youth Information Committees that will oversee the operation of the Centres;
- ❖ Plantation companies will continue program initiatives of YEP such as OJT (higher productivity leading to better profits) and YIC as they have benefited from these programmes; and
- ❖ Trainers trained under YEP (such as NFE, GYB, BE) will continue to train more youth.

#### Group 4 (Group Members - PHDT, NAITA, Youth beneficiaries)

- ❖ Continue the working relationship initiated through YEP;
- ❖ A group of researchers should be engaged to analyse the needs of the beneficiaries. Such needs identified should be addressed by stakeholders by incorporating them into their future plans;

- ❖ Continue to support following programmes: and
- ❖ OJT and Skill Development programmes.
- ❖ NFE especially for school dropouts
- ❖ BE, as English is a barrier for estate and village youth for securing employment.
- ❖ Provide a mechanism to finance start up enterprises that have already been identified. E.g. Plantation companies can provide loans through parents who are employees of the companies and are members of the Co-operative Society as Kellani Valley Plantations have done.

NB: This Group suggests that ILO continue programs for youth development, and build up on estate-village integration.

ILO Group (Group Members - ILO Staff) on Activities to be **prioritized** up to end December 2010

- ❖ Conduct a sustainability workshop at the end of the project (of 2.5 days duration) with the participation of the stakeholders.
- ❖ Publish project information on a website in Japanese and Sri Lankan local languages
- ❖ Strengthen Provincial Level LMI Unit with databases and required skills
- ❖ Final project report
- ❖ CSR Workshop targeting plantation companies as employers
- ❖ Expedite contracts, especially that of PHDT which is the main contractor
- ❖ Follow up on the Road Map with MOYA and MOLR
- ❖ Work with the Youth Corps to help them integrate the ILO tools into their curriculum

DS – Ratnapura commented that MOYA should be actively engaged in youth activities, giving priority to needs at the District and Provincial levels.

## Annex V. Evaluation Instrument

### 1. Purpose and scope

Several purposes for this independent final evaluation have been identified (see ToR), namely to assess the achievement of: i) Immediate objectives, ii) Emerging impact of the interventions, and iii) Sustainability of the project's benefits and the local partners' strategy and capacity to sustain them.

Furthermore, iv) Strengths, weaknesses, opportunities and challenges should be analysed and v) Underlying assumptions about contributions to a broader development goal should be "tested"

The evaluation team will, as far as possible, take into account all interventions, geographical coverage, and the whole period of the project (March 2007 to the date of commencing the work).

### 2. Methods to be applied

The evaluation shall use mainly informal methods, such as structured and unstructured questionnaires. Data and information gathering will be as participatory as possible. Apart from a comprehensive documentation review, in-depth consultations and interviews will be held with staff based in Sri Lanka, as well as selected ILO staff in ROAP, Bangkok (as Bangkok will not be visited, telephone interviews via skype will be used).

A few selected persons who have been involved with the Project but who are neither in Bangkok, nor in Sri Lanka at present, will also be contacted for interviews and/or questionnaires. The donor agency in Tokyo, Japan, will be contacted through e-mail as well as through telephone.

The Project has been operating in twenty-one plantation estates, run by six different plantation companies (and within eleven "vulnerable" GS divisions). The team of two consultants (one international and one national) will make visits to the Ratnapura and Kegalle districts, in Sabaragamuwa province, where Project activities have been ongoing since the start.

The selection of areas to visit was based on three criteria; 1) An assessment of level of activity and quality of performance within the districts, i.e. attempting to have a balanced visit (a mix of "very active", "medium activity level", and "not active") is likely to be encountered by the team. 2) Secondly, 1-2 estates from each of the 6 companies should be visited, and finally 3) Geographical and logistic concerns were considered in the selection.

The evaluation team will attempt to interact with all key stakeholder categories representing the government, employers and workers groups/associations, as well as youth groups and individual beneficiaries. Private sector representatives and non-government organisations will be approached as well to the extent possible.

Formal meetings (such as a meeting with the national Project Advisory Committee, at the onset of the evaluation) and informal discussions will be held.

Preliminary evaluation findings will be presented and discussed in a Stakeholders Workshop during the last day in the Province (1st November), to which all major stakeholders – particularly from the Province, have been invited to attend.

## EVALUATION QUESTIONS

Questions will be posed to the ILO Project team, ILO regular staff, TA staff of other Projects operating in Sri Lanka as well as all stakeholder representatives. Questions will also be posed to the implementing agencies, the intended and ultimate beneficiaries of the Project (youth). The evaluation team will also attempt (if relevant) to approach international organizations and/or Projects that may have cooperated with ILO YEP.

### Questions for ILO YEP Project staff

#### 1. Project design

The original Project Logical Framework has been revised. Were you involved in this work? If yes, how?.....



If you were at all not involved, what do you think is the reason? .....

## 2. Project implementation

How satisfied are you with the work and results of the implementing partners? Please give the name of the organization, and specify their respective performance on a scale from 1-5 (5 being the highest score):

The Ministry of Youth Affairs (National and District levels)

Other Government agencies.....

Employers/estate management .....

Workers groups/trade unions.....

Private sector partners

Youth and youth groups.....

Others (e.g. NGOs).....

## 3. Reaching the Project's Immediate Objectives

How far would you say the Project has reached the project immediate objectives 1, 2 and 3? Please specify: Fully reached/not fully reached/somewhat reached/Not at all reached:

Immediate objective 1.....

Immediate objective 2.....

Immediate objective 3.....

If the immediate objectives according to you have been reached, what are you basing your conclusion on?.....

If they have not been reached, what are the main reasons?.....

## 4. Producing the Outputs

Which of the planned outputs in the Logical Framework have been "produced"?.....

Which have not been produced, and what is the reason?.....

## 5. Other Project Achievements/Benefits

What are the key Project achievements (give 3-5 examples)?.....

What are the main factors that made them successful?.....

In your view, what activities or achievements would not have realized if this project did not exist? .....

## 6. Monitoring and Reporting

Which are the key monitoring and reporting mechanisms for the Project?.....

From your point of view - how has the monitoring and reporting worked?

- Very good.....

- Good.....
- Not so good.....
- Poorly.....

If not satisfactory, please give the reasons.....

#### 7. Collaboration with other ILO projects and/or international organizations/programmes

Has the Project collaborated with other ILO projects/international organizations?

If yes, what has been the extent and quality of such cooperation with:

- Other ILO TC projects? .....
- Others.....

If cooperation has taken place with others - how has this enhanced Project benefits?

.....

#### 8. Challenges/issues

Are there any challenges to an efficient running of the Project? If so, explain briefly.....

#### 9. Sustainability, or emerging sustainability

How do you see the work done to sustain the activities and/or benefits of the Project after December 2010 (by the GoSL, the implementing partners, the ILO, others)?

.....

Are there any initiatives that ILO and/or other stakeholders are taking on board, coming out of this Project? If yes, what are they?.....

#### 10. Lessons

What lessons would you say could be learnt? .....

#### **Questions for ILO staff (regular and Project TA staff)**

How do you know about the ILO-Japan “Youth Employment Project in Sri Lanka. (If you don’t know about it – you can stop here).

- I heard about it from a colleague.....
- I am collaborating or have collaborated with YEP staff.....
- I have done work (e.g. through short contract assignments) for the Project.....
- Other.....

If you have collaborated with YEP what, according to you, has been the quality of this collaboration? (indicate: Very good, good, not good).....

If you have not collaborated with YEP – what do you think is the reason?.....

Are you aware of any particular achievements of the Project?.....

In your opinion, are there any particular short-comings in the Project?.....

Do you know of any 'tools' (for example training methodologies, materials, systems established, tools for monitoring and evaluation, related to cross-cutting issues) used, adapted or directly produced in the Project? .....

Do you think these could be useful for other Projects? (If yes, please indicate how, if no, please explain)

.....

Which according to you have been some of the challenges faced by the YEP team in the implementation of the Project? (If no challenges, please indicate that).

.....

Would you know of any particular lessons, or good practices, to be learned/shared from the YEP project, or from collaborating with the Project? Please tell us what those are:.....

**Examples of questions for the National Project Advisory Committee Members and Private sector actors (national consultants)**

Have you been participating in any of the following?

- The preparations or design of the Project? .....
- Providing inputs to the Terms of the N-PAC? .....
- Project activities (province or district)? .....
- Providing inputs/comments to the ToR of this Evaluation? .....

Are you satisfied with the extent of your involvement in the Project? If "yes" please explain. If "no", how would you have liked to participate more?

.....

Has the Project helped implement Sri Lanka's youth employment policies at:

- National level? If "yes" - how?

.....

- Provincial and district levels? If "yes" - how?

.....

Are you aware of any project achievements, expected (or unexpected) benefits resulting from the Project activities to:

- Local organizations? .....
- Youth? .....

Are you aware of any (other) results of the Project at this final stage?

.....

What benefits and mechanisms do you think will remain (if any) after the completion of the Project in December 2010?

.....

Is your organisation/agency willing to continue any of the Project activities? If yes, what are these, and what resource will be used?

.....

Are you aware of any specific challenges that the Project has faced?

.....

Are you aware of any lessons learned so far?

.....

Do you have any specific recommendations to ILO? To the Evaluation Team?

**Examples of questions to Provincial and District Government representatives (basically the same as to N-PAC)**

Have you been participating in any of the following?

- The preparations or design of the Project? .....
- Providing inputs to the Terms of the N-PAC? .....
- Project activities (province or district)? .....
- Providing inputs/comments to the ToR of this Evaluation? .....

Are you satisfied with the extent of your involvement in the Project? If “yes” please explain. If “no”, how would you have liked to participate more?

.....

Has the Project helped implement Sri Lanka’s youth employment policies at:

Provincial level? If “yes” - how?

.....

- At district levels? If “yes” - how?

.....

Are you aware of any project achievements, expected (or unexpected) benefits resulting from the Project activities to:

- Local organizations? .....
- Youth? .....

Are you aware of any (other) results of the Project at this final stage?

.....

What benefits and mechanisms do you think will remain (if any) after the completion of the Project in December 2010?

.....

Is your organisation/agency willing to continue any of the Project activities? If yes, what are these, and what resource will be used?

.....

Are you aware of any specific challenges that the Project has faced?

.....

Are you aware of any lessons learned so far?

.....

Do you have any specific recommendations to ILO? To the Evaluation Team?

Examples of questions to Estate Managers/Employer representatives

#### 1. Project design

Did you (or anybody from your company) as an important stakeholder in the Project participate in any way in the preparations of the Project? If yes, how?

.....

If you were at all not involved, what do you think is the reason?

.....

#### 2. Achievements

Could you state 3-5 key achievements made from the collaboration with ILO?

.....

#### 3. Assessing quality of outcomes related to youth (inside or outside plantations)

How satisfied are you with the quality of the work done so far? On a scale from 1-5 (5 being the highest score):

.....

3. How satisfied/dissatisfied are you with the cooperation and work of the PHDT – the other key implementing partner to the ILO?

On a scale from 1-5 (5 being the highest score):

.....

4. If you are satisfied – what do you think are the factors that have contributed to success? Please elaborate

.....

5. If you are not satisfied – what is the reason, and how could the work be improved?

.....

6. Which training/service provider have you worked with?

7. How would rate the quality of their work?

On a scale from 0-5 (5 being the highest score)

.....

8. What challenges have you observed or met? Any lessons?

.....  
9. Do you have any recommendation to the ILO for possible future cooperation, or other matters related to jobs and better opportunities for youth?  
.....

### **Examples of questions to Workers' organization/Trade Union representatives**

#### **1. Project design**

Did you, or any other representative from your trade union, participate in any way in the preparations of the Project?

If yes, how? .....

If no - what do you think could be the reason?.....

#### **2. Involvement in the YE Project**

Have you, or other representatives of your union, been involved in the implementation, follow-up, or mid-term evaluation of the YEP – since its start in 2007?

If yes – what was your involvement?  
.....

If you have participated in any of the work – how satisfied are you, on a scale of 1- 5 (5 being the highest)?  
.....

If no – would you have like to be more involved?.....

#### **3. Achievements**

Could you state 3-5 key achievements of the ILO YEP since its start in 2008?  
.....

#### **4. Assessing quality of implementation and results (outputs, outcomes)**

Have you had any cooperation with PHDT – the key implementing partner to the ILO?

On a scale from 1-5 (5 being the highest score) how do you assess their work in the districts?  
.....

If you are satisfied with the work of the Project – what do you think are the factors that have contributed to success?  
.....

If you are not satisfied – what is the reason, and how could the work be improved?  
.....

## 5. Challenges faced

Are you aware of any challenges met by the Project (ILO team in Colombo, or in Ratnapura) in implementing the YEP? Any lessons?

.....

## 6. Recommendations to ILO

Do you have any recommendation to the ILO for possible future cooperation, or other matters related to jobs and better opportunities for youth in the Province and in the country at large?

.....

### **Examples of questions to Implementing Agencies (e.g. Human Development Trust, Training providers)**

1. In your opinion, what are the key achievements and results of the work performed by PHDT for the Youth Employment Project?

2. How has the cooperation worked with the ILO in Colombo and PHDT Regional Offices in Ratnapura and Kegalle? (Please indicate: Very good, good, satisfactory, not so good). If not good, please give explanation.

3. Do you think the PHDT and your staff have increased knowledge as a result of working with ILO YEP? If “yes”, in which way has this knowledge benefited you, or your organisation (specifics)?

4. Will any of the programmes/approaches used in YEP be integrated or used in your organisation after 2010 – in the tea sector?

If “no” – please explain.....

5. Have you faced any challenges in your cooperation with the Project (technical/administrative)?

.....

If “yes” – which are these? .....Have they been overcome, and if so - how?.....

6. Have you faced any other challenges in the implementation of the Project?

7. Do you have any recommendation to the ILO regarding any future initiatives with youth employment in the plantation estates in Sri Lanka? .....

**Questions to International Organisations/other development Projects**

- What is the level and nature of cooperation between your organization and the YEP Project at national level? What is the cooperation between your organization and the Project in the operational areas (Province/districts), if any?

Please describe.....

- What can you say about a) the extent and b) quality of cooperation with the YEP?

.....

- Are you aware of any progress, concrete achievements, benefits to the youth, impact of the Project, or lessons to be learned?

.....

- Do you have any recommendation to the ILO regarding its future involvement in youth employment in Sri Lanka?

.....



## **Annex VI. Documentation referred to & related reading**

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The potentials to develop and enhance living conditions of youth in estate and adjacent villages through extension programmes, VKGI Chandrasena, Department of Agribusiness Management, Faculty of Agricultural Sciences, Sabaragamuwa University of Sri Lanka, November 2009

Private & Public Partnership Extension (PPPE) service of tea small holdings in Rathnapura district, Prasanna Dilruk, Rohana P Mahaliyanaarachchi, Department of Agribusiness Management, Faculty of Agricultural Sciences, Sabaragamuwa University of Sri Lanka, November 2009

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- ▶ 2007: January - November 2007 (11 months), January - December 2007 (12 months)
- ▶ 2008: January - June 2008 (6 months), January - September 2008 (9 months), January - December 2008 (12 months), January - March 2009 (15 months)
- ▶ 2009 – 2010: Jan 2009 - Nov 2009, August - July 2010

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## Annex VII. Project in Perspective

**This text is from the Youth Employment Project's Annual Progress Report (January 2008 – December 2009, pp. 17-18) and provides some more information about the context in which the Project was created:**

The project is part of a larger programme comprising other projects that have been carried out by ILO previously to promote decent work for young Sri Lankan women and men and to provide education and training for youth. ILO's past projects in Sri Lanka serve as a launching pad for more intensive, expanded and sustained activities for decent youth employment and for the promotion of the related policies and programmes for replication.

### National Action Plan for Youth Employment

ILO, jointly with the World Bank, supported the Government of Sri Lanka, through the Youth Employment Network in Sri Lanka (YEN-SL), to develop the National Action Plan (NAP) on Youth Employment. Sri Lankan youth were engaged in the dynamic consultative process that took place in 2005/6 in preparation of this plan. The ILO intends to continue its support to the Government to implement selected areas of action in the NAP through the YEN for Sri Lanka. In line with this, the project facilitated the participation of the Hon. Minister of Youth Affairs at the 3<sup>rd</sup> YEN Lead Countries Meeting held on 10<sup>th</sup> June in Geneva.

### National Education Sector Development Programme Framework Strategy

To facilitate ground level interventions, some strategic upstream work to support the Government's National Education Sector Development Programme Framework (ESDPF) is planned. In addition, this project will provide an opportunity for capacity building of nationals through the Turin Centre programmes. Also, accreditation of NFE Centres, teaching curricula and teaching methodology, will form a part of the upstream strategy within the project as an input to the national programme.

### National Plan of Action for Decent Work

The areas of promotion of youth employment and prevention of child labour are closely interlinked areas in the ILO framework for Decent Work.

### United Nations Development Assistance Framework

The United Nations' Common Country Assessment (CCA) for Sri Lanka identifies youth as a priority target group for the next United Nations Development Assistance Framework (UNDAF) and youth employment has been highlighted as a specifically important area for implementation.

### Skills Development for Economic Empowerment and Creation of livelihoods (ILO CB-Tree Project, Sri Lanka).

The project helps the government of Sri Lanka in the restoration of livelihoods, and the revival of local economies in areas that have been affected by the tsunami of 2004 through skills training, enterprise development and the installation of appropriate and sustainable economic support mechanisms at the community level.

### Enter Growth – A Project for Small Enterprises

Micro and small enterprises are the engine of growth in Sri Lanka and the project supports them through improving the environment viz. policy and the regulatory environment, and required services related to market access and enterprise culture. The project has also developed a model forum theatre package that is expected to catalyse a change of attitudes toward entrepreneurship as a viable option supporting youth employment.

### International programme on Elimination of Child Labour (IPEC)

The project aims at eliminating the worst forms of child labour through education and training as both a preventative and protective mechanism as a matter of priority with particular reference to trafficked girls and boys, child domestic labour, child soldiers and children affected by war, as well as children

affected by the tsunami of 2004. The approach complements the YE initiative by ensuring the young men and women do not end up in situations of exploitative employment at a young age which will perpetuate their vulnerability to exploitation, depriving them of opportunities for securing decent work.

*Youth Employment Network (YEN- SL)*

This project is an initiative of the UN as a response to the Millennium Declaration of the Heads of States. It aims to implement strategies that give young people everywhere a real chance to find decent and productive work. The network has potential for supporting coordination at national level.

*'JobsNet'*

This national employment sourcing and delivery system benefits job seekers by providing on line referrals for jobs, training, information, advice and career guidance.

*Joint UN project in the Plantation Sector*

Under the UNDAF, a joint UN project in the plantation sector – a priority sector under the Government of Sri Lanka's reform programme – is being developed within the framework of joint programming. The present proposed project herein will be a pilot initiative addressing issues (mainly employment and labour standards related interventions) under the ILO's mandate within the joint programme. This will be undertaken with a view to also identifying lessons learnt and good practices that will feed into the UN joint programme, expected to be implemented on a larger scale. The TORs of reference developed by the ILO/Japan YE project are expected to be used as a benchmark for conducting the socio-economic baseline survey for part of outcome 1 and for outcome 3 of the UN Joint programme.